

RESULTS International (Australia)

EDUCATION FOR ALL: Or Just Those Easier to Reach?

**AusAID, World Bank and Asian Development Bank
Approaches to Gender and Disability in Basic Education**



RESULTS
the power to end poverty

About RESULTS International (Australia)

RESULTS International (Australia) is part of an international, nonpartisan, grassroots advocacy organisation whose members work with federal parliamentarians and through the media to generate the public and political will to end poverty. RESULTS undertakes advocacy across a range of international aid issues including education, health and microfinance.

Acknowledgements

RESULTS International (Australia) would like to thank the following people for their time, energy and dedication in undertaking research and writing this report: Peter Gregory, Kavitha Suthanthiraraj and Peter Van Zoeren.

RESULTS also thanks the following people for their insights, guidance and content knowledge in the research preparation and editing of this report: Mark Rice, Sarah Beardmore, Maree Nutt, Joanna Colautti, Taniele Gofers and Myra Khan.

RESULTS gives special thanks to the US-based RESULTS Educational Fund whose grant funding made this report possible.

We also thank Michele Kaye for her design work on this report and continued contribution to the organisation.

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Cover: Xayyathong school Beng district. Photo courtesy of Bart Verweij for AusAID.

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EXECUTIVE SUMMARY

The importance of universal quality basic education in achieving a myriad of economic and social benefits, from greater earning potential to individual empowerment, has long been vocalised by education advocates and reinforced in UN conventions, development goals and program policies. This has resulted in some promising progress towards achieving the 'Education for All' (EFA) and the Millennium Development Goals (MDGs) especially in terms of primary school access.

However, while some progress has been achieved in getting more kids into school, the path ahead is complex and filled with challenges. This is especially true when focusing on education for marginalised groups such as women and girls and those with disabilities, as the obstacles impacting their attainment of quality education are numerous. As the report indicates some progress has been made in reducing the number of out of school children, with girls now making up just 53% of the children out of school, as opposed to 60% in 2000. Yet, this progress in average enrolment rates fails to provide a comprehensive picture of girl's education throughout the schooling system, with girls experiencing high drop-out rates, difficulties transitioning to secondary school, low quality education and other cultural challenges often mitigating educational progress. Disabled students face similar challenges with the combination of poverty and cultural isolation placing high entry barriers for many of these individuals.

Given the patchy progress towards EFA and the difficulties in reaching these marginalised groups it is imperative that multilateral institutions such as the World Bank (WB and also referred to as the Bank in this report), the Asian Development Bank (ADB) and government agencies such as the Australian Agency for International Development (AusAID) maximise the impact of their investments in education to specifically target vulnerable populations.



Children doing math at Thiao school Xai district. Photo courtesy of Bart Verweij for AusAID.

This report examines the extent to which issues of gender and disability are considered in the design, development and monitoring of education programs undertaken by AusAID, the World Bank and the Asian Development Bank in Indonesia, Papua New Guinea and the Philippines. This is examined through a dual analytical approach involving assessment of institutional education policy and design documents to determine gender and disability policies and priorities. This analysis was coupled with a review of operational documents ie; planning documents, evaluation reports and independent evaluation documents to determine how these priorities are reflected 'on-the-ground' in country level education development programs.

Gender

All three organisations exhibit a strong consideration of gender issues within their education programs. Their policies highlight the importance of equity, access and adaptability in the design and implementation of programs to maximise girls' participation throughout the schooling cycle. AusAID and the Asian Development Bank seem to have a specifically strong focus in this area with gender checklists, project classification based on level of gender mainstreaming and key priority levels within educational policies. However, based on case study analysis in all three countries there does seem to be significant gaps between policy rhetoric and 'on-the-ground' implementation. While AusAID and the Asian Development Bank show positive performance in terms of gender mainstreaming in countries like Indonesia, the World Bank is lagging in its implementation of robust gender policies in its country level implementation.

Disability

Students with disabilities are truly being left behind, with all three organisations vastly lacking in their efforts to specifically target children with disabilities in project operations. While the organisational disability strategies of these three agencies point to funding commitments, monitoring and innovative program designs to measure and improve education for children with disabilities, these were not reflected in enough program outcomes to lead to critical mass impact.

Recommendations

AusAID, the World Bank and the Asian Development Bank recognise the importance of achieving gender equity and access for students with disabilities in their education programming. While all three agencies consider gender and disability in their development strategies and policies, they must ensure greater **coherence between policy development and 'on-the-ground' implementation**. In doing so, AusAID, the World Bank and the Asian Development Bank can make a more meaningful contribution to the global effort to achieve 'Education for All' and the Millennium Development Goals (MDGs).

This report makes the following recommendations for AusAID, the World Bank, the Asian Development Bank and the Australian Government towards improving its effectiveness in reducing gender and disability-based discrimination, these include:

1. **Setting clear equity targets:** gender and disability policies developed at head office must be incorporated into all educational programs at the country level. This involves setting realistic gender equity and disability targets and capturing the outcomes through disaggregated data.
2. **Monitor gender and disability policy:** all three organisations should enhance monitoring and reporting of their operational policies on gender and disability to ensure that policies match the reality 'on-the-ground'. This includes incorporating equity measurements into relevant results frameworks, developing and assessing gender and disability disaggregated data and determining best practice equity interventions.

3. **Country level accountability:** gender and disability policy needs to be implemented more uniformly at the country level. Based on evidence from the selected case study countries (Indonesia, Philippines and Papua New Guinea) all three organisations lacked consistent implementation. To achieve consistent implementation, specific individuals need to be identified in AusAID, World Bank and ADB's central and country-level offices to be responsible and accountable for ensuring the needs of people with disabilities and gender concerns are included in the organisation's education work. The Asian Development Bank has started this process with gender advisors on some projects, however these experts must be empowered and able to effectively address gender and disability gaps.
4. **Formulate equity responsive budgets:** all three organisations should ensure that the 'true cost' of achieving gender and disability targets are accounted for in project design and budget allocation eg; eliminating school fees, building access ramps, community awareness programs. This is critical to ensure that gender and disability is not dropped off during implementation due to budget constraints.
5. **Scaling up interventions:** the magnitude of barriers faced by marginalised groups means that gender and disability focused interventions need to be scaled up across all organisations. Innovative and cost-efficient mechanisms must be identified and implemented in all three countries to ensure these barriers are overcome. This involves forging closer relationships with gender and disability focused local civil society groups and non-government organisations who are already devising such programs 'on-the-ground'.
6. **Influencing education policies at the World Bank and ADB:** as a key donor to the World Bank and ADB, the Australian Government has the potential to influence and direct the policy and implementation strategies of both institutions to seek improved outcomes on gender and disability. By using its role in the governance of these institutions, the Australian Government can ensure that all education operations include monitoring and results frameworks, which "count" the impact of investments on girls and children with disability, and contain clear equity objectives to improve education for marginalised groups.
7. **Other Multilateral institutions:** Australia, as one of the largest contributors to the Global Partnership for Education (GPE), should advocate through the GPE secretariat and board for greater focus on equity for girls and students with disabilities in its support for national education plans. In addition, AusAID should proactively champion gender and disability approaches in local education group policy dialogues, and take on the role of supervising entity in GPE countries to ensure robust equity approaches are used in education development strategies and financing.

"A quality education throughout life is the birthright of every woman, man and child."
 Qian Tang,
 Assistant Director-General for
 Education UNESCO

INTRODUCTION

Access to high quality education has a broad and significant impact on society. Education is a powerful force for poverty reduction and economic growth and empowers people to make informed decisions and take control of their own destinies.

In acknowledgement of this reality, the international community convened in Thailand in 1990 to establish the concept of 'Education for All' (EFA), which outlines six goals to ensure the right to education for all people. However, the agenda was largely neglected in the following decade.² As a result, in 2000 at the World Education Forum in Dakar, Senegal, the international community adopted a 'Framework for Action' intended to achieve EFA within a generation.

"Education is the most powerful weapon with which you can change the world."¹
 Nelson Mandela

This framework set the following six goals:

1. To expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
2. To ensure that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to complete, free and compulsory primary education of good quality.
3. To ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.
4. To achieve a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for adults.
5. To eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to good quality basic education.
6. To improve all aspects of the quality of education and ensure excellence so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.³

Aspects of this framework were later included in two of the Millennium Development Goals (MDGs). These are:

Goal 2: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.⁴

Goal 3: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.⁵

Despite some progress towards the achievement of the six EFA goals, particularly in terms of primary school access, there is still significant work to be done. For example, 67 million primary school age children do not attend school and drop out rates are increasing with around 10 million children dropping out of primary school each year in Sub-Saharan Africa.⁶ A combination of poverty, poor education quality and social pressures often contribute to high drop-out levels. In addition, around 17% of the world's adults or approximately 796 million people lack basic literacy skills of which nearly two-thirds are women.⁷

Much progress still needs to take place in the regions being examined in this report. In 2009, approximately 9 million children in East Asia remained out of school⁸ and many East Asian countries exhibit poor retention rates even though there has been an increase in overall primary enrolment. In addition, in East Asia, 62% of adults lack basic literacy and numeracy skills despite modest increases in formal and informal education. Alarming, 64% of those without basic literacy and numeracy skills are women.⁹ In the Pacific, most countries have primary school enrolment levels above 90%: however, 335,000 children don't have access to primary education. Moreover, as with East Asia, many of these Pacific countries have poor retention rates. Finally, despite 93% of adults in the Pacific region having basic literacy and numeracy skills, 1.6 million adults still do not.¹⁰

A hidden factor often masked by global and national averages is the lack of educational opportunities for marginalised groups. These groups include child labourers, people living in informal settlements and individuals with disabilities, those in remote regions, ethnic minorities and women (especially poor women).¹¹ As noted in the 2010 Global Monitoring Report, "these disadvantages are rooted in deeply ingrained social, economic and political processes, and unequal power relationships – and they are sustained by political indifference".¹² The Global Monitoring Report sought to measure marginalisation through the 'Deprivation and Marginalisation in Education (DME)' data set, which looked at the level of 'educational poverty' amongst these groups. Being poor and female carries a double disadvantage in many countries, with high educational poverty (less than four years of basic education). For example, in India, poor rural females average three years in education, just above the two-year threshold for extreme educational deprivation. Disability was noted as the "least visible but most potent factors in educational marginalisation", in countries such as Malawi and Tanzania, having disabilities doubles the child's probability of not attending school.¹³

Given the patchy progress towards EFA and reaching marginalised groups such as women and those with disabilities it is imperative that multilateral financial institutions such as the World Bank (WB), Asian Development Bank (ADB) and government agencies such as the Australian Agency for International Development (AusAID) maximise the impact of their investments in education to target vulnerable populations. This paper focuses on the performance of the three bodies in the two key areas of gender equality and catering for students with disabilities. As Australia seeks to increase its education aid to \$5 billion over five years to 2014-15, it is poised to become one of the largest education donors in the world. It is therefore imperative that it ensures its own programming reflects a sound and proactive effort to address equity and that it leverages its leadership in the WB and ADB to ensure that the gender and disability barriers to education are overcome. Education programming in three countries in the Asia-Pacific region: Papua New Guinea (PNG), Indonesia and the Philippines - has been analysed to assess the extent to which the policies and practices of these agencies have integrated gender and disability concerns. These three countries were chosen for their significance within Australia's aid program – representing over \$1.18 billion of Australian aid in 2011-12,¹⁴ their regional significance and also the considerable gaps still present in these countries towards meeting EFA and Millennium Development Goals (MDGs).

Gender

Education can have an extremely positive impact on the lives of women and their children. It enables girls and women to improve their lives across economic, social and political dimensions and critically raises awareness of their human rights and their ability to make claim to these rights. Education can improve the health of women and their children, enable them to demand their rights, protect women from certain violations such as exploitation and domestic violence, enhance civic responsibility and participation in decision-making structures, increase economic independence and potentially transform the unequal power relations existing in many communities around the world.

"Study after study has taught us that there is no tool for development more effective than the education of girls and the empowerment of women."¹⁵

Kofi Annan, former Secretary-General of the United Nations

Evidence undertaken across many countries and communities point to these benefits including:¹⁶

- Children whose mothers have completed basic education are 40% less likely to die in childhood compared to those whose mothers have not been to school
- Women with seven or more years of schooling have between two and three fewer children than women with fewer than three years of education
- One extra year of primary school boosts a girl's eventual wages by 10–20%
- A 1% increase in the number of women with secondary education can increase a country's annual per capita income growth by 0.3%

The above figures represent economic and health justifications for girls' education, however a critical component often neglected in gender dialogue is the fundamental human rights of girls and women to education. These rights are outlined in the Convention on the Rights of the Child (CRC), the International Covenant on Economic, Social and Cultural Rights (ICESCR), and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and are further justifications for inclusive and gendered education programs.¹⁷

Recent gender parity data has indicated positive movement in many countries. While these figures remain useful they often fail to measure progress of girls' education through the schooling system. These numbers often measure initial enrolment and do not account for the high drop-out rates amongst girls ie; In Tanzania the girls' enrolment rate is 97.3% yet dropout is high with only 32% transitioning to secondary school. These high rates of drop-out in primary school mean that many girls are leaving school with minimal education, many still unable to read, write or do simple mathematics.¹⁸ Education programs therefore should develop gender specific policies and interventions to ensure education for all such as: improving school infrastructure with girls in mind, removing cost barriers (school fees, free transportation), recruiting male and female teachers, having more women on school management and decision making committees, eliminating gender bias in teaching practices and curriculum, disaggregating data by gender to ensure better tracking and many other initiatives.

While the benefits of girls education is powerful and compelling the "right to education continues to be violated for millions of girls and true gender equality in education – and beyond – remains far from being achieved."¹⁹

Disability

A person is defined as disabled based on "the outcome of the interaction of a person's functional status and their environment." This can range from mild to severe across mental, physical, sensory, or psycho-social functions making this a diverse group.²⁰ The United Nations estimates that 10% of the world's population, or approximately 650 million people, have a disability and that 80% of the population with a disability live in developing countries.²¹ People with disability are also more likely to be poor, with the World Bank estimating that 20% of those living in poverty are also living with some kind of disability.²² A report by RESULTS UK notes, "due to their complete exclusion from education, people with disability are more likely to pass on their poverty to their children...in order to fight intergenerational poverty it is crucial to break the cycle of exclusion from education."²³

20%
of those living
in poverty also
live with a
disability.

People living with disabilities face a gamut of obstacles to their participation in high quality education. These include unsuitable buildings, ill-equipped teachers, lack of specialised curriculum and negative societal attitudes that fail to recognise their abilities and capacities. This has resulted in 98% of children living with a disability in some developing countries not attending school.²⁴ This alarming statistic can only be tackled through inclusive educational policies that break down barriers and generate a learning environment supportive of disabled persons. Such interventions include: adaptation of school infrastructure for disabled persons, curriculum and teacher training that is supportive of various disabilities, support services provided to disabled students, impacted community is consulted when developing policies (through key positions in committees), community based programs are developed to overcome negative attitudes, technical assistance is provided to countries developing their education policies and finally that data incorporates disability indicators (attendance and progress data for disabled children, completion rates, exclusion rates).²⁵

How these organisations meet the shortfall in education for this group is a focus of this report not only because education is a right for all, but for the vast untapped potential of people with disabilities.

Generally, this report builds on work previously undertaken by Nick Corby and Mark Rice in their 2009 report, 'Banking on Education?: Further Action for the World Bank and the Asian Development Bank to take to achieve education for all'. The report identified limited institutional capacity, insufficient funding and user fees as key obstacles to the achievement of Education for All and the MDGs.²⁶ The current report narrows the focus to examine how gender and disability remain key obstacles to achieving universal quality basic education. As the world gets closer to achieving the MDGs we must look at what the last children who remain out of school require. In doing so, it aims to equip RESULTS members, external stakeholders, political leaders and the community generally with the information to conduct a more meaningful debate and examination of the education programming undertaken by government agencies and multilateral financial institutions.

THE IMPORTANCE OF EDUCATION



Solomon Islands, Aimela Primary School.
Photo courtesy of Rob Maccoll for AusAID.

Education is an effective tool for reducing poverty and generating economic growth for the community at large and facilitating economic inclusion for individuals. The importance of education in assisting a country to achieve widespread economic growth is demonstrated by the fact that without an adult literacy rate of at least 40%, no country has ever achieved sustained economic growth. The link between education and economic inclusion for individuals is shown in the statistic that an additional year of schooling raises an individual's income by 10% on average.²⁷

However, the economic benefits are only a fraction of the impact that a quality education can have on individuals, communities and nations. At its core, education is a basic human right that enables people to take charge of their own destiny and make informed decisions about their lives. This can have a myriad of effects in a range of areas, but arguably none more so than in health where education can prevent HIV/AIDS and other sexually transmitted diseases, reduce child mortality and, in some circumstances, mitigate intimate partner and sexual violence.

Australia's Leadership in Education

"Australia regards education as one of the best investments we can make, at home and overseas... That is why we have made education the flagship of our aid program."

Minister for Foreign Affairs
– Kevin Rudd, CHOGM
October 2011

The numerous economic and social benefits attained through education have been embraced by some donor countries, with Australia playing a notable role in this sector. Education has now become the 'flagship' program within Australia's growing international aid budget. The Australian Government has committed \$5 billion for aid to education over the five years to 2014-15 and in 2011-12 the Government committed \$842 million (19% of ODA) on education and scholarships programs.²⁸ By 2015, Australia seeks to increase its contribution to the education sector to 25% of its aid program, becoming one of the largest bilateral donors to education globally.²⁹

In the government's recent report 'An Effective Aid Program for Australia Making a Real Difference—Delivering Real Results' prepared in response to the Independent Aid Review, the government focused on 'Promoting Opportunities for All' via education as a key pillar of its aid program. This includes three components:³⁰

1. Improving access to education, particularly for girls - enabling them to attend school for longer, gain critical skills and in time escape poverty
2. Empowering women's participation, leadership and education in the economy
3. Enhancing the lives of people with disabilities

The commitment to education was recently reaffirmed within an education policy note by AusAID, 'Promoting Opportunities for All'. The policy note included components such as; quality education, whole of sector approach, girl's education, children with disabilities and growing drop out rates.

Further, Australia has also indicated strong support for multilateral education funds like the Global Partnership for Education (previously known as Education for All Fast Track Initiative). The Global Partnership for Education (GPE) forms partnerships between developing and donor countries and civil society that are designed to give developing countries the support they need to achieve 'free, universal, basic education for all.' This includes giving technical support to countries to develop effective education strategies, and also providing top-up funding to pay for those elements of the plan that the country's domestic finances cannot afford.

Australia co-sponsored the Global Partnership for Education replenishment meeting on 8 November 2011, where donors committed to provide at least \$1.5 billion in funds to close the education gap.³¹ Australia's pledge was one of the largest by an individual donor (after the UK) - \$270 million for the period 2011-12 to 2014-15.

Australia's support for the fund was also reinforced in Minister Rudd's address to the UN General Assembly in September 2011 where he noted that "Australia makes a substantial investment in education multilaterally particularly through the Global Partnership for Education."³²

Within the Asian Development Bank Australia is the fifth largest shareholder and has contributed \$3.17 billion in capital subscriptions as of 1 April 2009.³³ Australia's expected cash contribution to the Asian Development Fund (ADF) in 2011-12 is \$80.9m.³⁴ In September 2011, Australia and the World Bank signed a new partnership framework agreement paving the way for Australia and the World Bank to work more closely towards achieving poverty alleviation for the poor. According to both parties this "landmark agreement will elevate Australia's partnership with the World Bank Group to a new level, providing a model for future donor cooperation."³⁵ In 2011-12 Australia is expected to provide \$167.9m³⁶ to the World Bank via the International Development Association (IDA).⁽¹⁾

As such, Australia's Executive Director is positioned to ensure that all World Bank education programs are vetted for strong approaches to gender and disability. In addition to strengthening the impact of WB financing on education equity, it will also be vital that Australia plays a much needed oversight role on WB policies and commitments. In order to ensure that the WB proactively allocates sufficient financing for countries with high levels of inequity in basic education, Australia must track the implementation of recent pledges made by the WB. Despite a WB commitment to increase financing for basic education by \$750 million in 2010, WB lending for low-income countries reached a record low in 2011. While the pipeline for WB education projects shows a promising course correction for 2012, recent revisions of the pledge which move the baseline from \$1 billion (using a 3 year average) to just over \$700 million (a ten year average) in annual IDA financing for basic education indicate that this commitment may be erased. Australia should be vigilant in ensuring a transparent approach to the delivery of this important WB commitment, and maximise the impact of Bank financing on the poor.

Through its growing bilateral and multilateral support for education programs, Australia can lead the way in boosting girls and disabled person's education and help transform the destinies of these individuals and their communities.

(1). The International Development Association is the agency in the World Bank Group which lends to the poorest countries on highly concessional terms, and therefore requires periodic contributions from member countries. The Asian Development Fund provides loans on similar terms to the poorest countries in the Asia-Pacific region.

Taking a Closer Look:

Indonesia, Papua New Guinea and The Philippines

In Indonesia
70% of children
with disabilities
don't attend
school.

Indonesia, Papua New Guinea (PNG) and the Philippines, which receive significant amounts of aid from Australia, (approximately \$1.18 billion in 2011-12)³⁷ all indicate mixed records towards achieving the EFA and MDG's. While the Philippines and Indonesia have reached enrolment rates of over 90 percent, hundreds of thousands still remain out of school and school quality remains poor in many places. In PNG, educational access is still low, with high rates of poverty, exclusion and gender discrimination. Some of these countries also lack substantive disaggregated data to monitor gender gaps and special needs, making it difficult to establish a baseline from which to start.

The Indonesian education system has made significant progress towards meeting the EFA goals and the Millennium Development Goal of universal primary education. 96% of children are enrolled in primary school and Indonesia is projected to have an adult literacy rate of 94% by 2015.³⁸ In regards to initial primary enrolment Indonesia also exhibits high gender parity at nearly 96%.

Nonetheless, there is still progress to be made with 400,000 children currently denied access to education and growing drop-out rates. Girls only represent 48% of attendees in secondary schooling.³⁹ Furthermore, poor and marginalised groups are more likely to have no access to education or experience a poor standard of education. For example, 70% of children with disabilities don't attend school.⁴⁰ In addition, as educational resources are inequitably distributed, exam results in poorer, rural and remote areas are well below average. This is largely due to the fact that teachers in these areas are either unqualified or underqualified. Furthermore, a large number of children leave primary education before completion. In 2004, 11% of children who enrolled in primary education left before grade 5, and 15 % left before the final year.⁴¹

Papua New Guinea lags more significantly behind the EFA goals than its neighbour and because of limited data, it is unknown whether or not it is on target to reach the MDG of universal primary education. Indeed, much of the data pertaining to Papua New Guinea is some years old. In 2008, just 59.6% of the adult population were literate. This is set to reach just 63% by 2015.⁴² Recent surveys conducted by Asia South Pacific Association for Basic and Adult Education (ASPBAE) in 5 provinces of PNG found that of those attending primary or secondary school, less than 20% were classified as literate.⁴³ In half the provinces of Papua New Guinea, only 36% of children were enrolled in primary school and the survey indicated high dropout rates.⁴⁴ In 2002, only 58% of enrolled students completed their primary education. Gender disparity is a major concern with research indicating that females are three times less likely to attend primary school than males, have higher illiteracy levels and face greater cultural barriers towards school attendance.⁴⁵

By comparison, the Philippines has made significant progress towards the achievement of EFA and the two MDGs. The government has sought to allocate extra teachers to regions with higher class sizes and the nation is expected to achieve the MDG on universal primary education by 2015. Overall, 93% of boys and 91% of girls are enrolled in primary school.⁴⁶ Nonetheless, significant challenges remain. Not least the fact that the number of children without access to school has increased since 1999. The number of illiterate youth aged 15 to 24 has also grown to 805,000 and is expected to increase further to 979,000 by 2015. In addition, only 72% of students complete primary education.⁴⁷

Methodology of Assessment

This report aims to assess the efficacy of education programming in Papua New Guinea, Indonesia and the Philippines by AusAID ⁽²⁾, the World Bank and the Asian Development Bank. However, it is beyond the resources of this project to conduct in-depth analysis of the 'on-the-ground' operations of large multilateral development agencies and government departments. Working within this limitation, this report has utilised a dual analytical approach:

- Firstly, institutional education policy and design documents were reviewed to ascertain whether priorities relating to gender and disability were shared by the organisations in question eg; AusAID - 'Gender Equality in Australia Aid Program – Why and How.'
- Secondly, operational documents were analysed to establish whether these priorities were reflected 'on-the-ground' through the inclusion of equity-based targets in education operations design; the disaggregation of data pertaining to gender and disability and strategies targeted to the specific needs of girls and children with disabilities. The materials analysed included; planning documents, evaluation and completion reports and independent evaluation and assessment documents eg; Australia Indonesia Basic Education Program (AIBEP) Independent Completion Report 2010.

In the case of the World Bank and the Asian Development Bank the public project databases⁴⁸ were utilised based on key word searches to extract country specific project reports pertaining to gender and/or disability. It is important to note that only publicly available documents were utilised for this study and that private/internal material could still be available for specific projects.

It is not within the capabilities of this approach to unequivocally judge the impact of these development agencies on girls and children with disabilities. Nonetheless, this report seeks to draw some conclusions on the priority given to these issues by the organisations reviewed on the basis of the level of attention received within the strategic documents and operational evaluations.

Finally, through the analysis this report seeks to ensure that Australia leads the world not only in education financing but also in education equity. Highlighting gaps between policy (or lack of policy) and 'on-the-ground' implementation is critical for Australian policy makers in developing and monitoring a framework for ensuring Australia leverages its role in the Asian Development Bank, the World Bank and more prominently within AusAID to improve its approach to equitable and inclusive educational programs.

(2). AusAID recently announced the Transparency Charter, which seeks to provide detailed information on the work of Australia's aid program. The Charter was still being developed at the time of writing this report.

GENDER EQUALITY

Achieving Education for All by Ensuring Gender Equality

Globally, many women face myriad deprivations, not least, equal access to high quality education. Currently two thirds of the 800 million people in the world who lack basic literacy skills are female.⁴⁹ Half a million women die each year during pregnancy – 99% of them from developing countries.⁵⁰ Globally, 1 in 3 women and girls experience physical and or sexual violence.⁵¹ Equal access to high quality education can mitigate many of these disadvantages. For example, a girl who completes basic education is three times less likely to contract HIV and educated women are more empowered and better able to demand their rights, as well as having healthier, more economically-secure families.⁵²

The following section analyses the integration of gender into educational programs by AusAID, the World Bank and the Asian Development Bank.

AusAID

AusAID recognises the importance of gender in development and education, with its White Papers on overseas aid acknowledging that the promotion of gender is essential for reducing poverty and increasing aid effectiveness. In 2007, AusAID published its gender policy, 'Gender Equality in Australia's Aid Program – Why and How'. Its primary goal is to "to reduce poverty by advancing gender equality and empowering women."⁵³

The gender policy identifies equitable health and education for men, boys, women and girls as one of its four priority areas.⁵⁴ The policy paper addresses the need to promote gender equality within different countries through country specific approaches, with all regional and country strategies to integrate gender objectives.⁵⁵ It also notes that without "explicit strategies, targets and actions to ensure women's equal participation...women end up being everywhere but nowhere."⁵⁶ This is a critical consideration, with gender mainstreaming often included in program design with little consideration for how it will be measured. The policy paper seeks to address this by stating that attention will be given towards gathering sex-disaggregated data, analysing impacts of policies on men and women as well as monitoring progress on gender equality.

Currently two thirds of the 800 million people in the world who lack basic literacy skills are female.

The Australian Government's recently released Independent Review of Aid Effectiveness notes:

Australia should be a firm and persistent advocate and consistently send signals on how important gender equality is. This includes supporting practical activities that advance gender equality with committed partners.



Balinese schoolgirls. Photo courtesy of Michele Kaye

In the government's response to the Independent Aid Review - 'An Effective Aid Program for Australia Making a Real Difference—Delivering Real Results', The Australian government also acknowledges gender equality and empowerment as an overarching goal of its aid program and seeks to increase its "efforts to meet gender equality goals and targets, first by ensuring equitable access to health and education services, particularly for adolescent girls."⁵⁷

Case study - Indonesia

As part of the Australia-Indonesia Partnership for Reconstruction and Development the Australia-Indonesia Basic Education Program (AIBEP) was founded in 2006.⁵⁸ The AUD\$355 million project is the largest educational partnership between Australia and Indonesia.⁵⁹ The programme supports the Indonesian government in enhancing its educational system by improving accessibility and quality of basic education services and improving the governance of basic education services in disadvantaged areas. The objectives of the programme are reflected in its four pillars; improved equitable access to basic education services, improved basic education quality and internal efficiency, improved governance of basic education services and assurance of resource mobilisation in the education sector.⁶⁰ Since April 2006 the programme constructed 2,074 schools creating more than 330,000 school places.⁶¹

A key target of the program is enhancing gender equality in education services for girls and women. The first pillar of the programme stresses the importance of equitable access to education services and thus incorporates gender in its key objective. The Australian – Indonesia Partnership aims to implement gender in education by supporting the Indonesian government in developing gender parity policies and developing infrastructure to improve gender in lagging districts.⁶² The AIBEP Independent Completion Report indicates that approximately 80% of the schools surveyed in 2009 have implemented a Gender Policy and 66% of the schools implemented an Inclusive Education Policy.⁶³

80%
of schools
surveyed have
implemented a
gender policy.

Expanding access to basic education services specifically for girls was partly achieved through the construction of one-roof schools. One-roof schools are secondary schools classrooms constructed at existing primary school sites. By having access to these schools in single sites, the students avoid travelling to more distant secondary school. Consequently, it safeguards against girls dropping out of school for safety and security reasons.⁶⁴

However, expanding access to basic education is only one of the four pillars. The AIBEP acknowledges that access alone is not sufficient to achieve the desirable education outcomes.⁶⁵ Quality assurance is critical for the improvement of the basic education system. Gender is implemented in quality assurance by establishing gender standards in teaching and learning materials.⁶⁶ Moreover, gender parity is promoted through the increasing participation of women in the management and committees.

The independent completion report published in May 2010 rated gender equality 5 out of 6 for the AIBEP programme. Thereby, gender parity policy seems to have been adopted within AIBEP schools. However, it is important to note that the Indonesian education system is exhibiting greater gender parity across the board and possibly benefiting AIBEP schools as well.⁶⁷

Case study – Papua New Guinea

AusAID has focused its education program in Papua New-Guinea on five major projects towards achieving the universal basic education goal by 2015. With a combined funding of \$231 million the Elementary Teacher Education Support Project (ESTESP), the Primary and Secondary Teacher Education Project (PASTEP), the Curriculum Reform Implementation Project (CRIP), the Basic Education Development Project (BEDP) and the Education Capacity Building Project (ECBP) have been designed to increase the quality and capacity of PNG's education system.

One of the five basic education outcomes of the Papua New-Guinea – Australia Partnership for Development (3) is achieving gender equality in primary and elementary education.⁶⁸ Gender mainstreaming policies were incorporated into all five major projects. The PASTEP for instance raised gender equality issues and established gender policies; one of ESTEP's project outcomes was to train elementary teachers and provincial coordinators in gender equity.⁶⁹ However of the five projects, the Basic Education Development Project (BEDP) is the only project that has implemented and monitored gender mainstreaming effectively in its program.⁷⁰

The BEDP is a \$44 million funded 10 year programme aimed at contributing to the effective implementation of quality and equitable primary schooling in Papua New Guinea. The project seeks to ensure that gender equity is implemented in all aspects of program operations. A highly effective means of gender mainstreaming adopted by the BEDP program was through District Women Facilitators (DWF).⁷¹ The DWFs are selected from local leaders within the community and integrated into the Board of Management Facilitation (BoMF) teams. The DWFs seek to inspire local women to become involved in education related decision-making and promoting education for girls. The participation of DWFs within BoMF teams has facilitated the incorporation of gender related issues into educational programs such as sanitation and security.⁷²

Although the BEDP had been successful in mainstreaming gender, the Education Capacity Building Project (ECBP) an \$80 million education project which aims to strengthen education capacity at a national through to district level, on the other hand, had no deliberate focus on gender. Consequently, the program hired a few token female advisors but displayed minimal gender focus.⁷³

Further, a report by the Office of Development Effectiveness identified that the overall gender work conducted by educational projects as, "largely peripheral and rarely influencing the strategic direction." Consequently, the report suggests that far greater attention should be given to gender equality in future programming.⁷⁴ From a country perspective, AusAID programs have been challenged by deeply entrenched gender inequalities⁷⁵ in the PNG society and a floundering gender strategy within the National Department of Education.⁷⁶

Gender work is still "largely peripheral and rarely influencing the strategic direction" of programs.

Office of Development and Effectiveness

(3). The Papua New Guinea-Australia Partnership for Development is an agreement between the governments of the two countries setting out priority objectives for development in Papua New Guinea.

The World Bank

In its Gender Strategy for Action (2001) policy,⁷⁸ the Bank stipulated that gender mainstreaming would be operationalised across its sectors through Country Gender Assessments (CGA) and integration of gender concerns into country business plans. Within its 'Girls' Education: a World Bank Priority', the Bank also highlighted its gender goal through its policy of targeting countries with significant gender disparities in schooling. Specific strategies to reduce gender gaps include; providing a depository of knowledge on girls' education issues and financing effective strategies.⁷⁹ In its document 'Learning for All: Investing in People's Knowledge and Skills to Promote Development', the Bank states that it aims to create a 'systems' approach to education enabling it to address equity problems across population groups.⁸⁰ The strategy identifies gender inequity as one of the equity problems. In the same strategy, the Bank sets targets for reducing gender inequity across its portfolio of countries.⁸¹

"The World Bank has recognised that there is no investment more effective for achieving development goals than educating girls."⁷⁷

While overarching gender frameworks and mainstreaming policies have been articulated at the policy level, a 2010 review by the World Bank's Independent Evaluation Group (IEG) on the Gender and Development strategy of the Bank, found the operational impact of these gender policies to be limited. This was due to: gender audit requirements not being applied uniformly, many countries not conducting gender audits, the Bank failing to implement a results framework on its gender strategy and the assumptions that gender norms were already being integrated into the education sector.⁸²

The IEG's assessment also noted that while education sector documents had frequent reference to equity issues, the actual program design, monitoring and evaluation often failed to address gender concerns. On average only 8% of Bank projects over the past ten years have included explicit gender equity objectives — and in Africa, only one out of 49 projects explicitly included a gender equity objective despite the high level of gender disparity in many African countries.⁸³

In its recommendations the IEG promoted "institutionalising the management accountability framework, developing a monitoring system envisioned in the 2001 Gender Strategy, establishing a results framework, and restoring a broader requirement for gender integration at the project level".⁸⁴

Case study – Indonesia

There were twenty-five World Bank projects in Indonesia, which incorporated pre-primary, primary, and secondary education between 2000 and 2011. In some cases education financing was delivered through budget support, or through multi-sector operations with non-education objectives, for example community development, social protection or famine relief. Of the twenty-five projects identified, WB evaluation documents were available for eleven projects. Of those eleven projects, eight Implementation Status Results Reports mentioned gender either as a general goal or an indicator.

Although the prevalence of gender-related data and objectives indicates that the WB has made girls' education a strong focus in Indonesia, an evaluation of the 2009 Second National Program for Community Empowerment in Rural Areas⁸⁵ noted that the project "could do

much more to promote participation of women and vulnerable groups".⁸⁶ Typically, the WB has included quotas to ensure the representation of women in decision-making groups, with the following projects indicating specific quotas for women's participation: Third National Program for Community Empowerment in Rural Areas (PNPM- Rural);⁸⁷ National Program for Community Empowerment in Urban Areas (PNPM UPP);⁸⁸ ID National Program for Community Empowerment in Rural Areas;⁸⁹ Second Water and Sanitation for Low Income Communities Project.⁹⁰ However, specific methods for tracking actual participation and impact, and distinguishing this from attendance are not specified in the evaluations, nor is the impact of these quotas on education outcomes reported.

Coral Reef Rehabilitation and Management Project II⁹¹ also mentions a quota of women to participate in specific project activities, such as staffing and procurement. The project also includes gender mainstreaming for participants and the presence of female as well as male "Village Motivators". A 2005 project, JSDF Indonesia: Education for Very Poor Children⁹² listed gender as 50% of its project objective. However in both cases final evaluation documents were not made publicly available to assess the impact of the village motivators or determine if the 50% objective was attained, indicating that stronger monitoring and evaluation, and greater transparency in the publication of these results, is needed.

Case study - Philippines

In the Philippines, general, pre-primary, primary and secondary education was found in six projects between 2001-2011. Project Implementation Completion and Results Reports for the projects related to basic education make no mention of specific gender targets. One project, the Social Expenditure Management Project⁹³ implemented from 2000-2003, does include a gender rating; however the result for that is listed as "not available".

The \$US200 million National Program Support for Basic Education Project does refer to equity factors, stating in its project objectives that "issues of equity are addressed particularly in the provision of critical resources to the disadvantaged/marginalised population" though not explicitly mentioning gender equity.⁹⁴ However, analysis of the Implementation Status and Results report fails to mention disadvantaged groups within any of the completion indicators from enrolment through to teacher standards. The equity project objective is not reflected in the project's implementation, as disaggregated data or any indications of pro-girl interventions were made available.

The lack of gender integration within World Bank education programs seems jarring as the World Bank along with other donors assisted the Government of the Philippines in developing gender guidelines. These guidelines provide implementing agencies with a common tool for ensuring the gender responsiveness of programs and projects in the various stages of the project cycle.⁹⁵ This was developed in 2004 and revised in 2007. The availability of country specific guidelines developed by the Bank itself should play a more prominent role in directing the Bank's gender integration within its education programs.

The Asian Development Bank

“Equality for women is much more than only an ethical issue. A society that leaves girls and women out of the development process is one that will never reach its full potential.” — Rajat Nag, Managing Director General (ADB)

The Asian Development Bank (ADB) recognises gender equality as an essential driver of change in achieving inclusive development, and emphasises gender mainstreaming in many ADB operations. This is reflected in the ADB’s earlier Policy on Gender and Development (1998) paper and its recent strategic framework for 2008 - 2020 (Strategy 2020).⁹⁶ The specific implementation goal for this strategic priority is that 40% of all sovereign investment projects will have notable gender mainstreaming elements by 2012.⁹⁷

In light of this strategic priority, the ADB has developed a series of checklists that are to be applied to projects to ensure they are meeting gender objectives. It guides users through all stages of the project/program cycle in identifying the main gender issues in the education sector and in designing appropriate gender-sensitive strategies, components, and indicators to respond to gender issues. ADB staff use the checklist in identifying gender issues in the initial social assessment during the fact-finding phase of project preparatory technical assistance.⁹⁸ The guidelines address the barriers girls face such as lack of female teachers, cultural norms and inadequate facilities.⁹⁹

Equality for women is much more than only an ethical issue.

ADB Gender Checklist¹⁰⁰

- Are there education and training opportunities for girls, particularly among the poor?
- What are the constraints on girls’ access to school in various social groups?
- What are the underlying causes of the unequal participation rate between girls and boys?
- What facilities (separate dormitories, toilet facilities, special financial incentives to ensure female retention rates, etc.) are needed to improve girls’ access to schools?
- How can the dropout rates of girls/boys be reduced?
- Are female teachers available?
- What is the quality of teaching/training?
- Are women involved in school management?
- Is female participation affected by inter-sectoral factors? Are counseling and health service components needed to offset those factors?
- Will opportunities for training or scholarship in the project be equally accessible to girls/women and boys/men?

Furthermore, the ADB categorises projects on the extent to which they mainstream gender into their activities. Category 1 are those projects that include gender equity as a theme; category 2 are classified as conducting ‘effective gender mainstreaming’; category 3 are projects with some gender benefits; and category 4 include no gender benefits.¹⁰¹

Case study – Indonesia

Indonesia had five ADB projects related to basic education. Of these, the Supporting Community-Based Basic Education for the Poor¹⁰² project indicated a strong commitment to gender equity in education. The project outlined the special needs of female students and designated 60% of scholarships for primary education to female students. The Madrasah Education Development¹⁰³ project also, contains specific strategies to maximise the impact on women, including enrolment of girls, female teachers, representation on school committees, and gender-sensitive school materials. However, for both projects completion reports were not made available to assess the implementation of the stated gender objectives.

The Decentralised Basic Education Project in Indonesia achieved mixed results in its gender assessment. On one hand, it requested the inclusion in the loan agreement of gender provisions such as scholarships for girls, women’s participation in school committees, equal access to in-service training for female teachers and delivered practical benefits to women and girls.¹⁰⁴ In addition, by focusing on equity for poor students from the poorest areas, the project was able to achieve a positive impact for both boys and girls.¹⁰⁵

On the other hand, the assessment found that had the project developed a stronger gender strategy and engaged a gender adviser, as well as undertaking greater analysis and monitoring of the barriers facing children attempting to access quality education, it could have been more effective.¹⁰⁶ Whilst this assessment identified shortcomings in the programming of the ADB in Indonesia to deal with issues of gender, it does exhibit a commitment to gender that is likely to have positive impacts in the future.

Gender – Some Conclusions

In their policy material, all three organisations exhibit a strong consideration of gender issues within their education programs. The policies highlight the importance of equity, access and adaptability in the design and implementation of programs to maximise girls’ participation throughout the schooling lifecycle. The policies also recognise the positive impact of successfully tackling gender-related discrimination in education. AusAID and the Asian Development Bank seem to have the most gender friendly policies with AusAID incorporating girls and women’s education as a priority within its recent policy documents and the ADB exhibiting even stronger policies with gender checklists and project classification based on the level of gender mainstreaming. The World Bank while providing overarching gender frameworks and equity focus within its education policies was not as thorough as AusAID and the ADB.

While gender policies have been produced by all organisations the analysis indicates significant gaps between policy rhetoric and ‘on-the-ground’ implementation, with some faring better than others in this area:

AusAID: analysis of some of its largest education programs in Indonesia and Papua New Guinea indicated progress in implementing their gender policies. In Indonesia 80% gender parity was attained and innovative models such as one-roof schools assisted in improving girl’s access and participation. Yet, more is needed with quality assurance and wider participation still lacking. In Papua New Guinea gender-mainstreaming policies were included in all five large projects examined yet only one indicated a gender impact. It is important to acknowledge the BEDP program with the District Women Facilitators (DWFs) in promoting women’s decision making and addressing girl’s education in a relatively patriarchal society. Yet as noted by the Office of Development Effectiveness gender still needs to move from the periphery to a position of strategic influence.

STUDENTS WITH DISABILITIES

World Bank: output from the Independent Evaluation Group (IEG) indicates that operational impact of gender policies has been limited. Of the eleven Indonesian education programs analysed for this report, eight stated gender indicators as critical to program implementation yet methods for tracking indicators were not specified. Further, many lacked evaluation reports to determine final outcomes. In the Philippines the Bank was involved with country level policy development but of the six programs analysed none mentioned gender targets, equity or provided disaggregated data.

Asian Development Bank: as noted above the ADB illustrated the strongest gender policies and its strategic documents also indicated country level gender indicators. Of the five education programs analysed in Indonesia, three had positive gender outcomes with a focus on girl's scholarships, gender sensitive education material, in-service training for female teachers and participation in school committees. However, in the Philippines none of the four projects analysed released gender targets or indicators.

Both AusAID and the Asian Development Bank are indicating a positive trajectory in relation to their policies and 'on-the-ground' implementation. Both seem more successful in Indonesia and this may also be reflective of the cultural and legislative environment in this country. However, better data disaggregation, monitoring and evaluation of gender targets needs to be undertaken to ensure continued progress. The World Bank on the other hand is lagging greatly with minimal implementation – it has room for much improvement and possible learning from the other agencies.

Discrimination on the basis of gender is still the most pervasive and insidious form of deprivation occurring in the world today and organisations like the World Bank, Asian Development Bank and AusAID have an obligation to bear this in mind as they design, implement and monitor their work.

“Equality for women and girls is not only a basic human right, it is a social and economic imperative.”

United Nations
Secretary-General,
Ban Ki-moon



Young teenage wheelchair recipient.
Photo courtesy of Motivation Australia for AusAID.

Achieving Education for All by Supporting Students with Disabilities

“Alarming, 98% of children living with a disability in developing countries do not attend school.”

Catering for students living with disability is an integral aspect of any education service and should form part of international development assistance aimed at improving education outcomes in developing countries. It is estimated that 10% of the world's population, some 650 million people, are living with disability.¹⁰⁷ Up to 80% of these people live in developing countries, which translates to 400 million people in the Asia Pacific region.¹⁰⁸ Frequently, people living with disabilities do not share the same rights and cannot access the same services as others. They are much less likely to attend school, obtain employment, own a home or fully participate in the political, economic and social life of a community as others do. Alarming, 98% of children living with a disability in developing countries do not attend school.¹⁰⁹ One third of all children of primary school age who do not attend school in developing countries have a disability.¹¹⁰ Despite this, existing development programs do not always reach people with disabilities. In fact, it is estimated that only 3-4% of people living with disability benefit from international development assistance.¹¹¹

Programming that will enable people living with disabilities to access high quality education requires buildings adapted for access, specialised learning tools, adequately trained teachers and the challenges of accepted attitudes that don't recognise the capacities and strengths of people with disabilities. The three organisations in question must ensure they are collecting data that relates to students with disabilities and employ and scale up targeted interventions to improve educational equity for people living with disabilities.

AusAID

In 2008, AusAID launched its disability inclusive development strategy 'Development for All'. The strategy was in response to gaps in AusAID's disability policy and implementation, with disability concerns neither being mainstreamed nor a crosscutting theme throughout AusAID's educational programs.¹¹² The government also reaffirmed its commitment to people with disability by creating a \$30.2 million budget initiative to fund disability specific measures in the strategy, bringing the total budget allocated to disability since 2008 to \$88 million.¹¹³

The strategy acknowledges that disability is a critical component towards achieving the MDGs.¹¹⁴ Unlike prior aid strategies the Development for All strategy mainstreams disability throughout its educational projects. The strategy is consistent with, and complements Australia's national and social inclusion agenda, the Biwako Millennium Framework and the United Nations Convention on the Rights of Persons with a Disability.¹¹⁵

The strategy seeks to mainstream disability within educational programs by; improving access to school buildings and infrastructure, allocating resources to promote access to education, support staff and teachers and improve the quality of education. The quality of inclusive education is achieved through the training of teachers, adapting the curricula, and providing disability resources such as Braille material.¹¹⁶

Two years on, AusAID reported on the implementation of disabilities in its projects in 'Development for All Achievements Highlights –the First Two Years Report'. The report found that the Australia Indonesia Basic Education Programs (AIBEP) is developing ministerial regulations on inclusive education, training personnel from the 2000 schools in the program, and piloting a model for inclusive education.¹¹⁷ Since 2009 AusAID has constructed 1000 junior secondary schools in Indonesia with ramps and disabled accessible toilets.¹¹⁸ Although the AIBEP constructed disabled provisions, the Independent Completion Report states that accessibility for disabled people requires more attention.¹¹⁹ The report also noted that community stakeholders did not place a high value in complying, and recommended future socialisation and/or training programs to improve compliance.¹²⁰

In PNG, Australia provided disability inclusive training to 50 Special Education Resource Centre Staff, 25 teacher education lecturers and approximately 300 school-based counsellors.¹²¹ The Australian funded Papua New-Guinea Basic Education Program (BEDP) is supporting the Department of Education to produce infrastructure guidelines for elementary, community and primary schools, including access for disability. However, the independent evaluation of Basic Education Services to the poor makes no reference of disability inclusion.¹²²

While the two years on report reflects some of AusAID's activities on disability inclusive education it does not manifest unbiased consistent projection of the inclusion of disability in its education programs, due to AusAID making limited information available. This lack of information inhibits us from providing an accurate representation of the implementation of disability within AusAID's educational programs.

The World Bank

The World Bank's strategic approach towards the inclusion of people living with disabilities is expounded under the heading Key Areas of Concern and Linkages to the Bank Work on its website. This material places a high priority on Universal Design (UD), a strategy to ensure that access issues for people with disabilities, as well as the temporarily disabled, pregnant women and the elderly, are recognised and mitigated with inexpensive measures built into the early planning process of community building projects.¹²³ The Bank identifies lack of physical access, financial means and, importantly, social stigma as barriers for students with disabilities accessing education.¹²⁴

Inequity on the basis of disability is identified in the Bank's strategy, 'Learning for All: Investing in People's Knowledge and Skills to Promote Development'. The Bank states that it aims to support education systems to address equity problems for people with disabilities across population groups.¹²⁵ It also sets targets regarding reducing inequity for people with disabilities across the countries its supports.¹²⁶

The extent to which this strategy is reflected in actual operations is however, less promising. According the Independent Evaluation Group (IEG), only 9% of the Bank's education projects between 2000 and 2010 contained specific statements to address inequity in access to education for disadvantaged groups including scheduled tribes, castes, disabled children and those with special needs.¹²⁷ Given the widespread dearth of data on children with disabilities in low-income countries, it is not clear whether or how the Bank has addressed this issue in its education operations, results monitoring, data collection and education sector reform strategies.

Case study – Indonesia

In Indonesia, the Early Childhood Education and Development (ECED) program, undertaken with the Ministry of National Education (MoNE), aims to reach 738,000 children in 50 districts over five years with the intention of improving children's development and readiness for primary school by offering block grants to communities who decide best how to utilise them.¹²⁸ To understand the impact of the project, MoNE is conducting an evaluation that tracks over 6,400 children aged 1 to 4 for a period of 3 years.¹²⁹ However, in the project's implementation status and results report there is no mention of children with disabilities. This lack of disaggregated data relating to marginalised groups neglects the needs of disabled children and continues to leave them in the margins of society.

Case study – Papua New Guinea (PNG)

A similar sidelining of students with disability can be observed in the World Bank supported project READ PNG. This project is a component of the PNG's World Bank endorsed, Universal Basic Education (UBE) Plan (2010-2019) which aims to achieve universal basic education in PNG.¹³⁰ The READ PNG project provides classrooms, libraries, educational materials and related teacher training.¹³¹ The project design notes that improvements in reading skills will be assessed as part of the project's baseline assessments of reading skills.¹³² However, there is no monitoring or reporting on any objectives or indicators related to disability so there is no explicit targeting of this group. Given the major barriers to children with disability it is therefore unlikely that they will benefit from World Bank education investments.

Only 9%
of World Bank
education projects
addressed inequity
in education
access.

The Asian Development Bank

The ADB promotes the measurement of disabilities in their programming as crucial to their goal of poverty reduction generally. This includes the prevention of disabling conditions, generation of appropriate support services and structures, and the equalisation of opportunities for disabled people to contribute to poverty reduction, as well as to socially sensitive and pro-poor economic development.¹³³

The ADB frames its response to including people living with disabilities in education development work by identifying inclusion, participation, access and quality as four areas in which activities are to be developed:¹³⁴

- Inclusion concerns the visibility of people living with disabilities and means that disability issues should be incorporated into the work of government departments and international organisations. Furthermore, the public profile of disability issues should be raised.
- Participation refers to people with disabilities having a voice and being included in the decision-making process.
- Access refers to assessing barriers hindering inclusion, if and how programs are reaching those with disabilities and ensuring all building projects take into consideration people with disabilities eg; through Universal Design (UD).
- Finally, quality refers to quality of life and means that people with disabilities should be treated equal to other citizens.

Case study – Philippines

In the ADB funded Secondary Education Development and Improvement Project in the Philippines, reporting documents made no reference to improved educational outcomes for students with disabilities. In fact, its detailed analysis of the districts in which the project will take place accounts for gender, ethnic diversity, economic deprivation and even the occupation of the parents of the students but not students living with disabilities.¹³⁵

A further three projects by the ADB supporting basic education were also analysed, but Technical Assistance Completion Reports made no specific mention of targets or measuring related to disability. These are clear example of the ADB not collecting the required data, indicating inconsistencies between disability policies and implementation 'on-the-ground.'

Disability – Some Conclusions

All three organisations have updated and refined their disability strategies, incorporating approaches such as universal design and making funding commitments. However, AusAID, The World Bank and the Asian Development Bank are all vastly lacking in relation to policy implementation. Children with disability are truly being left in the margins as can be seen through the lack of program outcomes:

AusAID: lack of requested case study evidence impeded effective analysis into its disability strategy. Based on the evidence gathered there was some positive policy movements in countries such as Indonesia and PNG but independent evaluation reports indicated more work was required and in the case of the PNG evaluation reports failed to incorporate disability factors.

World Bank: evidence from independent analysis and our data indicated minimal equity and access implementation for disabled persons in the World Bank's education programs. Of the eleven projects analysed in Indonesia plus six in the Philippines and one in PNG, none mentioned disability within the evaluation reports. In some cases there was mention of 'vulnerable' and 'disadvantaged' groups but no specific disability targets or outcomes were revealed.

Asian Development Bank: the evidence is similar to the World Bank in that whilst policies have been put in place, of the five projects analysed in Indonesia and three in the Philippines, none referred to disability in their evaluation and outcome reports.

It is likely that, AusAID, the World Bank and the Asian Development Bank do not have the capacity to provide for the measures necessary (access, training for teachers, effective and relevant curricula devised to counter perfidious community attitudes) to enable people living with disabilities to overcome the various barriers they face in attaining a meaningful education. These are very difficult and costly to overcome, and technical expertise in these areas is scarce. Nonetheless, some basic measures can be taken as a genuine first step, including monitoring students with disabilities in education projects by disaggregating data, integrating disability responsive budgeting practices, ensuring equity targets are included in project objectives and results frameworks as part of their operational design and investing in scaling up interventions which work to overcome barriers to quality education faced by students with disabilities.

Although it may be difficult and costly to operationalise, these organisations must acknowledge the reality that until children with disabilities are included in mainstream education programming, EFA and the MDGs will not be achieved.

OVERALL CONCLUSION AND RECOMMENDATIONS

It goes without saying that the measures outlined in this report are ambitious. To many, mainstreaming girls and children with disabilities into all education programming is unthinkable, and continuing to counter pervasive discrimination on the basis of gender and disability, is a singularly momentous task.

However, the measures outlined in this report are no more ambitious than the concept of EFA itself or the achievement of the MDGs by 2015. Indeed, they are absolutely imperative to both. Ensuring Education for All and achieving the Millennium Development Goals by 2015 are impossible without removing gender and disability barriers. To achieve this, a fundamental shift in focus is necessary. By striking out into new territory, by breaking new ground AusAID, the World Bank and the Asian Development Bank can drive this change.

Key recommendations towards reducing gender and disability-based discrimination include:

1. **Setting clear equity targets:** gender and disability policies developed at head office must be incorporated into all educational programs at the country level. This involves setting realistic gender equity and disability targets and capturing the outcomes through disaggregated data.
2. **Monitor gender and disability policy:** all three organisations should enhance monitoring and reporting of their operational policies on gender and disability to ensure that policies match the reality 'on-the-ground'. This includes incorporating equity measurements into relevant results frameworks, developing and assessing gender and disability disaggregated data and determining best practice equity interventions.
3. **Country level accountability:** gender and disability policy needs to be implemented more uniformly at the country level. Based on evidence from the selected case study countries (Indonesia, Philippines and Papua New Guinea) all three organisations lacked consistent implementation. To achieve consistent implementation, specific individuals need to be identified in AusAID, World Bank and ADB's central and country-level offices to be responsible and accountable for ensuring the needs of people with disabilities and gender concerns are included in the organisation's education work. The Asian Development Bank has started this process with gender advisors on some projects, however these experts must be empowered and able to effectively address gender and disability gaps.
4. **Formulate equity responsive budgets:** all three organisations should ensure that the 'true cost' of achieving gender and disability targets are accounted for in project design and budget allocation eg; eliminating school fees, building access ramps, community awareness programs. This is critical to ensure that gender and disability is not dropped off during implementation due to budget constraints.

5. **Scaling up interventions:** the magnitude of barriers faced by marginalised groups means that gender and disability focused interventions need to be scaled up across all organisations. Innovative and cost-efficient mechanisms must be identified and implemented in all three countries to ensure these barriers are overcome. This involves forging closer relationships with gender and disability focused local civil society groups and non-government organisations who are already devising such programs 'on-the-ground'.
6. **Influencing education policies at the Bank and ADB:** as a key donor to the Bank and ADB, the Australian Government has the potential to influence and direct the policy and implementation strategies of both institutions to seek improved outcomes on gender and disability. By using its role in the governance of these institutions, the Australian Government can ensure that all education operations include monitoring and results frameworks, which "count" the impact of investments on girls and children with disability, and contain clear equity objectives to improve education for marginalised groups.
7. **Other Multilateral institutions:** Australia, as one of the largest contributors to the Global Partnership for Education (GPE), should advocate through the GPE secretariat and board for greater focus on equity for girls and students with disabilities in its support for national education plans. In addition, AusAID should proactively champion gender and disability approaches in local education group policy dialogues, and take on the role of supervising entity in GPE countries to ensure robust equity approaches are used in education development strategies and financing.



This school, Xai district, Oudomxay province. Photo courtesy of Bart Verweij for AusAID.

ACRONYMS, APPENDIX, ENDNOTES

Acronyms

- ADB – Asian Development Bank**
AIBEP – Australian Indonesian Basic Education Programme
AusAID – Australian Agency for International Development
BEDP - Basic Education Development Project
BoMF - Board of Management Facilitation
CRIP - Curriculum Reform Implementation Project
DWF - District Women Facilitator
ECBP - Education Capacity Building Project
ECED - Early Childhood Education and Development
EFA – Education For All
ESTESP - Elementary Teacher Education Support Project
MDGs – Millennium Development Goals
GDP – Gross Domestic Product
HIV/AIDS - Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IEG – Independent Evaluation Group
MoNE – Ministry of National Education
PASTESP - Primary and Secondary Teacher Education Project
PNG - Papua New Guinea
PNPM – Rural - Third National Program for Community Empowerment in Rural Areas
PNPM UPP - National Program for Community Empowerment in Urban Areas
UBE – Universal Basic Education
UD – Universal Design
WB – World Bank

Appendix

Organisation	Country	Project Name
AusAID	Indonesia	Australia-Indonesia Basic Education Project
AusAID	Papua New Guinea	Elementary Teacher Education Support Project (ESTESP)
AusAID	Papua New Guinea	Primary and Secondary Teacher Education Project (PASTEP)
AusAID	Papua New Guinea	Curriculum Reform Implementation Project (CRIP)
AusAID	Papua New Guinea	Basic Education Development Project (BEDP)
AusAID	Papua New Guinea	Education Capacity Building Project (ECBP)
The World Bank	Indonesia	Second National Program for Community Empowerment in Rural Areas
The World Bank	Indonesia	Coral Reef Rehabilitation and Management Project II
The World Bank	Indonesia	Third National Program for Community Empowerment in Rural Areas (PNPM- Rural)
The World Bank	Indonesia	National Program for Community Empowerment in Urban Areas (PNPM UPP)
The World Bank	Indonesia	ID National Program for Community Empowerment in Rural Areas
The World Bank	Indonesia	Second Water and Sanitation for Low Income Communities Project
The World Bank	Indonesia	JSDF Indonesia: Education for Very Poor Children
The World Bank	Indonesia	Early Childhood Education and Development (ECED)
The World Bank	Papua New Guinea	READ PNG
The World Bank	The Philippines	National Program Support for Basic Education Project
The World Bank	The Philippines	Social Expenditure Management Project
Asian Development Bank	Indonesia	Decentralised Basic Education Project
Asian Development Bank	Indonesia	Supporting Community-Based Basic Education for the Poor
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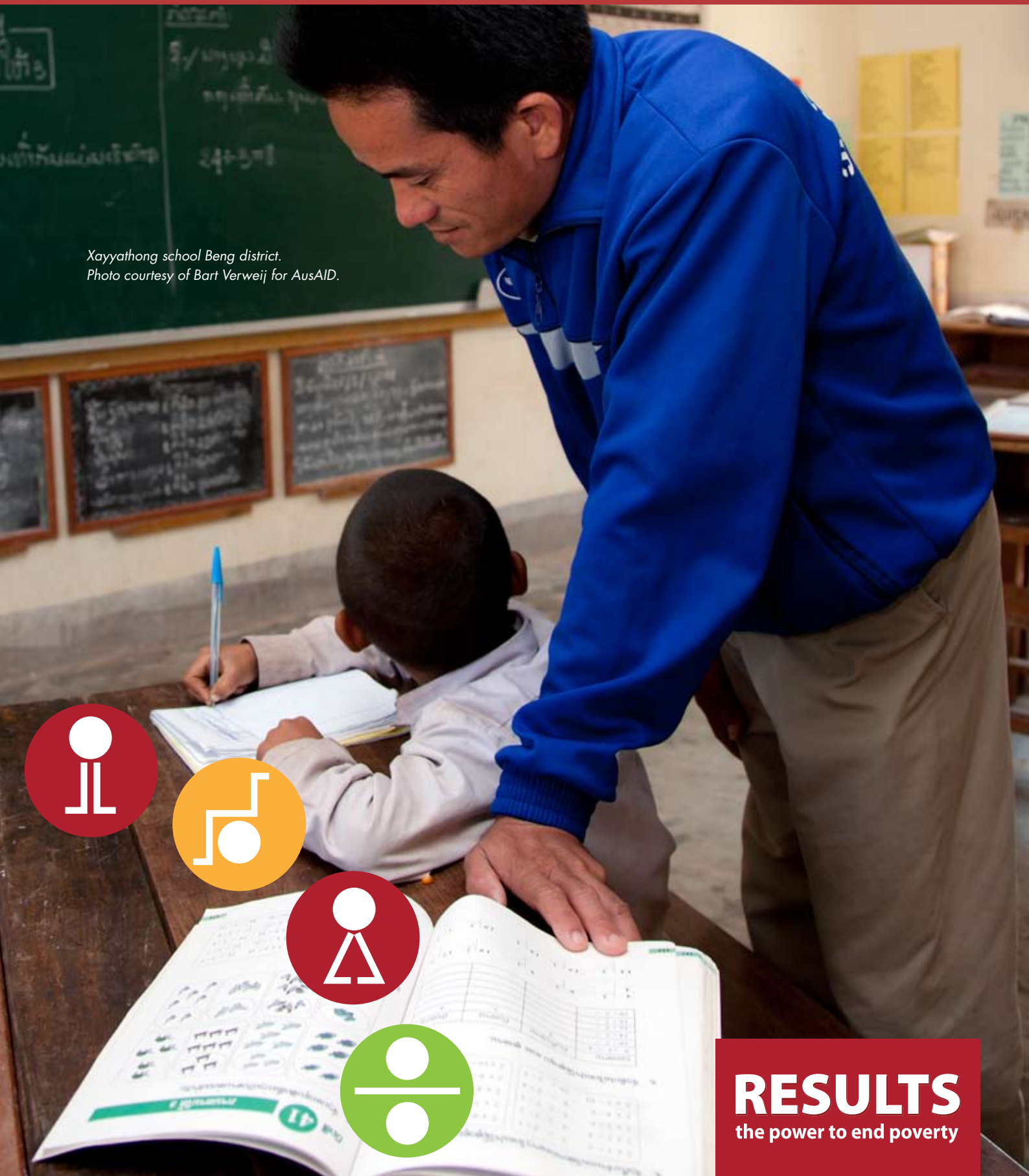
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