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# A systematic review and meta-analysis of the impact of the COVID-19 pandemic on learning

Bastian A. Betthäuser<sup>1-4</sup>, Anders M. Bach-Mortensen<sup>3</sup>, Per Engzell<sup>4-6</sup>

How has the COVID-19 pandemic affected learning progress among school-age children? A growing number of studies address this question, but findings vary depending on context. We conduct a pre-registered systematic review, quality appraisal and meta-analysis of 42 studies across 15 countries to assess the magnitude of the effect of the pandemic on learning. We find a substantial overall learning deficit (Cohen's d = -0.14, 95% c.i. -0.17, -0.10), which arose early in the pandemic and persists over time. Forgone learning is particularly large among children from low socio-economic backgrounds. It is also larger in math than in reading, and in middle-income countries, relative to high-income countries. There is a lack of evidence on learning progress during the pandemic in low-income countries. Future research should address this evidence gap and avoid the common risks of bias that we identify.

-he COVID-19 pandemic has led to one of the largest dis-1 ruptions to learning in history. To a large extent this 2 is due to school closures, which are estimated to have af-3 fected 95 percent of the world's student population.<sup>1</sup> But 4 even when face-to-face teaching resumed, instruction has of-5 ten been compromised by hybrid teaching, and by children 6 or teachers having to quarantine and miss classes. The ef-7 fect of limited face-to-face instruction is likely compounded 8 by the pandemic's consequences for children's out-of-school 9 learning environment, as well as their mental and physi-10 cal health. Lockdowns have restricted children's movement 11 and their ability to play, meet other children, and engage in 12extra-curricular activities. Children's well-being and fam-13 ily relationships have also suffered due to economic uncer-14 tainties and conflicting demands of work, care and learn-15 ing. These negative consequences can be expected to be 16 most pronounced for children from low socio-economic fam-17ily backgrounds, exacerbating pre-existing educational in-18 equalities. 19

It is critical to understand how the COVID-19 pandemic 20 21 has affected children's learning progress. We use the term 'learning deficit' to encompass both a delay in expected 22 learning progress, as well as a loss of skills and knowledge 23 already gained. The COVID-19 learning deficit is likely to 24 affect children's life chances through their education and la-25bor market prospects. At the societal level, it can have im-26 portant implications for growth, prosperity, and social cohe-27 sion. As policy-makers across the world are seeking to limit 28 further learning deficits and to devise policies to recover 29 learning deficits that have already been incurred, assessing 30 the current state of learning is crucial. A careful assessment 31 of the COVID-19 learning deficit is also necessary to weigh 32 the true costs and benefits of school closures. 33

A number of narrative reviews have sought to summarize the emerging research on COVID-19 and learning, mostly focusing on learning progress relatively early in the pandemic.<sup>2,3,4,5,6</sup> Moreover, two reviews harmonized and syn-

thesized existing estimates of the effect of the pandemic 38 on learning progress.<sup>7,8</sup> In line with the narrative reviews, 39 these two systematic reviews find a statistically significant 40 negative effect of the pandemic on learning. However, this 41 finding is based on a relatively small number of studies (18 42and 10 studies respectively). The limited evidence that was 43 available at the time these reviews were conducted also pre-44cluded them from meta-analyzing variation in the magni- $^{45}$ tude of learning deficits over-time and across subjects, dif-46 ferent groups of students, or country contexts. 47

In this paper, we conduct a comprehensive systematic re- $^{48}$ view and meta-analysis of the evidence on COVID-19 learn- $^{49}$ ing deficits two and a half years into the pandemic. Our 50meta-analysis contributes to the existing research in two 51 ways. First, we present a rigorous description and appraisal 52of the up-to-date body of evidence and its geographic reach 53 and quality. More specifically, we ask (a) What is the state 54of the evidence, in terms of the available peer-reviewed re-55search and gray-literature, on the effect of the COVID-19 56pandemic on learning?, (b) Which countries are represented 57 in the available evidence?, and (c) What is the quality of 58the existing evidence? 59

Our second contribution is to harmonize, synthesize and 60 meta-analyze the existing evidence, with special attention to 61 variation across different sub-populations and country con-62 texts. Based on the identified studies, we ask (d) What is 63 the magnitude of the overall effect of the COVID-19 pan-64 demic on learning?, (e) How has the magnitude of the learn-65 ing deficit evolved since the beginning of the pandemic?, (f) 66 To what extent has the pandemic reinforced inequalities be-67 tween children from different socio-economic backgrounds? 68 (g) Are there differences in the magnitude of the learning 69 deficit between subject domains (math and reading) and 70 between grade levels (primary and secondary)?, and (h) To 71what extent does the effect of the pandemic on learning 72 progress vary across countries with different income levels? 73 Below, we report our answers to each of these questions in 74 turn. 75

#### The state of the evidence

Our systematic review identified 42 studies on the effect of the COVID-19 pandemic on learning. As shown in Fig. 1, 78

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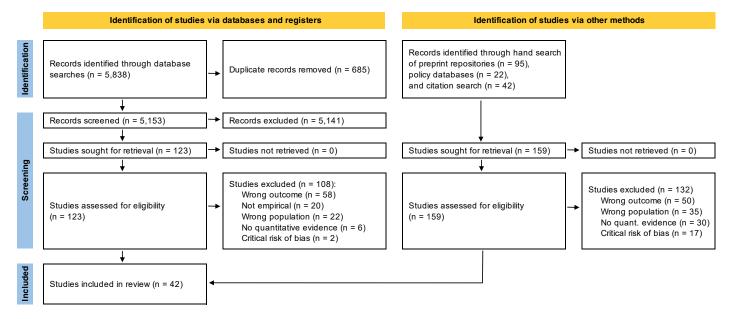


Figure 1: Study identification and selection process (PRISMA flow diagram)

the initial literature search resulted in 5,153 hits after re-79 moval of duplicates. All studies were double-screened by 80 the first two authors. Studies had to use a measure of learn-81 ing that can be standardized (using Cohen's d) and base 82 their estimates on empirical data collected since the onset 83 of the COVID-19 pandemic (rather than making projections 84 based on pre-COVID-19 data). The formal database search 85 process identified 15 eligible studies. We also hand-searched 86 relevant preprint repositories (n = 95) and policy databases 87 (n = 22). Further, to ensure that our study selection was 88 as up-to-date as possible, we conducted two full forward 89 and backward citation searches of all included studies on 90 February 15, 2022, and on August 8, 2022 (n = 42). The 91 citation and preprint hand-searches allowed us to identify 92 27 additional eligible studies, resulting in a total of 42 stud-93 ies. Most of these studies were published after the initial 94 database search, which illustrates that the body of evidence 95 continues to expand. Most studies provide multiple esti-96 mates of COVID-19 learning deficits, separately for math 97 and reading and for different school grades. The number of 98 estimates (n = 192) is therefore larger than the number of 99 included studies (n = 42). 100

The geographic reach of the evidence is limited. Ta-101 ble 1 shows all included studies and estimates of COVID-19 102 learning deficits (in brackets), grouped by country. 15 coun-103 tries are represented: Australia, Belgium, Brazil, Colom-104 bia, Denmark, Germany, Italy, Mexico, the Netherlands, 105 South Africa, Spain, Sweden, Switzerland, the United King-106 dom and the United States. About half of the estimates 107 (n = 149) are from the United States, 58 are from the United 108 Kingdom, a further 70 are from other European countries, 109 and the remaining 14 estimates are from Australia, Brazil, 110 Colombia, Mexico, and South Africa. As this list shows, 111 there is a strong over-representation of studies from high-112 income countries, a dearth of studies from middle-income 113 countries, and no studies from low-income countries. This 114

skewed representation should be kept in mind when interpreting our synthesis of the existing evidence on COVID-19 learning deficits.

The quality of evidence is mixed. We assessed the qual-118 ity of the evidence using an adapted version of the Risk Of 119 Bias In Non-randomized Studies of Interventions (ROBINS-120 I) tool.<sup>50</sup> More specifically, we analyzed the risk of bias of 121 each estimate from confounding, sample selection, classifi-122 cation of treatments, missing data, the measurement of out-123 comes, and the selection of reported results. The second au-124thor performed the risk of bias assessments, which were in-125dependently checked by the first and third author. We then 126 assigned each estimate an overall risk of bias rating (low, 127 moderate, serious, or critical) based on the estimate and 128 domain with the highest risk of bias. In line with ROBINS-129 I guidance, we excluded all studies rated 'critical' (n=19)130 from our meta-analysis.<sup>50</sup> Table S2 provides an overview of 131 these studies as well as the main potential sources of risk of 132 bias. 133

Fig. 2A shows the distribution of all studies of COVID-134 19 learning deficits according to their risk of bias rating 135 separately for each domain (top six rows), as well as the 136 distribution of studies according to their overall risk of bias 137 rating (bottom row). The overall risk of bias was considered 138 'low' for 15% of studies, 'moderate' for 30% of studies, 'seri-139 ous' for 25% of studies, and 'critical' for 30% of studies. As 140shown in Fig. 2A, common sources of potential bias were 141 confounding, sample selection, and missing data. The likely 142consequence of these sources of bias is an underestimation 143 of COVID-19 learning deficits. Studies rated at risk of con-144 founding typically compared only two time points, without 145 accounting for longer time trends in learning progress. The 146 main causes of selection bias were the use of convenience 147 samples and/or insufficient consideration of self-selection by 148schools or students. Several studies found evidence of selec-149 tion bias, often with students from a low socio-economic 150

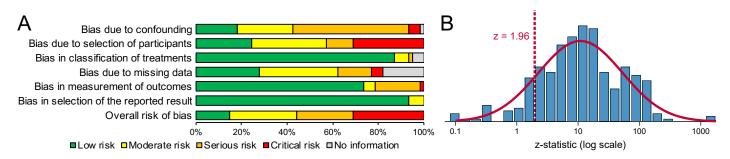


Figure 2: Risk of bias and publication bias. (A) Domain-specific and overall distribution of studies of COVID-19 learning deficits by risk of bias rating using ROBINS-I; includes studies rated to be at critical risk of bias (n = 19), which were excluded from the meta-analysis in line with ROBINS-I guidance; (B) z-curve: Distribution of the z-scores of all estimates included in the meta-analysis (n=291) to test for publication bias. The dotted line indicates z = 1.96 (p = 0.05), the conventional threshold for statistical significance. The overlaid curve shows a normal distribution. The absence of a spike in the distribution of the z-scores just above the threshold for statistical significance and the absence of a slump just below it indicate an absence of evidence for publication bias.

Table 1: Studies and estimates by country

| Country                | Studies   |  |
|------------------------|---|--|
| Australia [4]          | Gore et al. 2021 $[4]^9$  |  |
| Belgium [4]            | Gambi and De Witte 2021 $[2]$ , <sup>10</sup><br>Maldonado and De Witte 2021 $[2]^{11}$   |  |
| Brazil [2]             | Lichand et al. 2022 $[2]^{12}$  |  |
| Colombia [2]           | Vegas 2022 $[2]^{13}$   |  |
| Denmark [7]            | Birkelund et al. 2021 $[7]^{14}$  |  |
| Germany [9]            | Depping et al. 2021 [4], <sup>15</sup> Ludewig et al. 2022 [1], <sup>16</sup> Schult et al. 2022a [2], <sup>17</sup> Schult et al. 2022b [2] <sup>18</sup>  |  |
| Italy [11]             | Bazoli et al. 2022 [6], <sup>19</sup> Borgonovi and<br>Ferrara 2022 [4], <sup>20</sup> Contini et al. 2022 $[1]^{21}$   |  |
| Mexico [2]             | Hevia et al. 2022 $[2]^{22}$  |  |
| Netherlands [27]       | Engzell et al. 2021 [8], <sup>23</sup> Haelermans 2021<br>[2], <sup>24</sup> Haelermans et al. 2021 [2], <sup>25</sup><br>Haelermans et al. 2022 [9], <sup>26</sup> Schuurman<br>et al. 2021 [6] <sup>27</sup>  |  |
| South Africa [2]       | Ardington et al. 2021 $[2]^{28}$  |  |
| Spain [3]              | Arenas and Gortazar 2022 $[3]^{29}$   |  |
| Sweden [9]             | Hallin et al. 2022 $[9]^{30}$   |  |
| Switzerland [2]        | Tomasik et al. 2020 $[2]^{31}$  |  |
| United Kingdom<br>[58] | Blainey et al. 2021a $[12]$ , <sup>32</sup> Blainey et al.<br>2021b $[12]$ , <sup>33</sup> Blainey et al. 2021c $[12]$ , <sup>34</sup><br>Department for Education 2021a $[6]$ , <sup>35</sup><br>Department for Education 2021b $[2]$ , <sup>36</sup> GL<br>Assessment 2021 $[4]$ , <sup>37</sup> Rose et al. 2021a<br>[2], <sup>38</sup> Rose et al. 2021b $[4]$ <sup>39</sup> Weidman et<br>al. 2021 $[4]$ <sup>40</sup> |  |
| United States<br>[149] | Domingue et al. 2021a $[8]$ , <sup>41</sup> Domingue et<br>al. 2021b $[4]$ , <sup>42</sup> Kogan and Lavertu 2021a<br>[1], <sup>43</sup> Kogan and Lavertu 2021b $[9]$ , <sup>44</sup><br>Kozakowski et al. 2021 $[12]$ , <sup>45</sup> Kuhfeld<br>and Lewis 2022 $[48]$ , <sup>46</sup> Lewis et al. 2021<br>[12], <sup>47</sup> Locke et al. 2021 $[14]$ , <sup>48</sup> Pier et al.<br>2021 $[25]$ , <sup>49</sup>       |  |

*Note:* Countries and corresponding studies on COVID-19 learning deficits. The number of estimates are shown in brackets, by country (left) and study (right). Full references are indicated by superscript and listed in the bibliography.

background or schools in deprived areas being underrepre-151 sented after (as compared to before) the pandemic, but this 152 was not always adjusted for. Some studies also reported a 153 higher amount of missing data post-pandemic, again gener-154ally without adjustment, and several studies did not report 155 any information on missing data. For an overview of the 156risk of bias ratings for each domain of each study see see 157 Fig. S2, Table S1 and Table S2. 158

No evidence of publication bias. Publication bias can 159 occur if authors self-censor to conform to theoretical expec-160 tations, or if journals favor statistically significant results. 161 To mitigate this concern, we include not only published pa-162 pers, but also unpublished working papers and 'gray liter-163 ature', such as policy reports. Moreover, Fig. 2B tests for 164 publication bias by showing the distribution of z-statistics 165for the effect size estimates of all identified studies. The 166 dotted line indicates z = 1.96 (p = 0.05), the conventional 167 threshold for statistical significance. The overlaid curve 168 shows a normal distribution. If there was publication bias, 169 we would expect a spike just above the threshold, and a 170 slump just below it. There is no indication of this. More-171 over, we do not find a left-skewed distribution of *p*-values 172(see *p*-curve in Fig. S3A), or an association between es-173 timates of learning deficits and their standard errors (see 174 funnel plot in Fig. S3B) that would suggest publication 175 bias. Publication bias does thus not appear to be a major 176 concern. 177

#### Results

Having assessed the quality of the existing evidence, we now 179 present the substantive results of our meta-analysis, focusing on the magnitude of COVID-19 learning deficits and on 181 the variation in learning deficits over time, across different 182 groups of students, and across different country contexts. 183

178

The COVID-19 pandemic led to substantial learn-184 ing deficits. Fig. 3 shows the effect sizes that we extracted 185 from each study (averaged across grades and learning sub-186 ject) as well as the pooled effect size (red diamond). Effects 187 are expressed in standard deviations, using Cohen's d. Esti-188 mates are pooled using inverse variance weights. The pooled 189 effect size across all studies is d = -0.14. Under normal cir-190 cumstances, students generally improve their performance 191

| Study  | Effect<br>with 9                |                        | Weight<br>(%) |
|--|---------------------------------|------------------------|---------------|
| Ardington et al. 2021  |                                 | 74, -0.55]             | . ,           |
| Hevia et al. 2022  | -0.54 [ -0.                     | -                      |               |
| Lichand et al. 2022  | -0.31 [ -0.                     | -                      |               |
| Kogan and Lavertu 2021b  | -0.24 [ -0.                     | -                      |               |
| Kogan and Lavertu 2021a  | -0.23 [ -0.                     |                        |               |
| Schuurman et al. 2021  | -0.22 [-0.                      | 45, 0.01]              | 1.27          |
| Gambi and De Witte 2021  | -0.22 [ -0.                     | 35, -0.09]             | 1.95          |
| GL Assessment 2021   | -0.22 [ -0.                     | 23, -0.20]             | 2.54          |
| Blainey et al. 2021b   | -0.19 [ -0.                     | 21, -0.17]             | 2.53          |
| Rose et al. 2021b  | -0.19 [ -0.                     | 24, -0.14]             | 2.44          |
| Contini et al. 2022  | -0.19 [ -0.                     | 29, -0.09]             | 2.12          |
| Maldonado and De Witte 2021  | -0.18 [ -0.                     | 32, -0.04]             | 1.88          |
| Haelermans et al. 2022   | -0.17 [ -0.                     | 20, -0.14]             | 2.50          |
| Department for Education 2021b   | -0.17 [ -0.                     | 19, -0.15]             | 2.52          |
| Bazoli et al. 2022   |                                 | 24, -0.08]             | 2.27          |
| Rose et al. 2021a  | -0.16 [ -0.                     | 20, -0.11]             | 2.44          |
| Haelermans et al. 2021   | -0.15 [ -0.                     | 16, -0.14]             | 2.54          |
| Locke et al. 2021  | -0.14 [ -0.                     | 20, -0.08]             | 2.40          |
| Ludewig et al. 2022  | -0.14 [ -0.                     | 20, -0.08]             | 2.39          |
| Bielinski et al. 2021  | -0.14 [ -0.                     |                        |               |
| Kuhfeld and Lewis 2022   | -0.14 [ -0.                     |                        |               |
| Pier et al. 2021   | -0.14 [ -0.                     | 19, -0.08]             | 2.41          |
| Kozakowski et al. 2021   | -0.13 [ -0.                     |                        |               |
| Vegas 2022   | -0.12 [ -0.                     | -                      |               |
| Blainey et al. 2021c   | -0.12 [ -0.                     |                        |               |
| Department for Education 2021a   | <b>-</b> 0.11 [ -0.             | -                      |               |
| Lewis et al. 2021  | -0.10 [ -0.                     | -                      |               |
| Domingue et al. 2021b  | -0.09 [ -0.                     | -                      |               |
| Haelermans 2021  | -0.09 [ -0.                     | -                      |               |
| Domingue et al. 2021a  | -0.08 [ -0.                     |                        |               |
| Tomasik et al. 2020  | -0.07 [ -0.                     | -                      |               |
| Engzell et al. 2021  | -0.07 [ -0.                     |                        |               |
| Schult et al. 2022a  | -0.07 [ -0.                     | -                      |               |
| Blainey et al. 2021a   | -0.06 [ -0.                     | -                      |               |
| Schult et al. 2022b  | -0.04 [ -0.                     | -                      |               |
| Arenas and Gortazar 2022   | -0.04 [ -0.                     | -                      |               |
| Borgonovi and Ferrara 2022   | -0.04 [ -0.                     |                        |               |
| Weidman et al. 2021  |                                 | -                      |               |
| Depping et al. 2021<br>Birkelund et al. 2021   |                                 | 02, 0.02]              |               |
| Gore et al. 2021   |                                 | 01, 0.03]              |               |
| Hallin et al. 2022   |                                 | 03, 0.11]<br>04, 0.09] |               |
|  | -                               | -                      | 2.52          |
| Overall  | <ul><li>◆ -0.14 [ -0.</li></ul> | 17, -0.10]             |               |
| Heterogeneity: $\tau^2 = 0.01$ , $l^2 = 99.94\%$ , $H^2 = 1656.43$<br>Text of $\theta = \theta$ : $Q(41) = 112820.48$ , $p = 0.00$ | 1                               |                        |               |
| Test of $\theta_i = \theta_i$ : Q(41) = 112830.48, p = 0.00<br>Test of $\theta$ = 0: z = -7.29, p = 0.00                           |                                 |                        |               |
| 1631 01 0 = 0. 2 = -1.29, p = 0.00   | 8642 0 .2                       |                        |               |
| Desides effects DENII model  |                                 |                        |               |

Figure 3: Forest plot showing individual estimates by study (n=42, averaged across subjects and grade levels), and the overall effect size estimate, pooled using inverse variance weights and a random-effects model. Effect sizes are expressed in standard deviations, using Cohen's <math>d, with 95% confidence intervals, and are sorted by magnitude.

<sup>192</sup> by around 0.4 standard deviations per school year.<sup>51, 52, 53</sup> <sup>193</sup> Thus, the overall effect of d = -0.14 suggests that students <sup>194</sup> lost out on 0.14/0.4, or about 35%, of a school year's worth <sup>195</sup> of learning. On average, the pandemic has led to a substan-<sup>196</sup> tial learning deficit.

Learning deficits arise early in the pandemic and 197 persist over time. One may expect that children were 198 able to recover learning that was lost early in the pandemic, 199 after teachers and families had time to adjust to the new 200 learning conditions, and structures for online learning and 201 for recovering early learning deficits were set up. However, 202 existing research on teacher strikes in Belgium<sup>54</sup> and Ar-203 gentina,<sup>55</sup> shortened school years in Germany,<sup>56</sup> and dis-204 ruptions to education during World War II<sup>57</sup> suggests that 205learning deficits are difficult to compensate and tend to per-206 sist in the long run. 207

Fig. 4 plots the magnitude of estimated learning deficits (on the vertical axis) by the date of measurement (on the horizontal axis). The color of the circles reflects the rele-

vant country, the size of the circles indicates the sample size 211 for a given estimate, and the line displays a linear trend. 212 The figure suggests that learning deficits opened up early 213 in the pandemic and have neither closed nor substantially 214widened since then. This would mean that efforts by chil-215 dren, parents, teachers, and policy-makers to adjust to the 216 changed circumstance have been successful in preventing 217further learning deficits, but so far have been unable to re-218 verse them. As shown in Fig. S6, the pattern of persistent 219 learning deficits also emerges when we restrict our analysis 220 to the three countries for which we have a relatively large 221number of estimates at different time points: The United 222 States, the United Kingdom and the Netherlands. However, 223 it is important to note that estimates of learning deficits are 224 based on distinct samples of students and future research 225 should continue to follow the learning progress of cohorts 226 of students affected by the COVID-19 pandemic to reveal 227 how learning deficits of these cohorts develop in different 228 countries. 229

Socio-economic inequality in education increased 230 during the pandemic. Existing research on the develop-231 ment of learning gaps during summer vacations,<sup>58,59</sup> dis-232 ruptions to schooling during the Ebola outbreak in Sierra 233 Leone and Guinea,<sup>60</sup> and the 2005 earthquake in Pakistan,<sup>61</sup> 234 shows that the suspension of face-to-face teaching can in-235crease educational inequality between children from differ-236 ent socio-economic backgrounds. The effect of the COVID-237 19 pandemic on learning progress is likely to have been par-238 ticularly pronounced for children from low socio-economic 239 backgrounds. These children have been more affected by 240school closures than children from more advantaged back-241grounds.<sup>62</sup> Moreover, they are likely to be disadvantaged  $^{242}$ with respect to their access and ability to use digital learn-243 ing technology, the quality of their home learning environ-244ment, the learning support they receive from teachers and 245parents, and their ability to study autonomously.<sup>63, 64, 65</sup> 246

Most studies we identify examine the effect of the pan-247 demic on socio-economic inequality, attesting to the impor-248 tance of the issue. Because studies use different measures of 249socio-economic background (e.g., parental income, parental 250 education, free school meal eligibility, neighborhood disad-251vantage), pooling the estimates is not possible. Instead, 252we code all estimates according to whether they indicate a 253positive, negative, or no effect of the pandemic on learning 254 inequality. Fig. 5 displays this information. Estimates that 255indicate an increase in inequality are shown on the right, 256those that indicate a decrease on the left, and those that 257suggest no change in the middle. Squares represent esti-258mates on the effect of the pandemic on inequality in reading 259performance, and circles represent estimates on the effect of 260 the pandemic on inequality in math performance. The shad-261 ing represents when in the pandemic educational inequality 262 was measured, differentiating between the first, second and 263 third year of the pandemic. Estimates are also arranged 264horizontally by grade level. A large majority of estimates 265 indicate an increase in educational inequality between chil-266 dren from different socio-economic backgrounds. This holds 267 for both math and reading, across primary and secondary 268

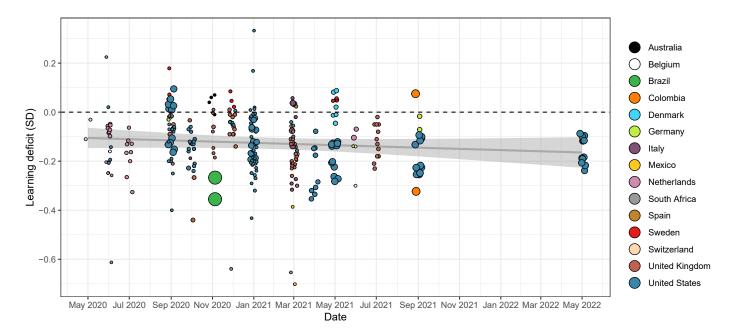


Figure 4: Estimates of COVID-19 learning deficits (n=291), by date of measurement. The horizontal axis displays the date on which learning progress was measured. The vertical axis displays estimated learning deficits, expressed in standard deviations using Cohen's d. The color of the circles reflects the respective country, the size of the circles indicates the sample size for a given estimate, and the line displays a linear trend with a 95% confidence interval.

education, at each stage of the pandemic, and independently of how socio-economic background is measured.

Learning deficits are larger in math than in reading. Available research on summer learning deficits,<sup>58,66</sup> student absenteeism,<sup>67,68</sup> and extreme weather events,<sup>69</sup> suggests that learning progress in mathematics is more dependent on formal instruction than in reading. This might

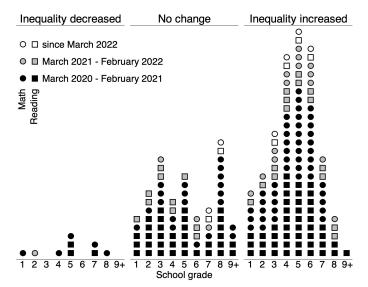


Figure 5: Harvest plot summarizing the evidence on the effect of the pandemic on educational inequality between students from different socio-economic backgrounds. Each circle/square refers to one estimate of over-time change in inequality in math/reading performance (n=211). Estimates that find a decrease/no change/increase in inequality are grouped on the left/middle/right. Within these categories, estimates are ordered horizontally by school grade. The shading indicates when in the pandemic a given measure was taken.

be due to parents being better equipped to help their chil-276 dren with reading, and children advancing their reading 277 skills (but not their math skills) when reading for enjoy-278 ment outside of school. Fig. 6A shows that similar to earlier 279 disruptions to learning, the estimated COVID-19 learning 280 deficits are larger for math than for reading (mean differ-281 ence  $\delta = -0.07$ , t = -4.03, p = 0.000). This difference 282 is statistically significant and robust to dropping estimates 283 from individual countries (see Fig. S9). 284

No evidence that learning deficits vary across grade 285levels. One may expect learning deficits to be smaller for 286 older than for younger children, as older children may be 287 more autonomous in their learning and better able to cope 288 with a sudden change in their learning environment. Fig. 6B289 shows that, contrary to expectation, we find no evidence of 290 a marked difference in the learning deficits between younger 291 and older students (mean difference  $\delta = 0.01$ , t = 0.58, p =292 0.565). Note, however, that secondary students were sub-293 ject to longer school closures in some countries, such as Den-294 mark,<sup>14</sup> based partly on the assumption that they would be 295 better able to learn from home. This may have offset any 296 advantage that older children would otherwise have had in 297 learning from home. 298

Learning deficits are larger in poorer countries. Low 299 and middle-income countries were already struggling with 300 a learning crisis before the pandemic. Despite large ex-301 pansions of the proportion of children in school, children 302 in low and middle-income countries still perform poorly by 303 international standards, and inequality in learning remains 304 high.<sup>70,71,72</sup> The pandemic is likely to deepen this learning 305 crisis and to undo past progress. Schools in low- and middle-306 income countries have not only been closed for longer, but 307

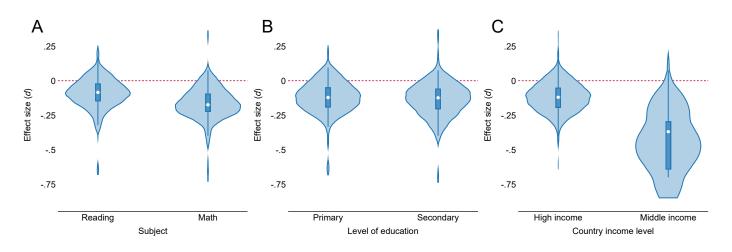


Figure 6: Variation in estimates of COVID-19 learning deficits (n=291) across individual- and country-level characteristics: (A) Learning subject (reading vs. math), (B) Level of education (primary vs. secondary), and (C) Country income level (high vs. middle). Each violin plot shows the distribution of COVID-19 learning deficit estimates for the respective subgroup, with the box marking the interquartile range and the white circle denoting the median.

have also had fewer resources to facilitate remote learning.<sup>73,74</sup> Moreover, the economic resources, ICT equipment and ability of children, parents, teachers, and governments to support learning from home are likely to be lower in lowand middle-income countries.<sup>75</sup>

As discussed above, most evidence on COVID-19 learn-313 ing deficits comes from high-income countries. We found 314 no studies on low-income countries that met our inclusion 315 criteria, and evidence from middle-income countries is lim-316 ited to Brazil, Colombia, Mexico, and South Africa. Fig. 317 6C groups the estimates of COVID-19 learning deficits in 318 these four middle-income countries together (on the right) 319 and compares them to estimates from high-income coun-320 tries (on the left). The learning deficit is appreciably larger 321 in middle-income countries than in high-income countries 322 (mean difference  $\delta = -0.29$ , t = -2.78, p = 0.008). In fact, 323 the three largest estimates of learning deficits in our sample 324 are from middle-income countries  $^{28,22,12}$  (see Fig. 3). 325

#### 326 Discussion

Two years into the COVID-19 pandemic, there is still in-327 sufficient knowledge about its consequences for the learning 328 progress of school-age children. This paper makes two main 329 contributions to better understand the state of the evidence. 330 First, it systematically reviews the existing literature on the 331 effect of the pandemic on learning among school-age children 332 and appraises its geographic reach and quality. Second, it 333 harmonizes, synthesizes and meta-analyzes the existing evi-334 dence in order to examine the extent to which the pandemic 335 has affected learning, and how this varies across different 336 groups of students and country contexts. 337

We identify a sizable and growing body of evidence on the effects of the pandemic on learning. However, existing studies primarily focus on high-income countries, while there is a dearth of evidence from low- and middle-income countries. This is particularly concerning because the small number of existing studies from middle-income countries suggest that learning deficits have been particularly severe in these countries. Learning deficits are likely to be even 345 larger in low-income countries, considering that they already 346 faced a learning crisis before the pandemic, generally im-347 plemented longer school closures, and were under-resourced 348 and ill-equipped to facilitate remote learning.<sup>76,75,72,73,74</sup> It 349 is critical that this evidence gap on low- and middle-income 350 countries is addressed swiftly, and that the infrastructure 351 to collect and share data on educational performance in 352 middle- and low-income countries is strengthened. Collect-353 ing and making available this data is a key prerequisite for 354 fully understanding the effect of the pandemic on learning 355 and related outcomes.<sup>77</sup> 356

About half of the studies that we identify are rated as 357 having a serious or critical risk of bias. Future studies should 358 minimize risk of bias in estimating learning deficits by em-359 ploying research designs that appropriately account for com-360 mon sources of bias. These include a lack of accounting for 361 secular time trends, non-representative samples, and imbal-362 ances between treatment and comparison groups. These 363 potential sources of bias may lead existing studies to under-364 estimate of learning deficits. 365

Our meta-analysis suggests that the COVID-19 pan-366 demic has led to substantial learning deficits. The pooled 367 effect size of d = -0.14, implies that students lost out on 368 about 35%, of a school year's worth of learning. This con-369 firms initial concerns that the pandemic would cause sub-370 stantial harm to student learning.<sup>51,78,79</sup> But our results 371 also suggest that fears of an accumulation of learning deficits 372 as the pandemic continues have not materialized.  $^{80,\,81}\,$  On 373 average, learning deficits emerged early in the pandemic and 374 have neither closed nor widened. Future research should 375 continue to follow the learning progress of cohorts of stu-376 dents affected by the COVID-19 pandemic to reveal how 377 learning deficits of these cohorts develop in different coun-378 tries. 379

The persistence of learning deficits two and a half years <sup>380</sup> into the pandemic highlights the need for well-designed, <sup>381</sup> well-resourced and decisive policy initiatives to recover <sup>382</sup>

learning deficits. Policy-makers, schools, and families will 383 need to identify and realize opportunities to complement 384 and expand on regular school-based learning. Experimental 385 evidence from low- and middle-income countries suggests 386 that even relatively low-tech and low-cost learning inter-387 ventions can have substantial, positive effects on students' 388 learning progress in the context of remote learning. For 389 example, sending SMS messages with numeracy problems 390 accompanied by a short phone call was found to lead to sub-391 stantial learning gains in numeracy in Botswana.<sup>82</sup> Send-392 ing motivational text messages successfully limited learning 393 losses in math and Portuguese in Brazil.<sup>83</sup> 394

More evidence is needed to assess the effectiveness 395 of other interventions for limiting or recovering learning 396 deficits. Potential avenues include the use of the often exten-397 sive summer holidays to offer summer schools and learning 398 camps, extending school days and school weeks, and orga-399 nizing and scaling up tutoring programs. Further potential 400 lies in developing, improving, advertising and providing ac-401 cess to learning apps, online learning platforms, or educa-402tional TV programs that are free at the point of use. Many 403 countries have already begun investing significant resources 404 to capitalize on some of these opportunities. If these imple-405 mented interventions prove effective, and if the momentum 406 of existing policy efforts is maintained and expanded, the 407 disruptions to learning during the pandemic may be a win-408 dow of opportunity to improve and extend the education 409 afforded to children. 410

Most studies that we identify find that learning deficits 411 have been largest for children from disadvantaged socio-412 economic backgrounds. This holds across different time 413 points during the pandemic, countries, grade levels, and 414 learning subjects, and independently of how socio-economic 415 background is measured. This suggests that the pandemic 416 has exacerbated educational inequalities between children 417 from different socio-economic backgrounds, which were al-418 ready large before the pandemic.<sup>84,85</sup> Policy initiatives to 419 compensate learning deficits need to prioritize support for 420 children from low socio-economic backgrounds in order to 421 allow them to recover the learning they lost during the pan-422 demic. 423

There is a need for future research to assess how the COVID-19 pandemic has affected gender inequality in education. To date, there is very little evidence on this issue, and the large majority of the studies that we identified do not empirically examine learning deficits separately by gender.

Comparing estimates of learning deficits across subjects, 430we find that learning deficits tend to be larger in math than 431in reading. As noted above, this may be due to the fact 432 that parents and children have been in a better position to 433 compensate school-based learning in reading by reading at 434 home. Accordingly, there are grounds for policy initiatives 435 to prioritize the compensation of learning deficits in math 436 and other science subjects. 437

<sup>438</sup> Our analysis provides important evidence of how the <sup>439</sup> COVID-19 learning deficit has varied between different <sup>440</sup> groups of students and across country contexts. Given the <sup>441</sup> limited reach of the existing evidence, we do not seek to identify the causal role of specific factors. A fruitful av-442 enue for future research will be to use guasi-experimental 443designs to reveal how specific factors can account for indi-444 vidual and society-level variation in the extent of COVID-44519 learning deficits. The considerable variation in learning 446 deficits across sub-populations and country contexts that we 447 find highlights the need to better understand this variation, 448and identify mechanisms that can guide policy measures for 449 limiting and counteracting learning deficits. 450

#### Methods

**Eligibility criteria.** We consider all types of primary 452 research, including peer-reviewed publications, preprints, 453 working papers, and reports for inclusion. To be eligible 454 for inclusion, studies have to measure learning progress using test scores that can be standardized across studies using 456 Cohen's *d*. Moreover, studies have to be in English, Danish, 457 Dutch, French, German, Norwegian, Spanish or Swedish. 458

Search strategy and study identification. We iden-459tify eligible studies using the following steps. First, we 460 developed a Boolean search string defining our population 461 (school-aged children), exposure (the COVID-19 pandemic), 462and outcomes of interest (e.g., math and reading). The full 463 search string can be found in Section 1 of the Supplementary 464 Information. We used this string to search the following aca-465demic databases: Coronavirus Research Database, Educa-466 tion Database, ERIC, International Bibliography of the So-467 cial Sciences (IBSS), Politics Collection (PAIS index, policy 468file index, political science database, and worldwide political 469 science abstracts), Social Science Database, Sociology Col-470 lection (applied social science index [ASSIA] and abstracts, 471 sociological abstracts, and sociology database), CINAHL, 472and Web of Science. Our initial search was conducted on 473 April 27, 2021. Second, we hand-searched multiple preprint, 474working paper, and policy document repositories (SSRN, 475 MPRA, IZA, NBER, OSF Preprints, PsyArXiv, SocArXiv, 476 and EdArXiv) and relevant policy websites, including, but 477 not limited to, the websites of the Organisation for Eco-478nomic Co-operation and Development, the United Nations, 479the World Bank, and the Education Endowment Founda-480 tion. Third, we periodically posted our protocol via Twitter 481 in order to crowdsource additional relevant studies not iden-482 tified through the search. Last, to ensure that our analysis 483 is comprehensive in terms of recent and relevant research, 484 on February 14, 2022, and on August 8, 2022, we conducted 485two comprehensive forward and backward citation searches 486 of all eligible studies identified in the above steps. 487

Data extraction. From the studies that meet our inclu-488 sion criteria we extract all estimates of the effect of the pan-489 demic on learning progress, separately for math and reading 490 and for different school grades. We also extract the corre-491 sponding sample size, standard error, date(s) of measure-492 ment, author name(s), and country. Last, we record whether 493 studies differentiate between children's socio-economic back-494 ground, which measure is used to this end, and whether 495 studies find an increase, decrease or no change in learning 496inequality. We contacted study authors, if any of the above 497 information was missing in the study. Data extraction was 498

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<sup>499</sup> performed by the first author and validated independently
<sup>500</sup> by the second author, with discrepancies resolved through
<sup>501</sup> discussion and by conferring with the third author.

Measurement and standardization. We standardize all 502estimates of the effect of the pandemic on learning using 503 Cohen's d, which expresses effect sizes in terms of standard 504 deviations. Cohen's d is calculated as the difference in the 505mean learning gain in a given subject (math or reading) 506 over two comparable periods before and after the onset of 507 the pandemic, divided by the pooled standard deviation of 508 learning progress in this subject: 509

where

$$s = \sqrt{\frac{(s_1^2 + s_2^2)}{2}}.$$

 $d = \frac{\bar{x}_1 - \bar{x}_2}{s},$ 

Effect sizes expressed as  $\beta$  coefficients are converted to Cohen's d:

$$d = \frac{\beta}{se} \times \sqrt{\frac{1}{n_1} + \frac{1}{n_2}}.$$

<sup>510</sup> Subject. We use a binary indicator for whether the study <sup>511</sup> outcome is math or reading. One study does not differen-<sup>512</sup> tiate the outcome but includes a composite of math and <sup>513</sup> reading scores.<sup>31</sup>

Level of education. We distinguish between primary and secondary education. We first consulted the original studies for this information. In cases where it was not stated in a given study, students' age was used in conjunction with information about education systems from external sources to determine the level of education.<sup>86</sup>

Country income level. We follow the World Bank's classification of countries into four income groups: low, lower-middle, upper-middle, and high-income. Four countries in our sample place are in the upper-middle group: Brazil,
Colombia, Mexico and South Africa. Remaining countries are high-income.

**Data synthesis.** We synthesize our data using three syn-526 thesis techniques. First, we generate a forest plot, based 527 on all available estimates of the effect of the pandemic on 528learning. We pool estimates using a random-effects REML 529 model and inverse variance weights to calculate an overall 530 effect size (see Fig. 3).<sup>87</sup> Second, we code all estimates of 531 the effect of the pandemic on educational inequality between 532 children from different socio-economic backgrounds, accord-533 ing to whether they indicate a positive, negative, or no ef-534fect. We visualize the resulting distribution using a harvest 535 plot (see Fig. 5).<sup>88</sup> Third, given that the limited amount 536of available evidence precludes multivariate or causal analy-537 ses, we examine the bivariate association between COVID-538 19 learning deficits and the months in which learning was 539 measured (see Fig. 4) learning subject, grade, and coun-540tries' income level, using a series of violin plots (see Fig. 6). 541The reported estimates, confidence intervals and statistical 542significance tests of these bivariate associations are based 543 on common-effects models with standard errors clustered 544by study, and two-sided tests. 545

Pre-registration. We prospectively registered a protocol of our systematic review and meta-analysis in the International Prospective Register of Systematic Reviews (CRD42021249944) on 19 April 2021. 549

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