MAINSTREAMING EARLY CHILDHOOD EDUCATION INTO EDUCATION SECTOR PLANNING

COURSE READER FOR MODULE 1:
The rationale for investing in pre-primary
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The rationale for investing in pre-primary
Evidence is growing on the educational, social and economic benefits of quality early childhood education for children and the society. In particular, quality pre-primary education has shown to boost school readiness, learning achievement and education system efficiency. Progress in access expansion has been visible: In 2000, the gross enrollment ratio in pre-primary education was 32 percent, growing to 50 percent in 2017 (UNICEF 2019). Reflecting the growing demand and consensus on the importance of pre-primary education, in 2015 the international community designated early childhood development, care and pre-primary education for all by 2030 as a global education target (SDG target 4.2).

Module 1 introduces participants to the terminology and benefits related to pre-primary provision and education as well as the rationale for integrating pre-primary into education sector plans.
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Intended audience

This MOOC primarily targets (1) early childhood education (ECE) officers with limited knowledge and experience of educational planning, and (2) educational planners with limited knowledge and experience of ECE. As such, the modules in this MOOC are intended as an introduction to both education sector planning and pre-primary education. The overall objective is to provide ECE officers and educational planners with a basic orientation on why and how to mainstream ECE into education sector plans. Participants interested in deepening their knowledge in any of the areas are encouraged to consult the suggested and further readings included in each module.

Intended learning outcomes

Upon successful completion of this module, participants should be able to do the following:

- Describe the terms “early childhood education” and “pre-primary education” used in this MOOC.
- Explain the benefits of investing in pre-primary education.
- Explain why pre-primary should be an integral component of an education sector plan.

Time frame

Module 1 will be held October 28–November 3, 2019.

The study time needed to complete this module is on average two to four hours depending on your learning profile (i.e. reading/watching the materials, and completing the quiz and activities).
Suggested readings

These key references provide an introduction to pre-primary education and its importance. They complement this course reader. Please note that the contents of the suggested readings will not be assessed during the course.


These suggested readings can also be found in the bibliography, which lists all the sources cited in this reader. These documents and the further readings recommended below are available by clicking on the link.

Further readings

Depending on your interests, you may want to consider these other readings.

Center on the Developing Child at Harvard University. https://developingchild.harvard.edu/.


**Virtual platform**

On the course platform, you will find the following resources to help you through:

- Introductory video to Module 1
- Inspirational video
- Animated presentation
- Course reader (this document)
- Assessment tools (quiz)
- Activities
- Poll question
- Connect forum
- Glossary
- Wrap-up session

**Need help?**

If you have questions or comments on the readings or activities in Module 1, do not hesitate to share them on the discussion forum (on the course platform) for feedback from other participants and the teaching team. We invite participants to help one another on this forum. The course facilitators will follow these exchanges and intervene when necessary.
In the past two decades, international recognition on the importance of early childhood education has been growing. Research has demonstrated that significant educational, social and economic benefits can result from the provision of quality pre-primary services. These benefits not only impact individual children through school readiness, improved learning and developmental outcomes, but also have the potential to impact society at large (UNESCO 2006; UNICEF 2019).

The inclusion of pre-primary and early childhood development in the United Nations Agenda for Sustainable Development 2015–2030 is evidence of this increased global attention. Specifically, “By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education” is the second target of the Sustainable Development Goal (SDG) 4 on education (UNESCO 2016, 20). All governments party to the SDGs must implement and report on progress toward achieving the target of universal access to quality pre-primary education by 2030.

However, while there has been notable expansion in the provision of ECE globally, as of 2017 only half of all pre-primary age children were enrolled in a pre-primary education program, and in low-income countries, only one in five children had access (Figure 1). At the current rate of progress, more than half of low- and lower-middle-income countries will not achieve the target of universal access to quality pre-primary education by 2030 (Figure 2).

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**Figure 1.**

**Pre-primary gross enrollment rate by country income level**

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<td>High-income countries</td>
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<td>83%</td>
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<tr>
<td>Upper-middle-income</td>
<td></td>
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<td>75%</td>
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<td>Lower-middle-income</td>
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<td></td>
<td>36%</td>
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<td>Low-income countries</td>
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<td>22%</td>
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*Source: UNICEF 2019.*

**Figure 2.**

**Global trend and projections for universal pre-primary enrollment, 2000–2030**

*Source: UNICEF 2019.*
Access to ECE is also inequitable among children of different backgrounds or circumstances. The richest children are seven times more likely to attend ECE than poor children; children with mothers with secondary education or more are five times more likely to attend ECE than those with mothers with a lower education level; and children living in urban areas are 2.5 times more likely to attend ECE than those living in rural areas (Figure 3).

**FIGURE 3.**

ACCESS TO PRE-PRIMARY EDUCATION BY POVERTY LEVEL, LOCATION AND SEX

Furthermore, recent research (Sun, Rao and Pearson 2015; UNESCO 2015a; UNESCO 2015b) demonstrates that where ECE provision does exist, the quality may be poor. Often this is due to the lack of qualified and trained teachers, developmentally appropriate and locally relevant curriculum, and availability of adequate play and learning materials. Poor quality ECE services not only can impede the realization of potential benefits but actually affect child development negatively. Research shows that poor quality ECE can be detrimental to children’s development because it could lead to poor social, emotional, educational, health, economic and behavioral outcomes (Manning et al. 2017), and that low quality in ECE service may increase child- or family-related developmental risks (Leseman 2002).
To effectively address inequitable access to, and the poor quality of, ECE, and contribute to fulfilling SDG commitments, governments need to adequately plan and resource the pre-primary subsector. This involves ensuring that evidence-informed pre-primary subsector strategies and programs are fully part of the sector-wide education planning (GPE 2016).

To understand how to mainstream ECE in education sector planning, it is important to first grasp what is meant by ECE and why countries should invest in it as an integral part of sector-wide education planning. Therefore, this module covers three main topics: (1) understanding pre-primary education concepts, (2) understanding the rationale for investing in ECE, and (3) understanding the rationale for integrating pre-primary into education sector planning.
Various terms are used to discuss and refer to early learning and development: early childhood education, early childhood care (ECC), early childhood care and education (ECCE), early childhood education and care (ECEC) and early childhood care and development (ECCD). Their use, scope and definition vary according to the countries in which early child development is implemented, the schools of thought and the institutional mandates of organizations involved. For this MOOC, it is important that you understand the meaning and use of early childhood education/pre-primary and early childhood development. (For the definitions of additional terms, please refer to the course glossary.)

Early childhood education/pre-primary education

This MOOC focuses on early learning at the pre-primary level and uses the terms “early childhood education” and “pre-primary education” interchangeably. Pre-primary education (also referred to in some countries as preschool) refers to organized learning programs for children ages 3 years and up to the start of primary school. These programs typically employ a holistic and play-based approach to introducing young children to organized instruction outside the family context, aiming to support their cognitive, physical, social and emotional development. They also help children develop many of the skills they need for academic readiness and entry into primary education (UNESCO and UIS 2012). Quality quality caters effectively to the health, nutrition and protection needs of young children: Children learn best when they feel well, safe and secure and are well-nourished and healthy. Pre-primary education

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2 As provided under the definition of level 0 of the International Standard Classification of Education (ISCED). Note that there are two categories of level 0 programs classified as early childhood education: one for children ages 0–2 and the other, which we are referring to in this MOOC, for children from 3 years old to the start of primary education (UNESCO and UIS 2012). Also note that depending on the school system in place, pre-primary education can cover up to ages 5, 6 or 7.
can take place in both formal and nonformal settings, including school-based, community-based and home-based programs.

**Pre-primary education is an integral element of optimal early childhood development.**

**Optimal early childhood development**

Optimal early childhood development (ECD) is the desired outcome for young children during the early childhood period, which spans from conception to the age of 8 years, during which child development takes place in different stages. Optimal ECD results from many interventions and services throughout the early childhood period across different areas: health, nutrition, early learning, social protection and responsive caregiving (WHO, UNICEF and World Bank Group 2018). ECE forms part of early learning interventions and services through organized programs, contributing to children’s learning and development in the pre-primary years (Figure 4).

**FIGURE 4.**

**PRE-PRIMARY EDUCATION AND OPTIMAL EARLY CHILDHOOD DEVELOPMENT**

![Diagram](https://via.placeholder.com/150)

*Source: UNICEF 2019.*
3. WHY IT IS IMPORTANT TO INVEST IN PRE-PRIMARY: THE EDUCATIONAL, SOCIAL AND ECONOMIC BENEFITS

“A child’s most important steps happen before they set foot in a primary school. By their fifth birthday, their brain will already be 90% developed and the foundations for success at school and in later life will be in place”.

Zubairi and Rose 2017b.

The early childhood years are recognized as a crucial period of development for young children’s physical health as well as motor, social/emotional, cognitive and language skills.

VIDEO

ON THE NEUROSCIENCE OF CHILD DEVELOPMENT

CLICK ON THE LINK BELOW to learn more about the neuroscience behind ECE.

HTTPS://WWW.YOUTUBE.COM/WATCH?v=VNNSN91JKWS
Individual developmental impacts and school readiness

In view of the rapid development of children’s brains during the first years of their lives, it is essential to ensure positive early care and learning environments and interventions, which includes proper nutrition, stimulation, nurturing interactions and quality learning experiences. A strong beginning in early learning establishes neural pathways that later catch-up efforts are not capable of replicating.³

Research has demonstrated the benefits of quality pre-primary services in promoting the development of cognitive, language, numeracy and motor skills, regardless of children’s home circumstances (Figure 5 and Box 1), helping ensure that children are prepared for entry into primary school. Studies underline that school readiness depends on the mental, physical and emotional health of children as well as their ability to develop relationships (Hair et al. 2006).

**Figure 5.**

**Percentage of children on track in literacy and numeracy skills by ECE program attendance and country income group**


3 Numerous sources are available from neuroscience specialists; see, for example, the Center on the Developing Child at Harvard University: https://developingchild.harvard.edu.
These faculties will be more developed if children receive appropriate care and stimulation in early childhood. On the other hand, children who fall behind their peers at a young age often are never able to catch up (Rose and Alcott 2015), so school readiness not only allows children to achieve in the short term but potentially impacts the rest of their educational careers.

**EXAMPLES OF THE COGNITIVE IMPACTS OF ECE PROVISION IN PRIMARY SCHOOLS**

Fourth-grade primary schoolchildren in Brazil who had attended day care and/or kindergarten scored higher in mathematics than students who had not attended ECE services. In rural Bangladesh, an aid-funded project run by local nongovernmental organizations set up 1,800 preschools and provided them with quality learning materials and teacher training. Participating children performed better in speaking, reading, writing and mathematics by the second grade of primary school than those who did not attend preschool. In rural Guizhou, China, first-grade children who had attended kindergarten had literacy and mathematics scores significantly better than other children.

Source: UNESCO 2012.

Provision of pre-primary can also provide social and emotional benefits, helping children develop skills such as cooperation, managing conflict, regulating emotions, showing appreciation for diversity, being empathetic and understanding others’ perspectives (UNICEF 2015). ECE can improve social cohesion by nurturing values, attitudes and behavior in children that promote understanding of and respect for diversity, inclusion and living together. It could also be said that by bringing together parents and community members, there is a better understanding of one another’s backgrounds and perspectives, further promoting social cohesion (Shah 2017, 34). In situations of conflict or emergencies, ECE can help children cope with stress and trauma by giving them a sense of normalcy, stability, structure and hope for the future (UNESCO 2015b).

**Improving education system quality and efficiency**

Quality pre-primary education helps make education systems more effective and efficient by ensuring that children who enroll in pre-primary are well prepared for early primary grades instruction. In countries where more children attend pre-primary programs, significantly more children attain minimum competencies in both reading and math by the time they finish primary school. In low-income countries, an increase in pre-primary enrollment is associated with a significant decrease in primary dropout rates and repetition in early grades, which ultimately favors primary school completion (Figure 6). A pilot study conducted in Uganda by RTI international (Brunette et al. 2017) illustrates this former point: It found that children who
ASSOCIATION BETWEEN PRIMARY EDUCATION COMPLETION RATE AND PRE-PRIMARY GER IN LOW INCOME COUNTRIES

Source: Brunette, Tracy et al., 2017.

PERCENTAGE OF CHILDREN NOT REPEATING GRADE 1 BY PRE-PRIMARY PARTICIPATION IN UGANDA

did not attend pre-primary were more than twice as likely to repeat first grade of primary (Figure 7).

In providing the cognitive and social foundations for educational success, pre-primary contributes to children’s better preparedness for school as well as better performance, reduced repetition and lower likelihood of early dropout, resulting in significant gains to the efficiency of the entire education system (Jaramillo and Mingat 2011; Garcia et al. 2008).

**Far-reaching social and economic benefits**

Beyond the individual developmental impacts of pre-primary education, studies have shown that investment in ECE can result in broader social and economic benefits:

a. **Reducing achievement gaps and inequities:** Quality pre-primary can reduce achievement gaps caused by poverty or other social factors and help the most vulnerable children keep up with their peers, giving them a fairer chance in their educational journey (UNICEF 2019). By offering children from disadvantaged backgrounds a better transition to primary and improved learning outcomes, ECE helps break the inter-generational transmission of poverty through the increased productivity and income of individuals later in life. This finding is backed by UNESCO, which suggests that “Investment in ECCE can decrease social inequalities as they have their largest effects on the educational and economic success of disadvantaged populations” (UNESCO 2015b, 74). ECE programs can also increase gender equality for children and their parents (by improving labor force participation and earnings of mothers) (Ibid.).

b. **Building skills for employment, contributing to and strengthening national economies:** ECE helps children become productive citizens who contribute to greater workforce productivity and economic growth, leading to an increase in the living standards of the entire population. Adversely, this also means that if ECE is only available to wealthier households, than the gap between children from the poorest and wealthiest households will widen.

**The most cost-effective investment**

ECE is an incredibly cost-effective economic investment. Indeed, investing in children’s early years is considered one of the best investments a government can make: Every dollar invested in quality pre-primary education and related services for disadvantaged children could bring an additional return of up to 10 cents a year throughout that child’s lifetime (Heckman et al. 2010).
## HIGHLY EFFECTIVE PRACTICES TO INCREASE ACCESS AND LEARNING OUTCOMES

**Impact**
- Preschool [learning effect by Grade 5] 25%
- Student performance incentives 21%
- New school in village 15%
- Mother-tongue/bilingual instruction 13%
- Better teaching methods 12%
- Community-based monitoring 11%
- School feeding 10%
- Remedial education for those behind 7%
- Cut waste – double learning time 6%
- Computer-assisted learning and materials 6%
- Malaria treatment (in high malaria areas) 6%
- Cash transfers 4%
- Washrooms and water 4%
- Group by ability 4%
- Provide info to teachers on student progress 4%
- User fee reduction 4%
- Providing instructional materials 3%
- Micronutrient intervention 2%
- Teacher performance incentives 2%
- Train school management 2%

**Cost**
- Interventions cost 0% to 3% of standard (basic) costs
- Interventions cost 4% to 9% of standard costs
- Interventions cost 10% or more of standard costs

Investment in ECE is found to be the most effective practice to increase access and learning outcomes (Figure 8), which then reduces future educational and social costs that would be required to address poor learning results, repetitions and dropouts. Therefore, investment in pre-primary should be seen not as a loss to other subsectors of education but as a foundational strategy to improve the entire education system.

Undoubtedly, one of the most convincing arguments for a government’s investment in the pre-primary subsector are the compelling savings that will occur within the education system, but so too are the larger overall economic gains resulting from a healthier and more productive adult population and a more equitable society.

**Importance of quality ECE services**

It is important to stress that the clearly significant benefits to be gained from the provision of pre-primary depend on the quality of services. Poor quality ECE provision may actually have negative effects on children’s learning and development. High-quality ECE services require well-trained and qualified teachers, a developmentally appropriate play-based curriculum and sufficient learning materials. Other inputs linked to health, nutrition, parenting and more will also complement and enhance the impact of the ECE services.
Now you understand why investment in pre-primary is so important. Here we further outline the rationale for including the pre-primary subsector in the education sector planning process.

The current state of ECE globally presents three key challenges to providing universal access to quality pre-primary education: (1) ensuring equitable access to ECE, (2) building pre-primary systems to deliver quality at scale, and (3) significantly increasing financing for ECE. In this context, education sector planning provides a mechanism to address these challenges systematically, strengthening the pre-primary subsector and enhancing its ability to deliver equitable and quality ECE to all children. Indeed, credible education sector plans that integrate pre-primary provide the basis by which governments can provide an overall vision for the pre-primary subsector and guide decision makers and implementers in the process of delivery of ECE. It is also a powerful mechanism for coordinating partners, stakeholders and actors; building consensus on key challenges and possible solutions; and mobilizing domestic and external resources. While pre-primary is included to some degree in most education sector plans, in many countries its inclusion is not sufficient to address the needed development of the subsector.

The reasons why it is so important for pre-primary to be an integral component of the education sector planning process include but are not limited to the following:

- It helps reach a broader consensus on the added values and challenges faced by the subsector as well as possible solutions, ultimately providing a coherent road map on how to fund, organize and implement ECE services and programs.

- ESPs are the basis for mobilizing domestic and external resources to support sustainable and long-term quality provision of ECE services.
It ensures a smooth articulation and continuum with primary education (pre-primary prepares children for primary education in the same way that primary prepares children for secondary).

Education ministries are in a strategic position to lead [or collaborate with other ministries to co-lead] the coordination of ECE efforts.

a. **Favor consensus building on ECE relevancy, challenges and possible solutions, and devise a coherent road map for the subsector to develop**

The education sector planning process provides an opportunity to reach a broader consensus among the stakeholders involved in pre-primary education on the added values and challenges faced by the subsector and relevant, coherent responses. This is particularly important for the pre-primary subsector considering the number and diversity of stakeholders involved in pre-primary provision. This consensus facilitates integration of the subsector into the plan and budget priorities. Indeed, the ESP provides a coherent road map on how to fund, organize and implement ECE services and programs, and provides an overall vision for the pre-primary subsector.

b. **A robust ESP is the basis to mobilize resources**

Despite the evidence of the positive economic, social and cognitive benefits of pre-primary provision as outlined in section 3, there remains a devastating lack of investment in this subsector, from both public and external sources. This consistent lack of investment is highlighted in research conducted by Zubairi and Rose (2017a, 6) for Theirworld, with findings indicating that low-income countries spend only US$8 a year on ECE for each child\(^4\)—just two U.S. cents a day. That amounts to an average of only 2.9 percent of total education spending for low-income countries in 2016, compared with 9 percent in high-income countries (Ibid.). UNICEF (2019) reports an even lower figure: 1.9 percent of education budget dedicated to pre-primary in 2017 in low-income countries—significantly less than for other educational subsectors, and a situation unchanged over the past decade (Figure 9).

External funding for pre-primary is also extremely limited. Annually, less than 1 percent of total international aid to education is given to pre-primary (Zubairi and Rose 2017a; UNICEF 2019). Donor aid to pre-primary is drastically lower than to any other education subsector, and it has barely increased in the past 10 years, from a share of 0.4 percent in 2006 to 0.7 percent in 2017. In comparison, post-secondary aid, primarily in the form of scholarships for students to study in rich countries, receives the highest share of education aid, 32 percent in 2016 (UNICEF 2019).

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4 The equivalent for donors is 46 U.S. cents per child (Zubairi and Rose 2017a).
Without robust education sector plans and budgets that include ECE provision as an integrated component, the level of investment in pre-primary will remain consistently underfunded and countries will be unable to expand access to quality ECE provision. A coherent national plan, one informed by evidence that articulates clear targets, funding, time frames and responsibilities for achieving effective delivery and desired impact, is a powerful tool for mobilizing resources, both internal and external.

c. Ensuring a smooth continuum with primary education

Another key reason to integrate pre-primary into education sector plans is to ensure continuity with primary schooling. This transition is often overlooked, especially where different agencies/ministries are responsible for the pre-primary stage before the transition to the formal education system. Yet this phase is of upmost importance, especially in countries where ECE is limited. Not only must the pupils be ready to enter school, but the primary school must be ready to receive them, with the transition as smooth as possible (UNICEF 2012), which requires coherent planning between the pre-primary and primary subsectors.
d. **Education ministries are often in a strategic position to lead**

Increasingly, education ministries are in charge of pre-primary education and as such are responsible for ensuring the sound development of the subsector. In countries where the subsector is handled by various ministries, and when some responsibilities fall to other ministries (for example, when ECE extends downward to cover day care/crèches/playgroups, school feeding in ECE centers, health checkups in ECE centers, early detection of learning difficulties and disabilities, and more), strong leadership and coordination mechanisms are needed. Usually the education ministry is more likely to be able to provide this leadership because [a] the focus is on education (typically for 3- to 6-year-olds), [b] the ministry is responsible for planning for the full education sector, and [c] the ministry has facilities throughout the national territory.

For sustainable change to happen and for the pre-primary subsector to receive stronger attention by national authorities and external partners, including the mobilization of sufficient resources, and coherence with primary schooling, it needs to be backed by adequate policies, strategies and budget within existing education sector policies and plans.

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**VIDEO**

**GLOBAL REPORT**

CLICK ON THE LINK BELOW to the global report animation video.

HTTPS://YOUTU.BE/MQQI1RVHFTW
As discussed, there are compelling arguments for ensuring pre-primary provision that promotes, protects and supports young children’s learning and development. To promote positive development and lifelong learning of children and adolescents, this provision should be supported by the presence of high-quality care in families and communities from birth, adequate child care arrangements, and high-quality schooling and educational opportunities into adolescence. Therefore, coordination with primary education services is needed to promote the continuum of learning, and with social and child protection, to reach the most vulnerable populations.

As the Lancet suggests, “During the next fifteen years, world leaders have a unique opportunity to invest in the early years for long-term individual and societal gains and achievement of the SDGs. All sectors must play their part in supporting families to provide nurturing care for children” (Lancet 2016, 7). Governments, policymakers and their partners will need to collaborate and coordinate efforts to ensure that the pre-primary subsector is comprehensively and systematically supported.
To introduce you to how such an approach can be achieved, the rest of the course’s modules will take you through each phase of the education sector plan preparation process and identify where and how the pre-primary subsector should be addressed within each phase.

**Module 2. Overview of planning for pre-primary**

Provides an overview of the key features of the pre-primary subsector, and to the overall education sector planning process, including key challenges for ECE.

**Module 3. Mainstreaming pre-primary into an education sector analysis**

Introduces the first phase of the ESP development process, the education sector analysis, looking at the major processes for developing and conducting an analysis with particular reference to how the pre-primary subsector can be analyzed.

**Module 4. Policies, programs, costing and financing for pre-primary**

Introduces the second, third and fourth phases of the plan preparation process, which build on the sector analysis to formulate policies and set well-costed, realistic objectives, targets and timelines for ECE programs.

**Module 5. Implementation arrangements, monitoring and evaluation for pre-primary**

Provides guidance on the implementation arrangements and capacity needed to implement an effective plan and related pre-primary subsector programs. Provides an overview of keys concepts and processes for developing a monitoring and evaluation framework.
The rationale for investing in pre-primary.


