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# 1 INTRODUCTION AND OBJECTIVES

In 2016, OIDEL and the Novae Terrae Foundation published the Freedom of Education Index (FEI) to study the state of freedom of education around the world with a human rights-based approach. It was our intention to shed light on the role of this freedom in building just and inclusive democratic societies.

Indeed, in order to be truly such, inclusion requires respect for identities as stated in the Declaration on Cultural Diversity (Article 5). Our research was favorably received and it highlighted aspects of education that were often neglected.

Education 2030 highlighting the need for a diversification of education systems and greater participation of civil society<sup>1</sup>, we thought it was important to develop a tool to measure the participation of civil society in the implementation of the right to education.

The 2030 Agenda for Sustainable Development is a universal, inspiring and ambitious agenda that aims to eradicate poverty through sustainable development by 2030. The ambitions for education are synthesized in the Sustainable Development Goal 4 which aims to ensure quality, inclusive and equitable education, and to promote lifelong learning opportunities for all<sup>2</sup>. The present work has taken into consideration in particular two of the three principles formulated in the Education 2030 Action Plan. First, education is a fundamental human right and an enabling right, which is why countries must ensure universal

DE LAVERNETTE, C. (ed) (2016) Education 2030: Le rôle de la société civile, Genève. https://fr.unesco.org/themes/dirigeragenda-mondial-education-2030 (Consulted on 8 January 2018)

<sup>&</sup>lt;sup>1</sup> See summary of a side-event organized by OIDEL with the Permanent Mission of Portugal and UNESCO.

equal access to inclusive and equitable quality education and training (UNESCO, 2016, P.28).

Secondly, education is a public good, of which the State is the duty bearer. However, this second principle does not imply that education must be supported solely by the State. This is why the document recalls that education requires a collective effort that civil society, families, communities can take part in, as they all have an important role to play. Indeed, Education 2030 stresses that: Education is a shared societal endeavor, which implies an inclusive process of public policy formulation and implementation. Civil society, teachers and educators, the private sector, communities, families, youth and children all have important roles in realizing the right to quality education. The role of the State is essential in setting and regulating standards and norms (UNESCO, 2016, par. 10).

In addition, Education 2030 recalls that: Civil society organizations (CSOs), including representative, broad-based coalitions and networks, play essential roles. They need to be engaged and involved at all stages, from planning through to monitoring and evaluation, with their participation institutionalized and quaranteed (UNESCO, 2016, par. 80).

Freedom of education has an important role to play in achieving Goal 4 of the Sustainable Development Goals (SDGs). It is also important to remember in this

regard two key elements to implement this goal. The first involves creating effective learning environments. In this regard, nongovernmental schools very close to communities can play a decisive role in creating this type of environment.

The second element for implementation passes through the enrollment. The financial component of the right to education is an essential element for the realization of this right. The State has a fundamental role to play in using public resources - which belong to all citizens - for all citizens. By funding only the schools it administers, the State will not quarantee an accessible and acceptable education for all. The characteristics of education in line with the right to education are contained in the General Comment on Article 13 of the Committee on Economic, Social and Cultural Rights (Economic and Social Council- United Nations, 1999). These characteristics are interdependent, we do not see how we can speak of an endowment that would not be acceptable to parents and students.

As the Special Rapporteur notes in her report to the Human Rights Council of 2017: National budgets for education must recognize incremental costs based on particular circumstances. The educational needs of children (...) belonging to minorities may require additional resources to ensure that the quality of education provided to them is aligned with national standards [BOLLY, 2017, par. 21].

Indeed, school choice must be understood as a human right and not a consumer good (GLENN, 1999, p.71). In the same spirit, the jurisprudence of the Constitutional Courts of Spain (5/1982 and 77/1985) and France (23 November 1977) stresses that in the field of education, the State must ensure equality before the law for all citizens, in particular by providing financial resources to the various schools without discrimination in order to guarantee the practice of freedom of education.

In the same line, the **Resolution of** the European Parliament on Freedom of Education in the European Community (March 1984) states in paragraph 9: « The right to freedom of education implies the obligation for States to make also possible financially the practical exercise of this right and to grant schools public subsidies necessary for the exercise of their duties and fulfilling their obligations in conditions equal to those enjoyed by the corresponding public institutions, without discrimination against organizers, parents, students or staff; However, this does not preclude that some personal contribution is claimed from the pupils of the schools created by the private initiative, this contribution reflecting their own responsibility and aimed at strengthening their independence.»

According to the Committee, freedom of education is at the core of the right to education. Indeed, it appears in paragraph 3 of Article 26 of the

Universal Declaration, in the paragraphs 3 and 4 of the International Covenant of Economic, Social and Cultural Rights and finally in Article 5 of the Convention against Discrimination in Education<sup>3</sup>. This dimension is included in all human rights instruments concerning education<sup>4</sup> and the UNESCO Universal Declaration on Cultural Diversity (2001) points out that all persons are entitled to quality education and training that fully respect their cultural identity<sup>5</sup>.

As mentioned before, education is an empowerment right. The OHCHR Report on Girls Equal Right to Education (A/HRC/35/11) reaffirms that education is a multiplier right that empowers women and girls to make choices to claim their human rights, including the right to participate fully in the making of decisions that shape society, i.e. the right to participate in public life as well as economic, social and cultural.

Furthermore, the former Special Rapporteur on the right to education, Mr Singh, recognizes that the beneficiaries of this right are the individual as well as the society. Indeed, although the right to education is an individual right, it is also a social right that implies social

<sup>&</sup>lt;sup>3</sup> cf OIDEL (2017) Essential content on the right to education, Genève

<sup>&</sup>lt;sup>4</sup> See for international standards on the right to education: OIDEL (2017) *Code of International Education Law*, Genève.

http://portal.unesco.org/fr/ev.php-URL ID=13179&URL DO=DO TOPIC&UR
 SECTION=201.html

responsibility in education (SINGH, 2016)<sup>6</sup>.

In the European context, it is important to underline that Article 2 of the first Protocol to the Convention for the Protection of Human Rights and Fundamental Freedoms, recognizes the right of parents to ensure that education and teaching for their children are in conformity with their own religious and philosophical convictions.

In the same vein, the Paris
Declaration of 17 March 2015 on
the promotion of the common
values through education
emphasizes cooperation with
parents and families in order to
root these fundamental values
that enable young people to
become active, responsible and
broad-minded members of
society.

#### OBJECTIVES OF THIS RAPPORT

The aim of our research is to work on the relationships of our Index with other indicators relating to governance in the broad sense of the term.

Indeed, the main objective of this report is to verify certain hypotheses of our research:

- a). Freedom of education, as an essential element of the right to education, should be backed by a solid constitutional protection.
- b). There should be a significant correlation between the ratification of the main international instruments on education and the FEI.
- c). Public freedoms forming a whole, the FEI should be able to be correlated with other indicators relating to freedoms.
- d). Freedom of education being at the root of pluralism, an essential component of democracy, the FEI should also have a positive correlation with the EIU Democracy Index.
- e). Since freedom of education implies an active role for civil society, it must be a component of good governance as understood today as participation of all stakeholders. The FEI should be able to show significant correlations with good governance indicators.
- f). The active role of civil society should promote the quality of education by diversifying the offer and allowing better adaptation to the needs of the student. The FEI should have a significant correlation with PISA.

Finally, we wanted to evaluate the accuracy of two arguments frequently raised against the

<sup>&</sup>lt;sup>6</sup> Cf UN Human Rights Council (2016) Report of the Special Rapporteur on the Right to Education, K. Singh – Lifelong Learning and the right to Education (71st Session of the UNGA), 29<sup>™</sup> August 2016, A/HRC/10/7, (freely translated into French).

implementation of freedom of education:

- a). Freedom of education would necessary imply an increase in public spending on education.
- b). Freedom of education would harm social cohesion.

In the first part of the report, we will introduce the situation of freedom of education by region, to refine our 2016 analysis. To define the different regions, we used the classification established by UNESCO in the Database on the right to education (UNESCO- Observatory on the Right to Education) which distinguishes the following regions: Africa, Arab States, Asia & the Pacific, Europe & North America and Latin America & the Caribbean. In addition, we reviewed some information and presented two case-studies to illustrate the impact of public funding on freedom.

Still in this first part, we studied the relationship between the FEI and the ratification of two particularly relevant international instruments as well as the fulfillment of the obligations related to the World Programme for Human Rights Education in its first phase.

Beforehand, we analyzed the relationship between our Index and the constitutional protection of freedom of education. Indeed, we identified the constitutions of the countries present in the FEI, in order to establish whether freedom of education - whatever the formulation of this concept - was formally

recognized there. Indeed, the fact that this freedom of education is in the constitution proves that there is a consensus about this freedom, as well as a specific desire to protect it.

The Optional Protocol to the International Convention on Economic, Social and Cultural Rights is an international instrument which allows individuals to make communications to the Committee about alleged violations of the Convention. It is obvious that this mechanism considerably strengthens the effectiveness of norms.

The Convention against Discrimination in Education, adopted in 1960, is the oldest treaty concerning exclusively the right to education. This treaty is essentially about discrimination in this field. Countries that have ratified this Convention submit to the obligation to make primary education free and to make secondary education compulsory and accessible to all. This treaty recognizes the creation of alternative educational systems to those offered by the State: they respect minorities, accept a separation between boys and girls and recognize the freedom of parents to choose the type of education for their children. The purpose of this comparison is to observe whether there is a correlation between the ratification of this document and our Index.

Thirdly, we examined the reports submitted by Member States regarding the implementation of the

first phase of the *World Programme* for Human Rights Education. It was proclaimed by the United Nations General Assembly in December 2004 and is structured in consecutive phases. The first phase (2005-2009) focused on human rights education at primary and secondary levels (OHCHR, 2004).

The second part of the report concerns the comparison between the FEI and some selected indicators to check if there are significant correlations between them:

- 1. Governance and democracy
- 2. PISA 2016 results
- 3. Indicators related to the funding of education

#### Governance and democracy

EIU (Economist Intelligence Unit)

Democracy Index is a report that The
Economist publishes regularly to
evaluate the quality of different
democracies. We used the 2016
report. This indicator ranks countries
to a scale of 1 to 10. The European
Court of Human Rights held that
freedom of education was an
essential component of democratic
and pluralistic societies. For
example, in the case of Folgerø vs
Norway:

« It is on the fundamental right to education that is grafted the right of parents to respect for their religious and philosophical convictions, and the first sentence doesn't distinguish, any more than the second, between State and private teaching. The second sentence of Article 2 of Protocol n°1 aims in short at safeguarding the possibility of pluralism in education which possibility is essential for the preservation of the « democratic society » as conceived by the Convention » (Folgerø v. Norway, par. 84).

Freedom in the World (F/W) is an indicator of Freedom House that assesses for each country the degree of political and civil liberties. We analysed the link between freedom of education and freedom of opinion, conscience and expression, which are essential for the preservation of democratic and pluralistic societies. In order to evaluate the potential link between freedom of education and freedom in the countries, we crossed the FEI data with those of the FIW 2017 report. More specifically, we initially compared in a comprehensive manner the FEI with Freedom in the World. In a second step, we compared our results with two subcategories of the report, namely the political rights and civil liberties.

#### The Worldwide Governance

Indicators of the World Bank are used to measure good governance in countries on the basis of the six following indicators: Voice & Accountability, Political Stability and Absence of Violence, Government Effectiveness, Regulatory Quality, Rule of Law and Control of Corruption. We used these indicators of the World Bank in order to observe

a possible correlation between good governance and freedom of education.

#### Funding for education

The indicator we compared with the FEI was the share of public spending on education as a percentage of total expenditure. The goal was to see if a higher level of freedom of education implies or not an increase in public spending on education.

#### PISA 2016 results

We also compared the FEI with the PISA 2016 results. PISA assesses student performance in mathematics, science and reading. This study is to this day considered the most influencial and reliable evaluation of quality in education. We have developed an indicator that takes the three PISA indicators mathematics, science and reading into one, in order to observe the relationship between the FEI and the quality of education. Methodologically we added the three indicators, then divided the number obtained by three.

We are aware that the *quality in education* cannot be reduced to the indicators proposed by PISA. Again, according to the Special Rapporteur Mr. Singh, « a holistic conceptual framework of quality education comprises : i) a minimum level of student acquisition of knowledge, values, skills and competencies; ii) adequate school infrastructure,

facilities and environment; iii) a well-qualified teaching force; iv) a school that is open to the participation of all, particularly students, their parents and the community. It is relevant to underline that quality in education cannot be achieved without provision of adequate resources to respond to quality imperatives» (A/HRC/20/21, par. 21, Human Rights Council, 2011).

In a similar way, the UNESCO document Rethinking education: towards a global common good? highlights that having the right to quality education means having the right to relevant learning and tailored to the needs of students. But in a world marked by diversity, learning needs vary from one community to another. Therefore, to be qualified as relevant, learning should reflect what each culture and each human group defines as the conditions necessary to live in dignity (UNESCO, 2015, p.32).

The definition of « quality education » proposed by this document goes beyond the OECD definition since it includes three important dimensions of quality that must be retained. First, a human rights approach, then the need for the relevance of its content and the need for education to adapt to each culture.

We compared the FEI results with those of PISA – which, despite its limitations, remains an excellent tool for assessing the quality of education – in order to analyze the effects that freedom of education has on the quality of education.

It should be noted that in a recent study on the essential factors explaining the improvement of school results, L. Woessman emphasizes that this is due to freedom of education among other factors such as school autonomy, external examinations and a greater commitment on the part of families (Woessman, 2016).

#### Evolution over time

We subsequently analyzed the evolution of freedom of education since 2002, because it was during that year that OIDEL published its first report on the subject. We reconstructed the 2002 indicator on the basis of the FEI 2016 parameters so that data are comparable. The purpose of this comparison is to observe what is the overall trend in this regard. In addition, OIDEL also compared the evolution of public funds allocated for the realization of the freedom of education since 2002.

#### Home-schooling

We also analyzed the evolution of home-schooling since 2008. This education system represents only a small dimension of the freedom of education. However, this education system is an excellent way to assess the degree of confidence that the government has in its citizens.

#### Note

We are talking of « governmental schools » when it comes to schools run by the State and that are globally financed by taxes. We talk for all other schools of « non-governmental schools ». These are usually from representatives of civil society. The concept of non-governmental school thus covers what is otherwise called « private school », « free school », « independent school » etc... In the following pages, we will use frequently the abbreviation « NGS » for this type of schools.

#### **Appreciations**

We would like to thank Eugenia de Lacalle, Cesare Miglioli and Íñigo Martínez for their important contribution to this research, both in its development and in the analysis of the data. Without their help, this research would not have been possible. We also would like to thank Eloïse Christophi, Maéva Guyot, Claudia Neury and Eva Pérez for their collaboration.

Alfred Fernandez Ignasi Grau Claire de Lavernette Maria Chiara Giovannozzi

# 2. FIRST PART. TRENDS BY REGION

## 2.1. STUDY BY REGION

#### AFRICA

The FEI mean of African countries is 48.04 points. 19 countries are above that number (being Cameroon, Uganda, Gabon and South Africa on top of the list), while 13 countries rank below the mean. Gambia obtains the least points (17.51 points), followed by the Democratic Republic of the Congo (31.22 points) (Graphic 2.1.1).

From a global perspective, the global mean is set in 55.26 points, which shows that only 5 countries (Cameroon, Uganda, Gabon, South Africa and Benin) are above the global mean, leaving the other 27 below it.

It might be said that there is no particular relation between the languages or religion of a country and its degree of freedom of education in Africa.

#### THE ARAB STATES

The Arab States regional group is the smallest of all five.

In a global context, the Arab States' freedom of education mean (45.44) is smaller than the mean of the rest of the other four regional groups (Graphic 2.1.2) and it is under the global mean (55.26). Only Lebanon and Jordan find themselves above such figure, with a small difference of 4 and 2 points respectively.

When analyzing some of the potential reasons for this gap between countries, what first comes to mind is not only the different levels of democracy, which will be examined later, but also the impact of the Syrian conflict. Lebanon<sup>7</sup> and Jordan have seen their populations increased by Syrian refugees. In this

<sup>&</sup>lt;sup>7</sup> Immenkamp, B. (2017). *Syrian crisis: impact on Lebanon*, European Parliamentary Research Service, p. 5.

line, one of the reasons for Lebanon's higher FEI punctuation may be that civil society there has carried out initiatives to tackle the problems that different educational programs entail<sup>8</sup>.

#### ASIA & THE PACIFIC

The Asia & the Pacific region covers a wide range of countries with important differences among their cultures and educational systems which can explain the disparities of freedom of education results.

Their regional mean of 55.49 is the second highest after the European & North American one, and it is also above the global mean of 55.26 (Graphic 2.1.3).

Among the countries with the highest punctuation are the Republic of Korea (70.81), Australia (70.74), Timor-Leste (66.02), New Zealand (65.84) and Singapore (64.11).

On the opposite side, Pakistan (83.63), Malaysia (47.46), Kazakhstan (44.67), Papua New Guinea (42.13) and Afghanistan (29.95) are the ones with the lowest punctuation.

#### EUROPE & NORTH AMERICA<sup>9</sup>

The countries of Europe and North America obtain the best score in the FEI. Among the 48 countries included in the analysis on Europe and North America, 26 are above the mean (62.98) and 22 are below it. Ireland (98.73), The Netherlands, Belgium and Malta achieve the best scores, whereas Andorra (42.89), along with Bosnia and Herzegovina and Belarus get the least points (Graphic 2.1.4)...<sup>10</sup> (GRAPHIC 2.1.4)

9 \*The criteria used to divide Europe into sub-regions for the analysis is the division made by EUROVOC, an agency of the European Union. [http://eurovoc.europa.eu/drupal/?q=req

(http://eurovoc.europa.eu/drupal/?q=req uest&uri=http://eurovoc.europa.eu/1002 77))

<sup>10</sup> The Freedom of Education Index is a research open to critics and modification in order to show an accurate image of the freedom of education landscape. We have changed the indicators of two countries that were not sufficiently reliable:

#### **FRANCE**

The Constitutional Council in its decision n° 2016-745 DC of 26th of January 2017 confirmed freedom of education as one of the fundamental principles recognized by the laws of the Republic, as established in the Preamble of the Constitution of 1946 to which the Preamble of the Constitution of 1958 refers.

+10 points for mentioning in the Constitution freedom of education (Indicator 1).

#### **CROATIA**

An agreement between the Holy See and the Republic of Croatia affecting Catholic schools, requires the Government to provide funds for the salaries, allowances and contributions of the staff

<sup>&</sup>lt;sup>8</sup> Karam Foundation. (2016) *Displaced Generation: the landscape of refugee education in Syria, Turkey, Jordan and Lebanon.* P. 18.

Globally compared, 33 countries in the Europe &Northern America region are above the global mean (55.26), while 15 score below the global mean.

Apart from Switzerland, all countries in Western and Northern Europe<sup>11</sup> are above the worldwide FEI mean. However, only 2 out of 6 Southern European countries (Malta and Spain) score above the mean. Moreover, 15 of the 22 countries below the mean are Eastern European countries.

#### LATIN AMERICA & THE CARIBBEAN

Although not many countries rank above the global mean, Latin America and the Caribbean show a uniform tendency around it, generally not varying in considerable numbers (Graphic 2.1.5).

For the 21 countries analyzed in Latin America and the Caribbean, the mean of the Freedom of Education Index is 54.88 points. From that mean, 11 countries rank

of these schools. The Agreement only affects Catholic schools and not the other religious communities.

- + 70 points for the financial aid which includes operating costs (heating, cleaning, electricity, etc.) and the costs of point c).
- <sup>11</sup> EUROVOC, multilingual thesaurus maintained by the Publications Office of the European Union. Consulted on July 18<sup>th</sup>, 2017.

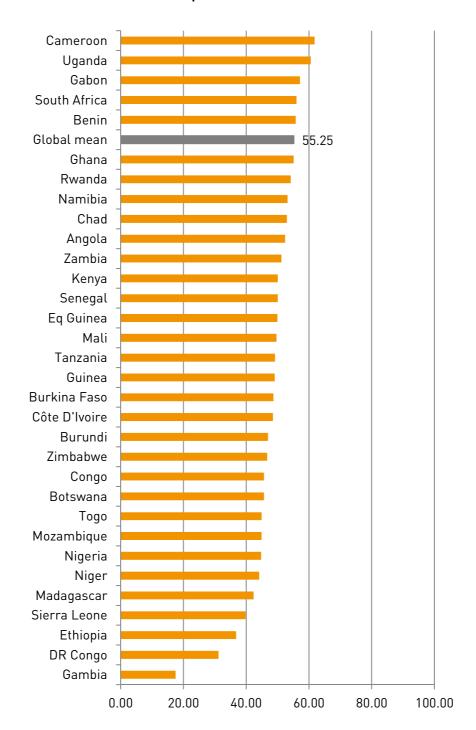
(http://eurovoc.europa.eu/drupal/?q=req uest&uri=http://eurovoc.europa.eu/1002 77) above and 10 rank below. In the bottom of the ranking is Cuba with the lowest score in the Freedom of Education Index in the region (24.37 points), while Chile ranks first with the highest amount of points (76.98), followed by Peru (68.22) and Guatemala.

From a global point of view, only 8 of the 21 countries analyzed in Latin America and the Caribbean score above the global mean (55.26).

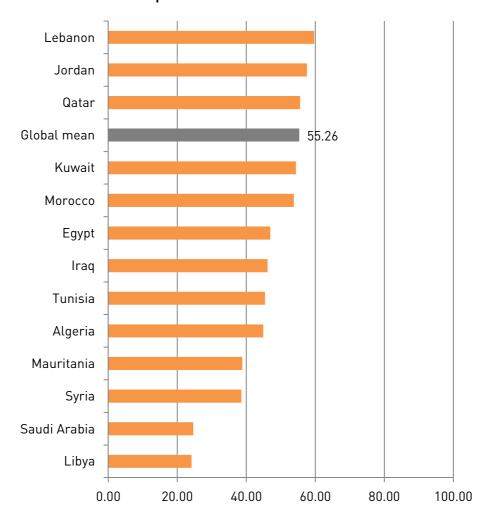
Regionally, all countries above the mean in Latin America are either from Central or South America<sup>12</sup>. On the opposite side, all analyzed Caribbean countries are below the regional and global means.

<sup>12</sup> Statistics Division, United Nations. Standard Country or Area Codes for Statistical Use (M49 Standard). 1999. Consulted on July 18th, 2017. https://unstats.un.org/unsd/methodolog y/m49/

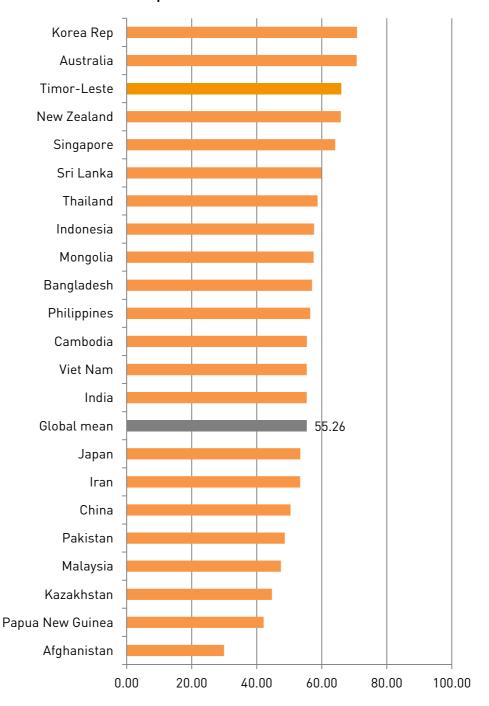
# Graphic 2.1.1 AFRICA



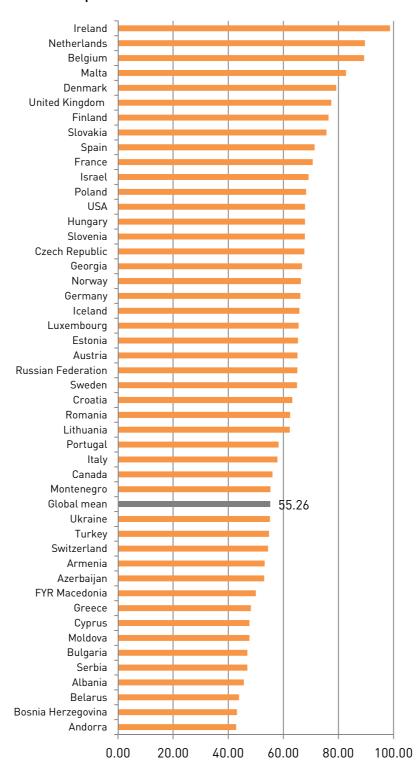
**Graphic 2.1.2 THE ARAB STATES** 



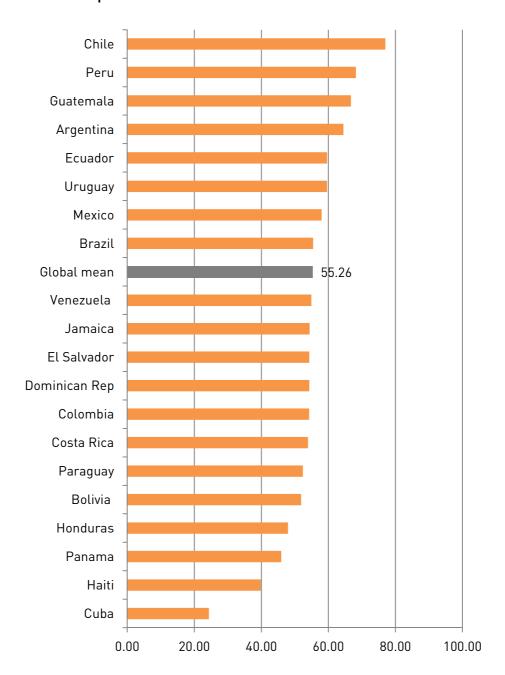
Graphic 2.1.2 ASIA & PACIFIC



Graphic 2.1.3 EUROPE & NORTH AMERICA



Graphic 2.1.4 LATIN AMERICA & THE CARIBBEAN



#### 2.2. NGS FUNDING BY REGIONS

The second part of this section focuses on the public funding of non-governmental schools (NGS) in the different educational regions. It is important to recall that the lack of public funding for NGS might involve a denial of freedom of education for the most disadvantage groups. The shortfall can prevent civil society from an effective participation of the civil society to the implementation of the right to education.

#### GLOBAL ANALYSES

Globally, from the 136 countries analyzed in the FEI, 74% of them provide some sort of public funding to NGS, and 26% of the analyzed countries do not grant any kind of funding for NGS. Of the 136 countries analyzed, only 6% of them cover all costs NGS have, including building investments (9 countries: 8 in the European & North America Region plus Republic of Korea in Asia and the Pacific).

Moreover 17% of the countries (23) provide public funds to NGS to cover both teachers' salaries and operational costs. Furthermore, only 9 countries cover only the salaries of the teachers of NGS.

However, out of the 136 countries, 60 of them (44%) do provide some sort

of public funding but this is low or poorly defined (Graphic 2.2.1).

From a regional point of view, no country in the region of the Arab States guarantees public funds more than some low and/or poorly defined. Along with that, no country in the African region provides financial aid for more than subsiding teachers' salaries (and only applicable to 2 out of 30 countries in the region).

#### AFRICA

Africa is the region where the public funding of NGS is the lowest. From the 32 countries analyzed in the region, 69% provide some sort of funding to NGS. However, of these, only 2 analyzed countries (Cameroon and Uganda) provide funds to NGS to cover the salaries of the teachers. 20 more countries (63%) provide some sort of financial aid to NGS but this funding is low and/or poorly defined. Finally, 10 countries (31%) do not provide any kind of financial aid to NGS (Graphic 2.2.2).

#### THE ARAB STATES

The region of the Arab States is one of the regions where there is less public funding for NGS.

Nevertheless, there are some States where NGS receive some sort of public funding: Lebanon, Jordan,

Qatar, Kuwait and Morocco. The funding that the NGS of these countries receive usually is weak or not really clear on how to have access to it (Graphic 2.2.3).

#### ASIA & THE PACIFIC

The public funding of the NGS in Asia depends from one country to another. Most of the countries provide some sort of funding to NGS (81%). Only 18% of the studied countries do not provide any kind of public funding to NGS. The country that grants more public funding is the Republic of Korea. Most of the countries that provide more financial aid have the higher HDI value of the region, such as Australia (0.939), Singapore (0.925), New Zealand (0.915) and Republic of Korea (0.903). Most of the countries of the region provide financial aid to NGS which is low or poorly defined (54%) (Graphic 2.2.4).

#### EUROPE & NORTH AMERICA

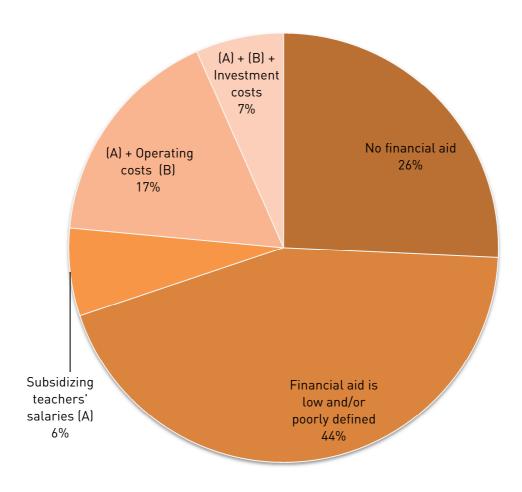
As one of the regions containing the biggest number of countries (48), the funding of NGS and the type of funding varies the most between countries. 81% of the countries provide some sort of funding to NGS.

Among them, 10% of the countries provide funds to NGS to subsidize teachers' salaries and 33% of the countries provide funds for operating costs also. Moreover, 8 countries (17%) provide the most financial aid, covering all costs of NGS (Ireland, Netherlands, Belgium, Malta, Denmark, United Kingdom, Finland and Slovakia), all of which are Member States of the European Union. On the other side, only 9 countries (19%) do not provide financial aid to NGS. Also in 21% of the countries there is financial aid for NGS, however it is low and/or poorly defined (Graphic 2.2.5).

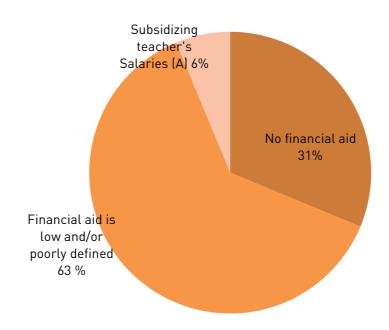
#### LATIN AMERICA & THE CARIBBEAN

Most countries in Latin America and the Caribbean (81%) provide funds for NGS. However, in 62% of the countries in the region that aid is low and/or poorly defined, while in 19% of the countries (Honduras, Panama, Haiti and Cuba) there is no public funding for NGS at all. Chile, Peru and Guatemala are the countries which provide more funding for NGS. Although most countries do provide funds for the NGS, none of the countries cover investment costs for NGS (Graphic 2.2.6).

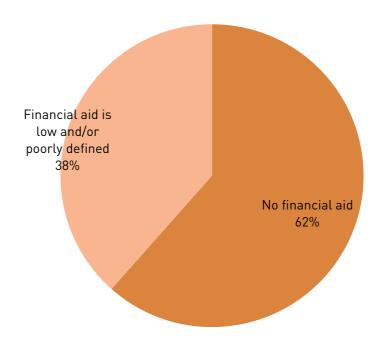
## **GRAPHIC 2.2.1 GLOBAL**



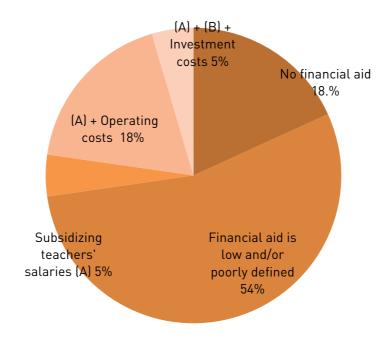
**GRAPHIC 2.2.2 AFRICA** 



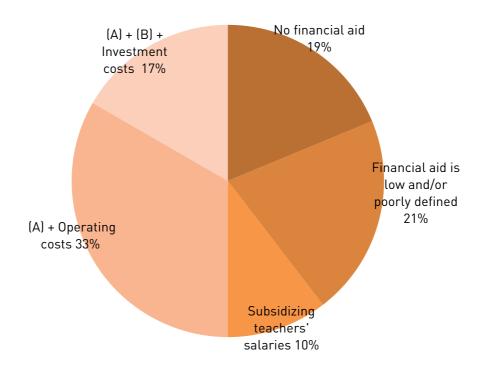
**GRAPHIC 2.2.3 THE ARAB STATES** 



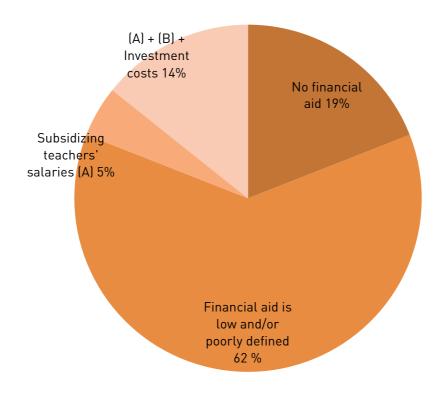
**GRAPHIC 2.2.4 ASIA & PACIFIC** 



# **GRAPHIC 2.2.5 EUROPE & NORTH AMERICA**



# GRAPHIC 2.2.6 LATIN AMERICA & THE CARIBBEAN



#### CASE-STUDIES - FREEDOM OF EDUCATION & PISA:

#### **PORTUGAL**

Portugal has been one of the countries which most greatly improve in the Programme for International Student Assessment since 2012. Portugal rose by 5 points in mathematics, by 12 in science and by 10 in reading. Between 2012 and 2015 two educational laws passed which aim was to modify the educational landscape in Portugal. These two laws were the Decree law n°152/2013 - on the status of private schools<sup>13</sup> and the Ministerial Order n°59/2014 on the flexibility of the curricula<sup>14</sup>. These laws brought a significant change in the relations between the State and private schools in Portugal. This legislation has changed the role of public authorities towards non-governmental schools giving more autonomy for non-governmental schools in terms of curricula, admission of students, selection of teachers and financial autonomy. Also these laws established mechanisms to fund with public money part of the budget of nongovernmental schools enabling parents to choose the education they desire for their children despite their income. While the law was valid, many parents decided to move their children to non-governmental schools. According to PISA results of these policies were successful, as Portugal has improved on the three quality education indicators of PISA. Nevertheless, at the end of 2015, due to a change of government, the new government decided to eliminate these laws that have enabled to improve quality education.

#### **SPAIN**

Among European countries Spain has struggled to reach the European PISA averages. The Spanish science PISA results are the same as the worldwide mean, the mathematics PISA results are slightly under the worldwide mean. However, the reading PISA results are above the worldwide mean with a clear good tendency of improvement. Nevertheless, the tendency is that little by little Spain is improving their PISA results. In the last assessment Spain rose by eight points in reading and by 2 points in mathematics. Between the PISA exam of 2012 and the PISA exam of 2015 Spain has passed a new law on education (Ley Orgánica 8/2013, de 9 de diciembre, para la mejora de la calidad educativa)<sup>15</sup>. This law reinforces Freedom of Education in Spain. It guarantees the right of parents to choose the education they want for their children, including single sex schools. Moreover, this law introduces the possibility that public administration can offer public land for the construction of nongovernmental schools.

<sup>13</sup>https://dre.pt/application/file/504894

<sup>14</sup>https://dre.pt/application/file/572253

<sup>15</sup>https://www.boe.es/buscar/pdf/2013/B0E-A-2013-12886-consolidado.pdf



# 2.3. FREEDOM OF EDUCATION AND HUMAN RIGHTS

Considering the human rights perspective of this research we thought it would be important to observe the relation between the FEI and the degree of ratification of human rights international instruments, as well as the constitutional recognition of freedom of education.

#### CONSTITUTIONAL RECOGNITION

Data shows that the States that recognize this freedom constitutionally are more likely to develop public policies to implement freedom of education. Of the 136 countries the FEI analyzes, 85 of them (63%) recognize freedom of education in their Constitution, while 51 of them do not (37%). The mean of the FEI of the countries which recognize freedom of education in their Constitution is 57.12 points, almost 4.8 points higher than the mean of the countries which do not recognize it in their Constitution (52.33 points).

The inclusion of Freedom of Education in the Constitution is a mean to protect this right. The constitutional recognition usually means the political consensus around this right. Moreover, some countries protect constitutional rights with extra legal safeguards and with special enhanced majorities

to change its content in the Constitution.

# THE CONVENTION AGAINST DISCRIMINATION IN EDUCATION

The Convention against
Discrimination in Education
(hereinafter CADE) was adopted in
1960 and entered into force in 1962.
It defines what is and what is not
considered to be discrimination and
compels States parties to eradicate
any measures that could constitute
any form of discrimination.

By ratifying this Convention, States also undertake to make primary education free and compulsory, and secondary education accessible to all.

However, for the purposes of this research, the most important contribution of the CADE is that it allows the creation and maintenance of alternative educational systems, independent of the State, without this implying discrimination <sup>16</sup>(art. 5).

It also recognizes as essential the liberty of parents to choose their children's school and the right of minorities to carry out their own educational activities. This is why the following graphs connect the mean of

<sup>&</sup>lt;sup>16</sup> FERNANDEZ, A. & PONCI, JD (ed) (2005) *Différence et discrimination en éducation*, Diversités, Genève

the FEI of the countries that have ratified the Convention and the mean of those that have not17. The main goal is to reflect if there could be some link between the ratification of this Convention and a higher level of engagement towards freedom of education.

In a global context, 87 of the studied countries have ratified the CADE and 48 have not. The majority of those who have ratified it are from the European & North American region (35). Then, 17 are from the African group, 15 are from the Latin America & the Pacific region, 11 from the Arab States group, and 9 from the Asia & the Pacific one<sup>18</sup>. When comparing their FEI means at the worldwide level, it is possible to see that the mean of those which have ratified the CADE (56.95) is higher than the mean of those which have not (53.74).

Focusing on the countries that have ratified the Convention, 42 out of 87 are above the global mean.

At the regional level, there are two main differences in between regions. The first one is related to the proportion in ratifying and non-

<sup>17</sup> For the purposes of the Vienna

Convention on the Law of Treaties (1969) and of the Vienna Convention on Succession of States in respect of Treaties (1978), ratification, acceptance and notification of succession produce the same effect, which is to legally bind a State to the provisions of the treaty. In order to simplify, the term "ratify" will be used in a comprehensive way. <sup>18</sup> Notice that the Convention applies to China only in relation to Macau.

ratifying countries. All regional groups have more ratifying countries than not, with the exception of the Asian & the Pacific one, which has more countries that have not ratified the Convention (13 that have not ratified and 9 that have).

The second difference is related to the tendency that was mentioned before. In regions like the European & North American one, the Latin American & the Caribbean one and the African one, there is a negative tendency.

Nevertheless, in the Arab States and the Asia & the Pacific region, there is the opposite tendency. The mean of the countries that have not ratified the Convention is higher than the mean of those that have.

The Asian & the Pacific region counts with 13 non-ratifying countries. Amongst them, there are the Republic of Korea, Timor-Leste and Singapore, which have the highest FEI punctuation of the region. In the case of the African group, the majority of the ratifying countries (13 out of 17) are below the global freedom of education mean of 55.26.

On this basis, it would not appear possible to affirm that, in these regions, the ratification of the CADE involves a higher commitment to protecting freedom of education.

However, the last two groups show different results. The Latin America & the Caribbean group has a proportion of 15 ratifying and 6 nonratifying countries. This is the group that presents the biggest difference

between the FEI means of these two subgroups, going from 56.13 for the ratifying countries to 51.77 for the non-ratifying ones. Eight countries, out of the 9 that are above the global mean, have ratified the CADE.

Finally, the European & North American group counts with 35 countries that have ratified the CADE and 13 that have not. In particular, Ireland and the Netherlands, the two countries with the highest FEI punctuation, have ratified it. Only five out of those 35 are under the global FEI mean.

Consequently, in these last two groups - Europe & North America and Latin America & the Caribbean-. a connection could be established between the ratification of the CADE and a deeper commitment to the protection of freedom of education.

# THE WORLD PROGRAMME FOR HUMAN RIGHTS EDUCATION

The World Programme for Human Rights Education is an initiative taken by the General Assembly of the United Nations in 2004. It is divided in a set of phases, the first one covering the period of 2005-2009<sup>19</sup>.

Human rights education is widely considered to be an integral part of the right to education. The first phase is mainly focused on primary and secondary education, and this is the reason why it has been analyzed for the purposes of this research. It

relies on a Plan of Action developed by experts that propose concrete strategies to be implemented at a national level. Such Plan of Action calls for an evaluation of the actions undertaken by the States during this phase.

Therefore, this section will analyze which of the studied countries have and which have not submitted the final evaluation report of the first phase. Afterwards, this data will be compared with the countries' FEI in order to see if there could be some relationship between the submission of the report and a higher level of freedom of education in each region.

From a global perspective, it is possible to see that 75 countries have submitted the report and 61 have not<sup>20</sup>. Among those that have submitted it, the European & North American group counts with the highest number (30). Secondly, the Latin America & the Caribbean region counts with 16, the Arab States and the African Group with 10 each and, finally, the Asian & the Pacific group with 9.

Only 8 countries out of the 25 with the highest FEI punctuation have not submitted the first phase report.

The countries of the African region show a big difference: 22 countries that have not submitted the report facing 10 that have. Nevertheless, among this 10 are some of the

<sup>19</sup> UN, UNESCO, OHCHR (2006). Plan of action. World Programme for Human Rights Education. First phase. P. 7.

<sup>&</sup>lt;sup>20</sup> When referring to the countries that have submitted the report, the fact of late submission and/or lack of authorization to publish it has not been taken into account.

countries with the lowest punctuation in the FEI, such as Gambia (17.51) and the Democratic Republic of Congo (31.22). Moreover, all these 10 countries find themselves below the global mean. On the other hand, Cameroon (61.83) and Uganda (60.61), which have the highest punctuation in the African group, have not submitted the report.

Regarding the Asia & the Pacific group, 13 countries have not submitted the report, facing 9 that have. However, in this case, there are 6 countries out of these 9 that are above the global mean. Australia (70.74) and New Zealand (65.84) have, but, on the contrary, the Republic of Korea (70.81) and Timor-Leste (66.02) have not.

65% of the countries of the Europe & North America region have submitted the report. 20 out of these 30 countries are above the global mean. Among them are countries like the Netherlands (89.59), Belgium (89.34) and Malta (82.74). On the other hand, there are also some countries with a high punctuation in the FEI that have not submitted the report, such as Ireland (98.73), which is the country with the highest punctuation, and Denmark (79.19).

Finally, the Arab States and the Latin America & the Pacific group are the ones with the highest proportion of States that have submitted the report. 10 out of 13 have submitted their report in the Arab States and 16 out of 21 in Latin America & the Caribbean.

Among the Arab States group, the only three countries that are above the global mean have submitted the report, that is, Lebanon (59.70), Jordan (57.59) and Qatar (55.61). On the contrary, Saudi Arabia (24.62) and Libya (24.11), the countries with the lowest punctuation, have not submitted it.

Regarding the Latin America & the Caribbean group, all the countries that are above the global mean, with the exception of Ecuador, have submitted the report. On the opposite side, countries with the lowest punctuation, like Haiti (39.85) and Cuba (24.37), have not.

From a general perspective, it would not appear possible to affirm some connection, neither positive nor negative, between the submission of the report and a higher level of FEI punctuation. However, in the cases of the Arab States and the Latin America & the Caribbean group, there seems to be some positive influence, even if a small one.

ECONOMIC, SOCIAL AND CULTURAL RIGHTS

Optional Protocol to the International Covenant on Economic, Social and Cultural Riahts (hereinafter OP) was adopted in 2008 and entered into force in 2013. Its main objective is to establish a complaints mechanism for victims of States' violations of the ICESCR.

The OP might constitute a good way of assessing the commitment of the

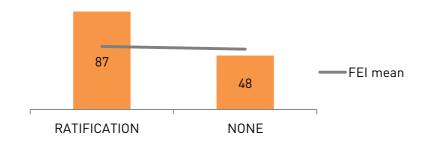
ratifying States towards their obligations relating to ESCR. The OP reinforces the International Covenant whose Article 13 recognizes the liberty of parents and individuals to choose for their children schools [13.3] and to establish and direct educational institutions [13.4].

Only 19 countries have ratified the OP. Ten of them are from the European & North American regional group, 6 are from the Latin America & the Caribbean group, 2 from the African group and 1 from the Asia & the Pacific one. There are none from the Arab States regional group.

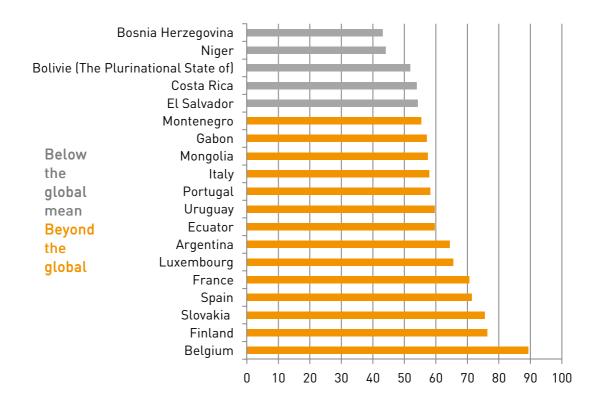
When comparing the ratification of this Protocol with the FEI of each country, the results show that only 5 of them find themselves below the global mean (55.26). These five are El Salvador (54.31), Costa Rica (53.91), Bolivia (51.88), Niger (44.14) and Bosnia-Herzegovina (43.15). They represent the 26% of the ratifying countries.

On the contrary, 14 of the ratifying countries are above the global mean, representing almost the 75% of the ratifying countries. 8 out of the 19 ratifying countries are from the EU. They are all above the global mean. On the other hand, the freedom of education mean of the EU countries is 68.55 points. As the graph shows, 5 out of the 8 EU countries that have ratified the OP are above such mean (Belgium, Finland, Slovakia, Spain and France). Only Luxembourg, Portugal and Italy find themselves below the EU mean.

# FEI/CADE



# Countries that had ratified OP-ICESCR



# 3 SECOND PART. CORRELATION WITH SELECTED INDICATORS

# 3.1. GOVERNANCE AND DEMOCRACY

#### EIU DEMOCRACY INDEX (EDI)

The English magazine *The Economist* publishes periodically an indicator which assesses the state of democracy throughout the world. The score of a country in this Index (from 0 to 10 points) is determined by the 60 indicators distributed among five categories: electoral process and pluralism, civil liberties, the functioning of government, political participation and political culture. The aim of this analysis is to assess if there is a correlation between democracy and freedom of education. We will compare, for each country and region, the results of the Democracy Index (EDI) and the FEI to establish the correlation between democracy and freedom of education.

From a worldwide perspective, data shows a significant correlation ( $r^2$ = 0.44) between the Democracy Index and the Freedom of Education Index. In most regions, higher scores in the EDI translate into a higher score in the FEI.

Firstly, the analysis of the Asia & Pacific region shows the existence of a positive tendency between the variables. Furthermore, data shows that there is a significant correlation  $(r^2=0.41)$  between the EDI and the FEI.

Relating to the Arab States, data show an appreciable correlation (r²= 0.3). The Arab States obtain, on average, the lowest score in the FEI (45.67 points), and also the lowest score in the EDI (4 points out of 10), which put both variables below the global mean.

In Africa, although there is a positive tendency, there is no significant correlation.

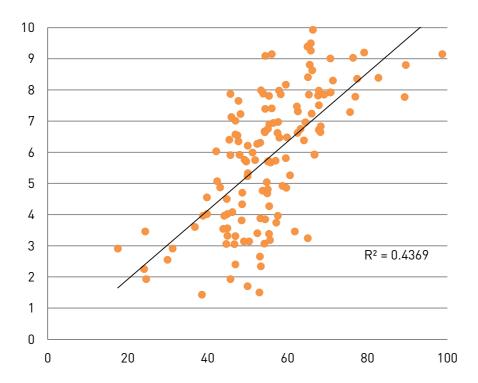
In Latin America & the Caribbean, it can be seen that there is also a positive tendency and a significant correlation between the variables ( $r^2 = 0.4$ ).

The analysis on the European & North American region data shows that, although there is a positive tendency, there is no appreciable correlation between the variables in the region. The countries of this

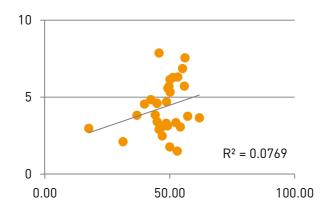
region score, in average, 64.03 points in the FEI and 7.38 points in the EDI.

In conclusion, it can be seen that the countries where pluralism, civil liberties, political participation and political culture are respected the most, freedom of education is the highest.

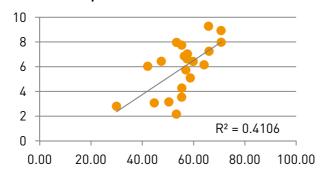
### GRAPHIC 3.1.1 FEI /EDI



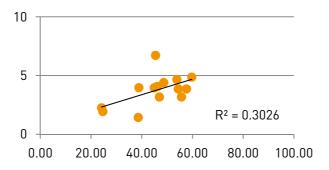
Graphic 3.1.1.a Africa



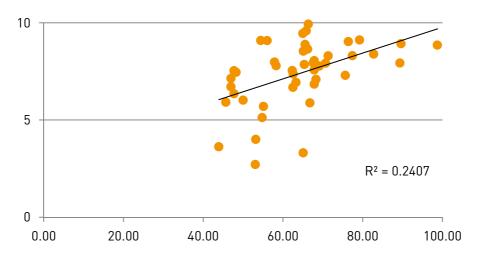
Graphic 3.1.1.b Asia & the Pacific



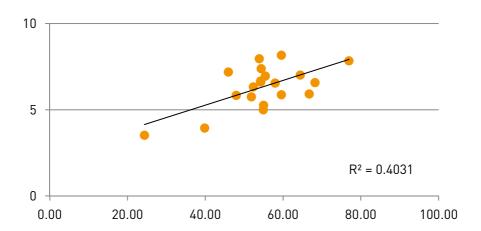
Graphic 3.1.1.c The Arab States



Graphic 3.1.1.d Europe & North America



Graphic 3.1.1.e Latin America & the Caribbean



#### GOVERNANCE – WORLD BANK

The World Bank published a report called "Worldwide Governance Indicators" (WGI), which analyzed for each country six indicators: Voice & Accountability, Political Stability & Absence of Violence, Government Effectiveness, Regulatory Quality, Rule of Law and Control of Corruption.

Each of these six indicators have a range between -2,5 and +2,5. We have joined the indicators of the World Bank to obtain a new global indicator in order that we can observe the relationship between the FEI and the good governance.

It exists a significant correlation  $(r^2 = 0.42)$  between the FEI and the good governance indicators, showing a positive tendency. However, this correlation can only be appreciated in the regions of Asia & the Pacific (r<sup>2</sup>= 0.37) and Europe & North America ( $r^2 = 0.32$ ).

Moreover, when we compare the WGI with the ten countries with the highest and the lowest FEI punctuation we observe a strong positive correlation ( $r^2=0.81$ ).

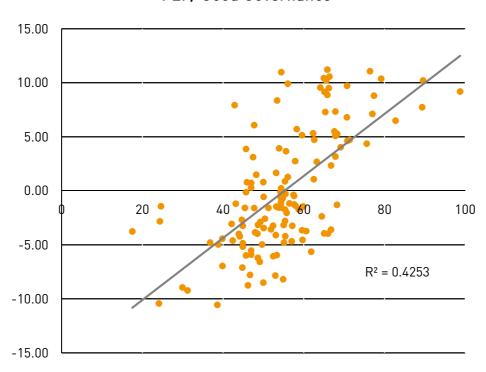
If we observe one by one the different indicators, we can observe a positive tendency and a significant correlation between the FEI and the following indicators: Voice & Accountability

(r<sup>2</sup>= 0.43), Government Effectiveness (r<sup>2</sup>= 0.40), Regulatory Quality  $(r^2 = 0.43)$ , Rule of Law  $(r^2 = 0.39)$  and Control of Corruption ( $r^2 = 0.34$ ).

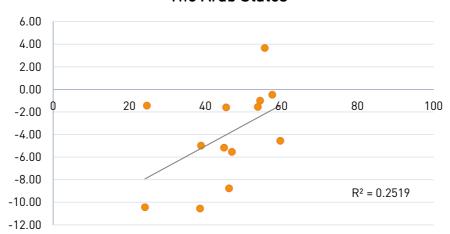
As it has been underlined by L. Woessmann (WOESSMANN, 2016), freedom of education requires a solid institutional framework in order to have a positive impact on the student achievement.

The conclusion from this analysis is that the countries where political stability, rule of law, and voice & accountability are respected the most, are more likely to develop a freedom approach in educational policies.

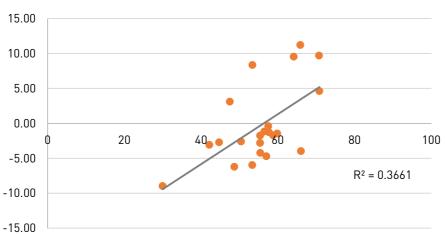
#### FEI / Good Governance



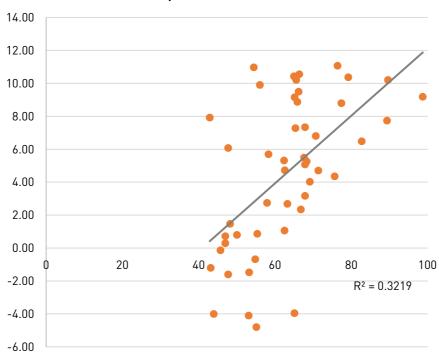
#### The Arab States



### Asia



#### Europe & North America



#### FREEDOM IN THE WORLD (FIW)

Freedom in the World (FIW) 2017 is a report carried out by Freedom House, an American NGO that is recognized as a worldwide reference in the research and advocacy for democracy, political freedom and civil liberties.<sup>21</sup> The report assesses the state of freedom in 195 countries in 2017. According to the Freedom in the World 2017 Methodology, "Each country and territory is assigned two numerical ratings—from 1 to 7—for political rights and civil liberties, with 1 representing the most free and 7 the least free. The two ratings are based on scores assigned to 25 more detailed indicators. The average of a country or territory's political rights and civil liberties ratings determines whether it is Free, Partly free, or Not Free. "However, the way the FIW is designed allows us to enlarge the scale of points from 0-7 to 0-100. The FIW is based on two sub-categories: Political Rights (scale 0-40) and Civil Liberties (scale 0-60). The research understands *political rights* as the rules of the democratic game: elections, role of the opposition or the protection of pluralism. The research understands civil liberties as the guarantee of rights and individual liberties such as the freedom of press and freedom of religion.

In order to assess the possible link between freedom of education and

<sup>21</sup> Freedom House. Freedom in the World 2017. Consulted on July 25th, 2017 at <a href="https://freedomhouse.org/report/fiw-2017-table-country-scores">https://freedomhouse.org/report/fiw-2017-table-country-scores</a>

the state of freedom of a country, we have crosschecked the FEI with the data of the FIW 2017 report. First, we have compared the FEI with the FIW as a whole, and afterwards we have compared it with its two subcategories.

As it is possible to see in the global graphs, there is an appreciable correlation between the overall FIW and the FEI ( $r^2$  = 0.37). Furthermore, this correlation also exists between FEI and the Political Rights subcategory ( $r^2$  = 0.34) and between the FEI and the Civil Liberties subcategory ( $r^2$  = 0.39). This means that, from a global perspective, to a higher level of political rights and civil liberties corresponds a higher level of freedom of education.

Moreover, if we assess the correlation of FIW – FEI of the ten countries with the highest and the lowest FEI punctuation, the correlation that results is more significant ( $r^2 = 0.87$ ).

However, when analyzing the different regional groups, the correlation is not always that strong. Concerning the relation between the FIW and FEI in the different regions, in all the cases the tendency is positive; nevertheless, we only observe significant correlations in the case of Latin America & the Caribbean ( $r^2$ = 0.37) and Asia & the Pacific ( $r^2$ = 0.3).

The relation of the FEI with the Political Rights indicator is also positive in all the cases, but the only region where we can observe a

significant correlation is Latin America & the Caribbean ( $r^2 = 0.36$ ).

Finally, we can observe positive tendencies between the FEI and the Civil Liberties indicator in all the regions but once again we only can observe significant correlation in Latin America & the Caribbean ( $r^2$ = 0.35) and Asia & the Pacific ( $r^2$ = 0.35).

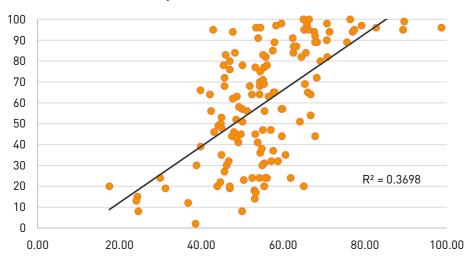
In this line, it would be advisable to make a final reference to the Council of Europe. This institution aims to uphold human rights and democracy across the continent. Moreover, this institution underlines the importance of education as an instrument for the respect of civil rights and political liberties. Some good examples of that are its special mandate on the promotion of the right to education through its Education Department and the adoption of the Charter on Education for Democratic Citizenship and Human Rights Education<sup>22</sup>.

Because of that it would be appropriate to assess the level of commitment of its members to freedom of education. If we compare the FEI of all the States of the Council of Europe and the FIW we can observe that there is a positive tendency, but the correlation is not strong enough. Nevertheless, if we compare the ten countries with the highest and the lowest FEI punctuation we observe a positive

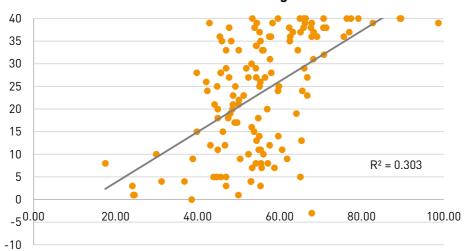
https://www.coe.int/en/web/edc/charteron-education-for-democraticcitizenship-and-human-rights-education tendency and a significant correlation  $(r^2 = 0.41)$ .

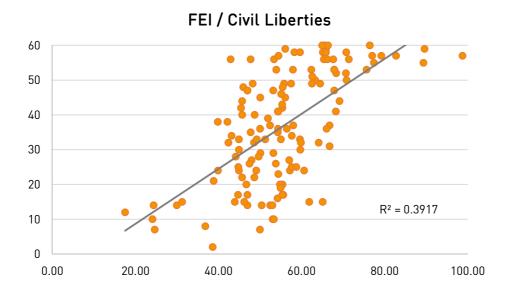
<sup>&</sup>lt;sup>22</sup>Council of Europe (2010) Charter on Education for Democratic Citizenship and Human Rights Education.





#### FEI / Political Rights





#### SOCIAL COHESION

One of the reasons expressed against freedom of education is the negative effect in social cohesion.

The aim of this comparison is to observe the relation between the FEI and social cohesion. It is difficult to find a unique definition of social cohesion. We will use the concept of trust used by the OCDE in the framework of Social Cohesion indicators to measure it.

According to Algan and Cahuc a society with strong social cohesion is one where citizens have trust in other ones and in public institutions (ALGAN and CAHUC, 2013).

The concept trust is a cornerstone of social cohesion as it has been pointed out by many specialists. For instance Chan points out that "social cohesion is a state of affairs concerning both the vertical and the horizontal interactions among members of a society, as characterized by a set of attitudes and norms that include trust, a sense of belonging, and the willingness to participate and help, as well as their behavioral manifestations" (Chan et al. 2006: 290).

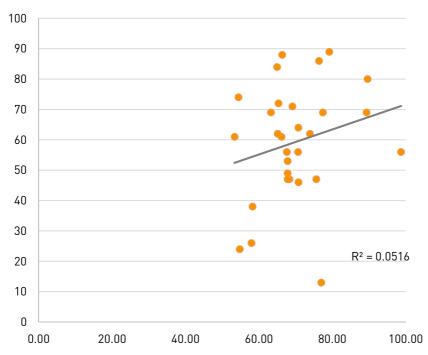
The OECD indicator assesses the answers of the following question: "Generally speaking would you say that most people can be trusted or that you need to be very careful in

dealing with people?" The scale of this indicator ranges from 0 to 100 points.

The Freedom of Education Index includes 136 countries, however, the OECD indicator on trust only include 20 countries. We have compared only the countries that appeared in both indicators. One of the strengths of comparing only member States, countries of the OECD, is that they have certain common characteristics. OECD countries included in this indicator adhere to market-based economy and democracy, which enables to exclude variables related to poverty or lack of democracy.

We can observe that there is a positive tendency but with a low correlation. We cannot affirm that freedom of education has a negative effect on social cohesion.

#### FEI/Social Cohesion



#### 3.2. PISA 2016

The aim of this section of our research is to observe the relation between FEI and PISA. PISA assesses the school performance of students of 15-year-old on science, mathematics and reading. The last version of the test was PISA 2015 published on the 6 December 2016.

The aim of this comparison is to observe if a higher implication of the civil society and parents in the educational systems through freedom of education policies has an impact on the performance of the students.

Before to start talking about the assessment itself, some methodological clarifications are required. First is that not all the countries of the FEI have done the PISA test. Either, not all the PISA countries are included in the FEI. Therefore, we only have compared the countries that appeared in both indicators. Secondly, considering China, PISA makes a distinction between China, Hong Kong and Macau. For this assessment we are going to take into consideration only China. Thirdly, PISA consists of three separate indicators based on science, mathematics and reading, all of them with the same scale of values. The aim of this comparison is to compare the FEI with PISA as a single indicator of quality of education. What we have done in order to have a single PISA indicator is to sum the three indicators (science, mathematics and reading) and then divide the amount by three.

Once again we have compared through a linear regression.

If we fit a classical linear model to look at the Freedom of Education Index –aka oidel index– as a possible explanatory variable of PISA, here is the output of the regression:

```
##
## Call:
## lm(formula = TOTAL ~ Index, data = oid_pisa_correct)
##
## Residuals:
##
        Min
                  10
                       Median
                                     30
                                             Max
                        4.043
## -103.073 -32.784
                                 28.851
                                          88,370
##
## Coefficients:
             Estimate Std. Error t value Pr(>|t|)
##
                         31.4579 10.064 1.17e-14 ***
## (Intercept) 316.5934
## Index 2.3174
                       0.4913 4.717 1.40e-05 ***
```

```
## ---
## Signif. codes: 0 '***' 0.001 '**' 0.05 '.' 0.1 ' ' 1

##
## Residual standard error: 43.13 on 62 degrees of freedom
## Multiple R-squared: 0.2641, Adjusted R-squared: 0.2522
## F-statistic: 22.25 on 1 and 62 DF, p-value: 1.404e-05
```

We have evidence of the significance of PISA as an explanatory variable but the low  $r^2$  (i.e. 0.2522) tells us that this relationship is not so strong. However, we have to notice that the presence of outliers may influence our poor result and that, in the social science field, there is a tendency to accept low  $r^2$  values due to the complex nature of the phenomena analyzed.

Moreover, we can interpret the estimate of the slope of the regression line (i.e. 2.3174) in the following sense: if FEI increases of one point, then the PISA total score should increase by 2.3174 points.

We have performed a statistical test (i.e. Wilcoxon test) in order to observe if there is a significant difference in the PISA total score depending on the value of the FEI. We split the countries in two balanced groups depending on the result of the FEI. The aim of this division is to get evidence for the positive difference between "High FEI index" group – countries with a higher FEI punctuation- and "Low FEI index" group – countries with a lower FEI punctuation- in terms of the PISA total score. Below the output of the test:

```
## Warning in wilcox.test.default(high_fei_index, low_fei_index,
## alternative = "greater", : cannot compute exact p-value with tie
s

##
## Wilcoxon rank sum test with continuity correction
##
## data: high_fei_index and low_fei_index
## W = 807.5, p-value = 3.726e-05
## alternative hypothesis: true location shift is greater than 0
```

We reject at a 5% level of significance that the two groups have the same average and thus we conclude that being in the category of "High FEI index" will on average assure you a higher result in the PISA total score with respect to the "Low FEI index" group. On the complementary side, we can also affirm that being in the "Low FEI index" group will on average get you a lower PISA total score, with respect to the countries that belong to the "High FEI index" group.

## Graphic FEI/ PISA 600 550 500 450 $R^2 = 0.2641$ 400 40.00 50.00 60.00 70.00 100.00 80.00 90.00

#### 3.3. PUBLIC EXPENDITURE ON EDUCATION

The aim of this analysis is to determine if there is a correlation between the percentage of public spending on education and the freedom of education.

From the comparison between these factors we will be able to determine if freedom of education implies an increase of public spending.

#### GLOBAL ANALYSES

Data show that there exists no correlation between the public expenditure on education as percentage of total government expenditure and the score in the FEI. The lineal comparison shows that there is a negative tendency between the variables.

However there is a significant difference between countries. For example, Congo spends on education 29% of the total government expenditure and obtains 45.69 points in the FEI while Jamaica spends 2.1% and obtains 54.39 in the FEI. The global mean of the public expenditure on education as percentage of total government expenditure is 14.57%. The Education 2030 Framework for Action sets a benchmark on domestic financing for education of public expenditure

between 15% to 20% (UNESCO, 2015, 66).

After observing two low correlations on these graphics, we cannot affirm that freedom of education policies mean an increase of public funding on education.

#### EUROPE & NORTH AMERICA

Analyzed data show that there is no correlation between the public expenditure on education as percentage of the total government expenditure and the FEI score.

The mean of the public expenditure on education as percentage of the total government expenditure in the region of Europe & North America is 12.33%, 2.24% less than the global mean (Graphic 3.3.2).

#### THE ARAB COUNTRIES

Most Arab Countries have not published actualized data on the public expenditure on education as percentage of total government expenditure which makes it impossible to analyze possible correlations between variables.

#### LATIN AMERICA & THE CARIBBEAN

Analysis on this region shows that there is no correlation between the public expenditure on education as percentage of the total government freedom expenditure and education. However, there is a positive tendency. The mean of public expenditure on education percentage of the total government expenditure in this region is 16.23%, 1.66% more than the global mean. However, the mean of the FEI of the Latin American and the Caribbean region (55.75 points) is half a point above the global mean (55.26 points).

Data on these countries show that there is no correlation between the public expenditure on education as percentage of total government expenditure and the FEI.

The mean of the public expenditure on education as percentage of the total government expenditure is 13.24%, which is 1.37% lower than the global mean.

#### EUROPEAN UNION

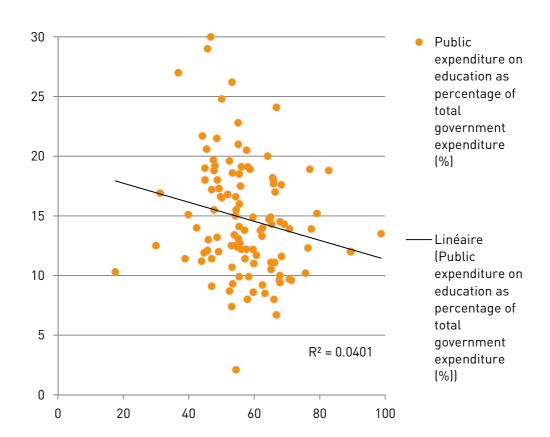
The data on the Member States of the European Union show that there is no correlation between the public expenditure on education as percentage of total government expenditure and the FEI.

In the European Union, the mean of the public expenditure on education as percentage of the total government expenditure is 12.1%, 2.47% lower than the global mean.

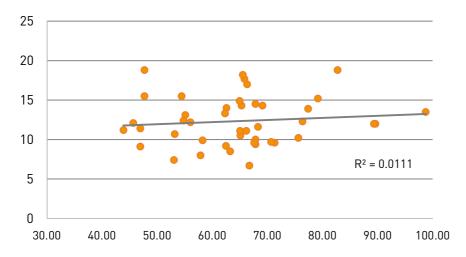
#### OECD

29 out of the 35 OECD Member States are from the European & North American region. 4 OECD Member States belong to the Asian & Pacific region and 2 of them are from the Latin American & Caribbean region.

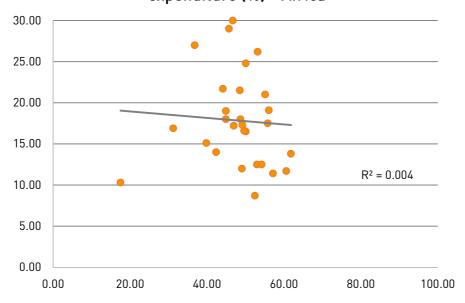
## Graphic 3.3.1 Public expenditure on education as percentage of total government expenditure (%)



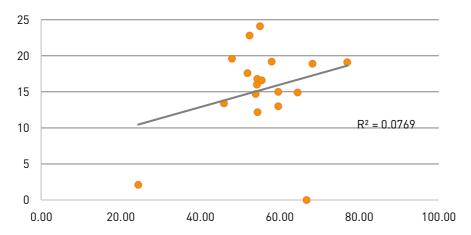
Graphic 3.3.2 FEI - Public expenditure on education as percentage of total government expenditure (%) - Europe & North America



Graphic 3.3.3 FEI - Public expenditure on education as percentage of total government expenditure (%) - Africa



# Graphic 3.3.4 FEI - Public expenditure on education as percentage of total government expenditure (%) - Latin America & the Caribbean





## 3.4. EVOLUTION OF FREEDOM OF EDUCATION 2002-2016

The goal of this analysis is to determine how the evolution of freedom of education has been between 2002 and 2016. In this case, the analysis refers to 82 countries from all regions whose freedom of education was analyzed both in 2002 and in 2016.

The indicators that have been used to determine the status of freedom of education in 2016 have slightly varied from those used in 2002. In order to make the comparative analysis possible, the indicators used in 2002 have been adapted. <sup>23</sup>:

<sup>23</sup> For the **Indicator 1** we have used different data for the different sub-indicators. This indicator in the FEI 2002 consisted in only one indicator that was the legal possibility to create and manage NGS, countries that recognize legally this right had 100 points; those which did not, had 0 points. There was no average punctuation.

The Indicator 1 of the FEI 2016 has different sub-indicators, so in order to both indicators to be compared we have had to re-build the Indicator 1 of the FEI 2002 considering the sub-indicators of the FEI 2016. The first sub-indicator concerns the legal possibility to create

and manage NGS (80 points out of 100). We have taken these data from the report of 2002.

The second sub-indicator concerns the constitutional recognition of freedom of education (10 out of 100).

The FEI 2002 mentioned the countries that recognized constitutionally the freedom of education, however this punctuation did not affect the indicator 1. We have used these data of the FEI 2002 to build the sub-indicator 2.

The third sub-indicator concerns the legal recognition of home-schooling (10 out of 100). The report of 2002 did not include information on home-schooling; because of this we have filled this information with the data from the FEI 2007/08.

The final step to build the indicator 1 of the FEI 2002 is the sum of the three sub-indicators.

For the **Indicator 2** (Public funding for NGS) we have used data from the FEI 2002. The punctuation system was different on the FEI 2002 and the FEI 2016, but the categories remain the same. We have punctuated the categories of the FEI 2002 with the punctuation system of the FEI 2016.

For the **Indicator 3** (Net Enrolment Rate in primary education) we have used the

FREEDOM OF EDUCATION INDEX [FEI] 57

#### GLOBAL

From a global perspective, the mean on the 82 analyzed countries has increased by 3.37 points, from 55.18 to 58.55 points (6.11%). The mean has increased in every region. The region which has showed the biggest increase in its mean between 2002 and 2016 is Africa, where growth has been of 5.3 points (12.68%). The region whose FEI mean has grown the least between 2002 and 2016 is the region of the Arab States, where growth has been of 2.24 points (4.24%).

Europe & North America was the region with the highest freedom of education in 2002 and it is still the region with the highest freedom of education in 2016. If we consider only the 9 countries of Africa that were

data of the report of 2002. However, in some States this information was not available; in such cases we have collected the data from the World Bank Data Base. In the case of Thailand, where there was neither data from World Bank data base nor in our report of 2002, we have used the Gross Enrolment Net in primary education of our previous report of 2007/08.

**Indicator 4** (Percentage of students enrolled in NGS) did not exist in the previous report so we have collected the data from the World Bank Database of 2002.

Finally we have applied to these data the same formula of the Freedom of Education Index 2015:

Indic 1 + (Indic 2 x (1 + Indic 4)) + Indic 3

3.94

considered in the FEI 2002 and the FEI 2016, Africa remains still the region with less freedom of education, although it is the region with the higher increase.

#### AFRICA

The FEI mean in the region has increased by 5.23 points during the analyzed period (from 41.89 points in 2002 to 47.20 points in 2016). Out of the 9 countries whose evolution has been analyzed, 5 have experienced a positive evolution and 4 have had a negative evolution in their FEI scores. The country which has improved its score the most is Angola, with over 23 points (81.23%) of improvement in the FEI between 2002 and 2016 (from 28.93 points to 52.44 points). This high improvement of Angola takes place especially in the indicator which refers to the State's funding of non-governmental schools. Furthermore, there are other countries which have also improved their FEI score. These countries are: Ethiopia, Nigeria, Rwanda, Senegal and the United Republic of Tanzania.

South Africa, Senegal, Kenya and the Democratic Republic of Congo have worsened their results. Especially significant is the case of the Democratic Republic of Congo, which in 2016 got over 16 points less than in 2002, probably due to its violent internal situation.

#### THE ARAB STATES

In the Arab States, the analysis is focused on the 6 countries of which there was data in 2002 and also in

2016. In this region the mean has increased by 2.24 points in the analyzed period (from 45.69 points in 2002 to 47.93 points in 2016). From the analyzed countries in the region, the mean in 2016 is slightly higher than the one of the analyzed countries in Africa.

Four of the analyzed countries (Algeria, Jordan, Lebanon and Morocco) have improved their scores between 2002 and 2016. On the other side, Egypt and Saudi Arabia have worsened their score in the FEI during the analyzed period.

#### ASIA & THE PACIFIC

The analysis on the Asian & the Pacific region concerns 15 countries. In this region, 8 countries have improved their score, 6 have worsened it and one country (Japan) has gotten the same score. The FEI mean in the region has improved, in the analyzed period, by 2.33 points.

Especially significant is the improvement acknowledged by Viet Nam, which improved its FEI score by more than 32 points (140%) between 2002 and 2016, establishing itself lightly over the global mean, but below the regional mean. Pakistan has worsened its score in the FEI by more than 20 points (-29.56%) during the analyzed period, especially due to changes in the funding of NGS policies.

#### EUROPE & NORTH AMERICA

Europe & North America is the region for which more data can be

analyzed. 32 countries which were analyzed in 2002 have been analyzed in 2016. The analysis on the evolution of these countries' score in the FEI shows that the mean in the region has improved from 62.49 points in 2002 to 65.8 points in 2016 (3.31 points), slightly less than the global average improvement during the analyzed period.

In particular, 22 out of the 32 analyzed countries in the region have improved their FEI score between 2002 and 2016. 8 countries have worsened their scores and two more have obtained the same score. Especially relevant is the improvement of Slovakia and Israel, which show an improvement of 27.41 [56.84%] and 25.54 [58.86%] points respectively.

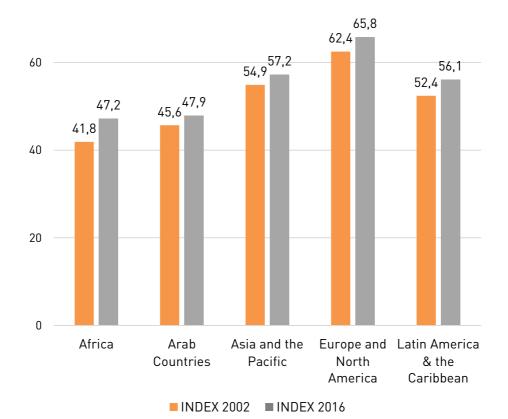
#### LATIN AMERICA & THE CARIBBEAN

Between 2002 and 2016 the regional mean has improved by 3.74 points (from 52.40 in 2002 to 56.14 points in 2016). This improvement means that, in average, freedom of education has improved in Latin America & the Caribbean at a higher rate than it has improved, in average, globally. Comparing the results within the region, from the 29 countries analyzed, 14 have improved their scores in the FEI since 2002. Five countries (Costa Rica, Cuba, Honduras, Nicaragua and Paraguay) have worsened their scores. Among them, Honduras is the country which has worsen the most its score, losing over 14 points in the FEI of 2016 in comparison to the FEI of 2002.

#### Means of the Education Regions

100

80



#### 3.5. HOME-SCHOOLING

Home-schooling is just a little dimension of freedom of education; nevertheless, home-schooling is a good way to assess at what point governments trust their citizens. In this regard, it seems to us very interesting to observe the global tendency of this model of education.

In order to assess the evolution of home-schooling, we have compared the data of the 2016 FEI that concerns home-schooling with the same data used in the elaboration of the 2008 FEI.

However, two factors must be taken into account. First, it was not possible to find data on the situation of home-schooling in all the countries of the FEI 2016. Therefore, we have only compared those countries whose information is available in both editions of the FEI. Second, the methodology of the 2008 FEI was different. In it, the legal home-schooling situation is divided in four categories:

- a) Authorized with minimal supervision
- b) Authorized with strict supervision
- c) Authorized in particular cases

d) Home-schooling is not authorized

In contrast, the methodology of the 2016 FEI is divided in yes / no categories, so we have had to adapt the former Index with the new one. <sup>24</sup>

As it is possible to deduce from the data, home-schooling is currently an increasing phenomenon. It has grown globally since 2008, with the exception of the African group where Zimbabwe, one of the two countries

- In cases where the country still uses the same educational law and there has not been any important legislative modification in the domain of homeschooling, we keep the categorization of the 2008 FEI.
- In those cases where there is a regulatory gap, we have categorized it as yes.
- In those situations were homeschooling was authorized only in particular cases, we categorized it as no, unless this particular reason enables a considerable number of families to home-school their children.
- In the cases that were not clear, we have decided considering several factors: the previous report commentary on this regard, the current legislation in the country and the amount of homeschooled children.

<sup>&</sup>lt;sup>24</sup> The criteria we have used to determine the new categorization of the 2008 FEI are the following:

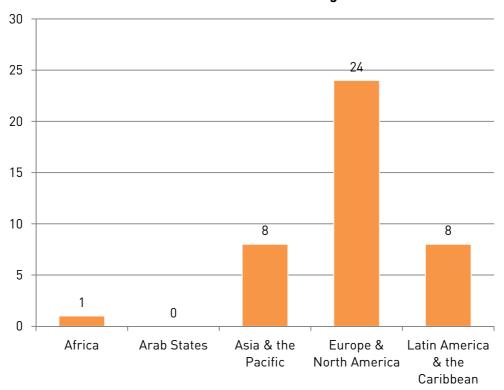
that authorized it in 2008, has forbidden it recently.

At the regional level, the Arab States group remains in the same situation, where none of the countries have authorized it. The Asia & the Pacific group also stays the same, with 8 authorizing countries.

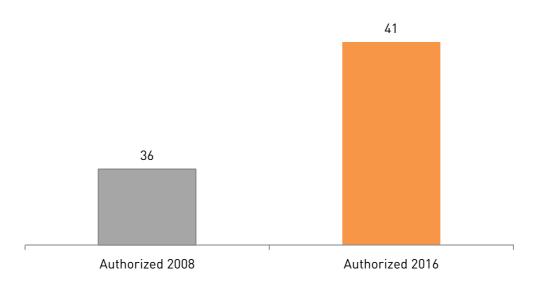
On the contrary, the Europe & North America and the Latin America & the Caribbean group show a significant increase in the number of countries that regulate in some way this model of education. The first group goes from 21 to 24 authorizing countries, and the second from 5 to 8.

To sum up, from 2008 to 2016, 17 countries have changed their homeschooling legal status. Most of them have gone from banning it to allowing it, such as Bolivia, Honduras, Iceland, Israel, Jamaica, Luxembourg and Mexico. However, 6 countries have experienced the opposite modification, like Turkey, Sweden, Spain, Peru, Nicaragua and Zimbabwe.

#### Authorized home-schooling 2016



#### Evolution 2008 - 2016





## 4. CONCLUSIONS

In 2016, OIDEL developed the Freedom of Education Index with the aim to observe the situation of each country in the world. This report contained information on 136 countries covering 94% of the population. This new report does not pretend to update the 2016 FEI but rather to observe the evolution and trends of freedom of education, as well as to compare the data of the previous reports with indicators that have a direct relation with education, such as governance indicators or PISA.

The aim of the report is to verify hypotheses through significant statistical correlations. In short, it hopes to contribute to base educational policies on evidences, as set out in Education 2030 (UNESCO, 2015, p. 64). Also, this research is an opportunity to show that civil society is able to producing quality research that helps governments to manage the educational system, based on objective criteria.

From a global perspective we can observe that the regions having better results of the FEI are Europe & North America region, followed by the Asian & Pacific region, and then the Latin America & the Caribbean region. The region with less freedom is the Arab regions. Regionally, we can highlight that among the countries of the European region all those in Western and Northern Europe are above the mean. In the region Latin America & the Caribbean there is no country above the worldwide mean from the Caribbean.

One of the most intense discussions in the political debate concerns the public funding for non-governmental schools. This funding is essential to quarantee parental rights as well as equity.

74% of the countries assessed in the Freedom of Education Index provide some sort of public funding to NGS. 6% of the countries cover all costs of NGS including investment costs.

From a regional perspective we can highlight that the regions that offer less public funding to NGS are the ones in Africa and Arab Regions. Nevertheless, in Uganda and in Cameroon the State provides public funds to cover the salaries of the teachers of NGS. Europe & North America is the region where NGS receive more public funding; only 19% of the countries do not provide any financial aid, and in 60% of the States the financial aid of the NGS covers at least the salaries of teachers.

As we have said previously, freedom of education is recognized in the Article 26.3 of the Declaration of Human Rights and in the Articles 13.3 and 13.4 of the International Covenant on Economic, Social and Cultural Rights.

Most of the countries that consider importance to ESCR have generally ratified the Optional Protocol on ICESCR.

Comparing the countries that have ratified the Optional Protocol to the International Covenant on ESCR we have observed that among them only 5 out of 19 are below the worldwide FEI mean. Also, it must be underlined that 8 out of these 19 countries are from the EU and are all above the global mean.

We have compared the effect that the Convention against Discrimination in Education has. This Convention does not seem to have a strong effect on freedom of education. Actually, 45 out of 87 countries that ratified it are below the FEI mean. Regionally, the means of the countries which ratified the CADE in Europe & North America, Latin America & the Caribbean and Africa are higher than those that have not.

We have assessed the effect of human rights international instruments through the World Program for Human Rights Education. The method we have used to assess the commitment of the States has been through the submission of national reports regarding the 1st phase of the program. Globally, it does not seem to have any influence on the result of the FEI. Nevertheless, from a regional perspective it seems that in the regions of the Arab States and Latin America & the Caribbean there might be a relationship between the submission of the report and the FEI results.

Freedom of education can help estimate the quality of democracies, as it signals the trust of the governments towards citizens and civil society. In

this regard, we have assessed the relationship between the FEI and three important indicators to observe if there are significant correlations.

### Firstly, we can observe a strong relationship between the Democracy Index elaborated by *The Economist* and the FEI.

Regionally we can observe a significant positive correlation between these two variables in the Arab States, Asia & the Pacific and Latin America & the Caribbean.

Secondly, we have crossed the FEI with the Freedom in the World (FIW). We also have crossed our Index (FEI) with the two sub-categories of the FIW. We can observe a significant positive correlation between the FEI and the FIW and its two sub-categories. Moreover, we can highlight that regionally this correlation is also observed in the regions Arab States, Asia & the Pacific and Latin America & the Caribbean.

Thirdly, we have crossed the data of the FEI and the Worldwide Governance Indicators (WGI) of the World Bank. From a global perspective we can observe the existence of a positive tendency with a significant correlation between these two variables. This correlation is remarkable especially in the regions Asia & Pacific and Europe & North America. We can affirm that there is a strong relationship between strong democracies and free societies and freedom of education.

Concerning constitutional recognition of freedom of education, 63% of the countries assessed recognize freedom of education. There is a difference of 4.8 points between the countries that recognize freedom of education in their Constitution and those that do not.

The Organization for Economic Co-operation and Development (OCDE) has produced an indicator to measure social cohesion. We have compared this indicator with the FEI.

The conclusion we have reached after mixing these two variables is that we cannot affirm, as some say, that freedom of education has a negative effect on social cohesion.

Actually, we can observe a positive tendency between freedom of education and the trust indicator. Nevertheless, the correlation between these two variables is not significant.

The last edition of PISA was published on the 6<sup>th</sup> of December 2016. Our aim was to analyze if a higher implication of the civil society and parents in the

educational systems through freedom of education policies had an impact on the performance of the students. Indeed, we can observe a positive tendency between FEI and PISA. Moreover, with a 5% level of significance, the countries with a higher FEI punctuation have on average higher results in PISA than countries with a lower FEI punctuation.

Most of the debates concerning freedom of education concern the NGS funding. One classical argument in the political sphere is that the implementation of a freedom approach in educational policies implies an increase on public expenditure. However, if we cross the results of the FEI with the percentage of public spending on education, the tendency between these two indicators is negative. Moreover, there is no correlation between these two variables, neither at the regional level. Therefore we cannot affirm that the development of freedom of education implies an increase in public funding.

If we observe the evolution of freedom of education of the last 14 years we will observe that freedom of education has increased globally. The region where there has been a biggest increase of freedom of education is Africa, where it has increased by 5.23 points. The countries where there have been the biggest improvements are Angola, Slovakia, Israel, Peru, Guatemala and Viet Nam.

Moreover, the public funding of NGS globally has improved. Nevertheless, there have been 15 countries that have diminished the public funding for NGS. The biggest trend in the world is from countries that did not provide any funding, that now have started to provide some low or bad defined funding to NGS. The second global trend concerns countries that used to fund only the salaries of the teachers and now also fund operating costs.

The bad news is that the number of countries funding all the costs including investment costs have decreased from 10 to 7.

In all the educational regions the situation has improved, with the exception of the Arab States where it stays the same. In Asia & the Pacific, now there is only one country not providing any kind of public funding to NGS, while the rest of the countries provide some kind of public funding to NGS.

In the region Europe & North America there has been an increase of the number of countries that fund operational costs and salaries of the teachers.

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#### **GLOSSARY**

**ICESCR:** *International Covenant on Economic, Social and Cultural Rights.* This human rights treaty was adopted in 1966 and it commits its parties to guarantee economic, social and cultural rights.

**CADE:** Convention Against Discrimination in Education. The Convention against Discrimination in Education (hereinafter CADE) was adopted in 1960 and entered into force in 1962. It defines what is and what is not considered to be discrimination and compels States parties to eradicate any measures that could constitute any form of discrimination.

ESCR: Economic, Social and Cultural Rights.

FEI: Freedom of Education Index. The Freedom Education Index is a report.

HDI: Human Development Index.

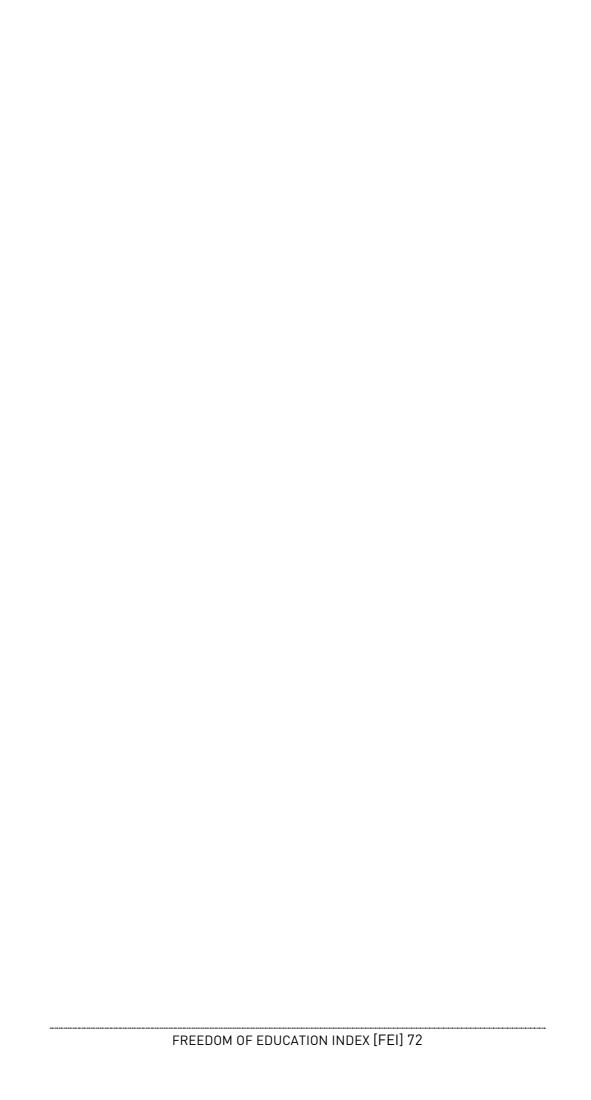
**NGS**: *Non-Governmental School*. The non-governmental schools are not part of the governmental school system.

**OP:** The Optional Protocol to the International Covenant on Economic, Social and Cultural Rights. The Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (hereinafter OP) was adopted on 2008 and entered into force in 2013. Its main objective is to establish a complaints mechanism for victims of States' violations of the ICESCR.

**PISA**: Programme for International Student Assessment. The Programme for International Student Assessment is a triennial international survey which aims to evaluate education systems worldwide by testing the skills and knowledge of 15-year-old students. Students are assessed in science, mathematics, reading, collaborative problem solving and financial literacy.<sup>25</sup>

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<sup>&</sup>lt;sup>25</sup> http://www.oecd.org/pisa/aboutpisa/ available le 23 octobre 2017



In 2016, OIDEL and the Novae Terrae Foundation developed the first Freedom of Education Index (FEI) in a report which provided information on 136 countries, covering 94% of the world's population. The present report is not an update of the previous one, but rather it aims to compare the FEI with selected indicators of the education system or which have a direct relationship with education like governance indicators or PISA.

The purpose was to verify the hypotheses we had made by establishing significant statistical correlations. It was in fact to contribute to found education policies on evidence, as stated in Education 2030. It also seeks to demonstrate the capacity of civil society to produce quality research that helps governments to manage the education system on solid foundations.

