EDUCATION AID WATCH 2015

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Glossary

AU$	Australian Dollars
AusAID	Australian Agency for International Development
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CA$	Canadian Dollar
CRS	Creditor Reporting System of the OECD
CSEF	Civil Society Education Fund
CSOs	Civil Society Organisations
DAC	Development Assistance Committee of the OECD
DANIDA	Danish Development Department
DFATD	Canadian Department for Foreign Affairs, Trade and Development
DfID	UK Department for International Development
DKK	Danish Kroner
EC	European Commission
ECD	Early Childhood Development
ECCE	Early Childhood Care and Education
EFA	Education for All
EU	European Union
FTI	EFA Fast Track Initiative
FTT	Financial Transaction Tax
FY	Fiscal Year
GCE	Global Campaign for Education
GEFI	UN Secretary-General's Global Education First Initiative
GIZ	German International Cooperation
GMR	EFA Global Monitoring Report
GNI	Gross National Income
GPE	Global Partnership for Education
GSW	Government Spending Watch
IDA	International Development Association of the World Bank
KOICA	Korea International Cooperation Agency
LEG	Local Education Group
LIC	Low Income Countries
MDGs	Millennium Development Goals
MIC	Middle Income Countries
MoFA	Ministry of Foreign Affairs of Japan
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
SDGs	Sustainable Development Goals
SRHR	Sexual and Reproductive Health and Rights
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNSG	United Nations Secretary General
UPE	Universal Primary Education
USAID	United States Agency for International Development

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Introduction to Education Aid Watch 2015

In 2000, the world's governments, alongside civil society, UN agencies and others in the education community, committed to achieving the six Education For All (EFA) goals set out in the Dakar Framework for Action.[1] In the same year, UN member states committed to the Millennium Development Goals, two of which pledged to ensure that every child would receive a full primary education by 2015, and that there would be parity in access to education for girls and boys.

However, the commitments did not only encompass the goals: they also discussed the partnership and financing necessary to achieve them. The Dakar Framework for Action, for example, stated that *"We affirm that no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources."* The Millennium Development Goals included – as the eighth and final goal – a commitment to a *"global partnership for development"*, which embraced aid for development and included a pledge to *"address the special needs of least developed countries"*.

Taken together, these two commitments encompassed a clear pledge to provide development assistance to achieve the EFA goals and the MDGs, in the areas and in the countries where it was most needed – that is, for basic education, in countries with the greatest needs, and the fewest available resources.

In 2015, it is clear that – despite some significant progress in some areas – neither the EFA goals nor the MDGs have been achieved; 124 million children and young people still remain out-of-school, millions more are in school but not receiving a real education, 781 million adults cannot read and write, and it is those from the most marginalised backgrounds who are most likely to be left behind.[2]

This report documents a failure to provide the pledged donor support – a neglect by many rich countries of their responsibilities and commitments, which is a key factor in explaining the failure to achieve the EFA goals and the MDGs. It is the world's poorest and most excluded children, young people and adults who have felt – and are still feeling – the impact. While domestic financing for education is and must be the most important source of funds in building and sustaining public education systems that truly provide quality education for all, it is nevertheless the case that in countries of greatest need – those with least resources, biggest challenges, or suffering from conflict, disaster or instability – development assistance remains crucial. This report shows that while a few donors have stepped up to provide significant and good quality aid, others have neglected their pledge, leading to an overall picture of wholly inadequate support for the goals that the whole world agreed 15 years ago.

1. The Education for All (EFA) goals are six internationally agreed education goals which aim to meet the learning needs of all children, youth and adults by 2015. An overview of the goals is available here: www.unesco.org/new/en/education/themes/leading-the-international-agenda/education-for-all/efa-goals/. The Millennium Development Goals (MDGs) aim to ensure all children are in primary school by 2015; more information is available here: www.un.org/millenniumgoals/education.shtml

2. Global Campaign for Education *Time to Get it Right: Lessons from EFA and the MDGs for Education 2016-2030* , 2015 http://campaignforeducation.org/docs/post2015/GCE_EFA_REPORT_MAY_2015_EN_WEB.pdf

About this report

This Global Campaign for Education (GCE) report analyses the performance of a number of donors on aid to education in the MDG-EFA period (with data covering the period 2002-2013) – and especially the last few years – with a particular focus on basic education. It includes individual profiles of 14 bilateral donor countries – Australia, Canada, Denmark, France, Germany, Ireland, Italy, Japan, Netherlands, Norway, Republic of Korea, Spain, UK and USA – which encompass the major bilateral donors, and those donor countries where national GCE coalitions are most active – as well as the European Union (EU), the World Bank, and the Global Partnership for Education (GPE). Together these donors make up around 80% of all annual aid to education.[3] Given their collective significance to education, the decisions and spending of these countries have a significant impact on global trends.

The first section also provides a global overview of key trends in aid to education, with a focus on:

- Aid to education as a whole, including in light of overall aid trends
- Aid to different levels of education – basic, secondary, and post-secondary
- Aid to least-developed countries and those experiencing humanitarian crises.

The report considers the shifts in aid that will be needed to meet the demands of the new post-2015 agenda, and particularly the proposed Sustainable Development Goal 4: "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all", making clear recommendations to donor governments and agencies.

BOX 1: Why should donors allocate 20% of aid to education and 10% of aid to basic education?

GCE has long called for governments to allocate 20% of their total national budgets, and an amount equivalent to at least 6% of GDP, to education. The Incheon Declaration, 'Education 2030: Towards inclusive and equitable quality education and lifelong learning for all', also endorsed spending at such levels. We believe that donors should match this commitment, by providing 20% of all their aid to education. (In this context, 20% of general budget support can be understood as a contribution to education.)

Moreover, there is a broad acceptance that governments need to spend at least half of their education budgets on basic education, which, given a 20% allocation to education overall, would amount to 10% of the overall government budget being spent on basic education. Many countries seem to be making progress towards reaching this target. GCE again believes that a similar standard must apply to international donors – with a target of 10% of their ODA budgets being committed to basic education. In calculating whether donors are reaching this, we use the GMR definition of basic education, which includes all early childhood, primary and adult basic education, as well as half of spending coded as 'level unspecified' and 10% of general budget support to recipient governments. For secondary education and post-secondary education we add in 25% of 'level unspecified' and 5% of general budget support each (see Annex 1 for more information). This is the methodology used by the UNESCO EFA Global Monitoring Report.

3. Based on DAC totals.

1

AID TRENDS

Aid to education as a whole is insufficient

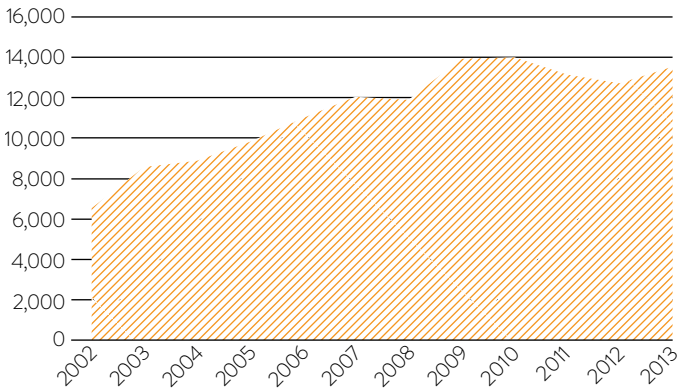
Over the whole of the MDG-EFA period, across all donors, an average of 8.6% of all development assistance went to education – far below what is needed, and falling far short of the priority that governments and citizens themselves place on education. While this masks considerable variation between countries, no donor consistently met the target to allocate 20% of total aid to education.

Most worryingly, after some slow but steady (albeit insufficient) growth in aid to education for most of the MDG-EFA period, it actually fell – by 10% – between 2010 and 2012. UNESCO and the EFA Global Monitoring Report highlighted the impact of this falling aid – especially for basic education in low-income countries – on achieving EFA goals, the MDGs and future goals, and pointed to a stagnation in progress towards getting all children in school.[4,5] Such cuts in aid came just as low-income countries should have been accelerating efforts to reach EFA and the education MDGs. Put simply, during the final leg of the race to ensure every child could complete a primary education, partner countries were let down by donors, while many struggled to continue to do their part (see Box 2).

Since then, levels of aid to education have recovered somewhat, with the total level of aid to education up 6% in 2013 compared to 2012. While this is comparatively good news, there are still grounds to be cautious with optimism: the recovery has been only partial, and education aid in absolute terms was still 3% lower in 2013 than in 2010. Moreover, the increases seem to be to a side-effect of overall recovery in aid levels, rather than any renewed vigour by donors in support of education. Aid to education in fact appears to be rising more slowing than aid overall, or aid to other sectors: total ODA disbursements rose by 9% from 2012-2013, while aid to education rose by 6%.[6] This suggests that donors are continuing to give education a lower priority within their aid budgets.

Confirming this trend of less focus on education by donors as a whole, Figure 2 shows that education aid as a share of total ODA has fallen from 9.7% in 2009 to 8.1% in 2013. Over the MDG-EFA period as a whole, education has never reached 10% of overall ODA allocations in any one year, and the share of ODA going to education is now back to approximately 2002 levels. That is, despite clear evidence that citizens place "a good education" as their top priority – as in the huge United Nations My World 2015 survey, for example; despite donor commitments to ensure lack of funding is not a barrier to every child and adult receiving at least a basic education; and despite clear indications that funding has not been sufficient, donors as a whole have failed to rise to the challenge, or show any increase of ambition on education financing over the last 15 years.

FIGURE 1: Aid disbursements to education, all donors, 2002–2013. US$ millions (US$ constant 2013)



Moreover, when looking behind the aggregate figures, it becomes clear that these slight increases in education aid since 2012 are due to the contributions of just a few donors – including the UK, the World Bank, Norway, Japan and Ireland – who are either expanding overall aid programmes or, in some cases, strengthening the focus on education. Others, however – such as the EU, Spain, Canada, Germany and the Netherlands[7] – are clearly de-prioritising aid to education. These trends are discussed in more detail in the relevant profiles.

Overall, it is clear that education aid over the MDG-EFA period fell far short of what was needed to meet the goals. Moreover, the latest trends reveal limited progress based on the efforts of just a handful of donors – and suggest that future aid as a whole may fall even further short of what is needed to achieve the new post-2015 education goal and targets that the world is agreeing this year.

4. UNESCO Institute for Statistics (UIS), *Fact Sheet No 25*, June 2015 www.uis.unesco.org/Education/Documents/fs-25-out-of-school-children-en.pdf
5. Education for All Global Monitoring Report, *Policy Paper 13: Aid reductions threaten education goals*, June 2014.
6. Calculated using OECD Creditor Reporting System (CRS) database using data for disbursements.
7. Some countries, such as the Netherlands, are reducing their contributions as part of a clear strategy and policy shift away from education; others (such as the EU) are seeing reductions in spite of continued policy support and commitments to education. Specific information is included in the relevant profiles.

FIGURE 2: Aid disbursements as % total ODA. All donors, 2002–2013

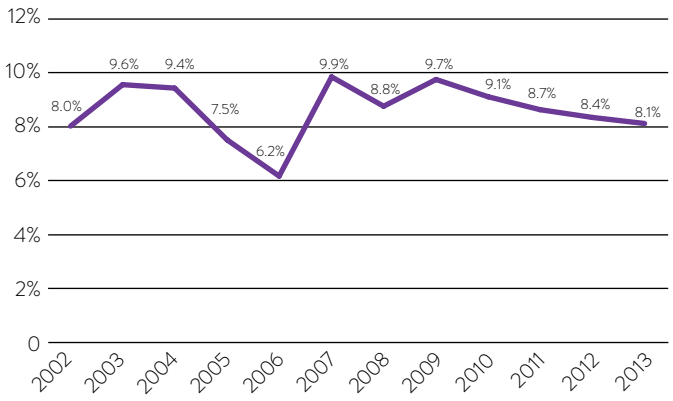
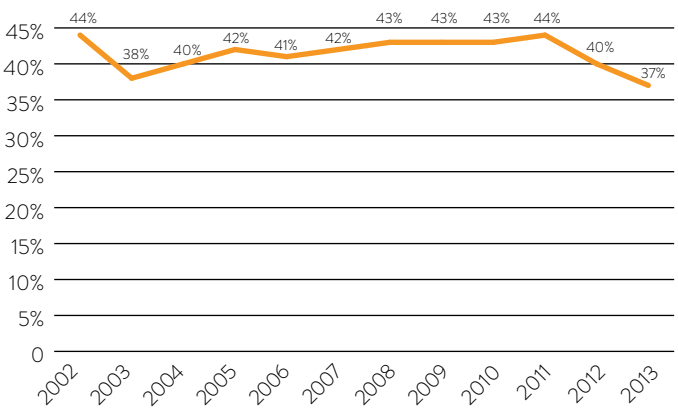


FIGURE 3: Share of education aid to basic education. All donors, 2002–2013



Basic education: too little donor support

If we care about pro-poor education spending, then it is crucial to examine not simply aid to education as a whole, but aid to basic education – pre-primary, primary and basic adult education – specifically. Given the importance of building the foundations for education, the overall content of the EFA goals, and the fact that the education MDGs focused heavily on primary education, basic education should have been a major focus of donor support in the MDG-EFA period. Yet trends in aid to basic are even more worrying than for education as whole: the fall in aid to basic education from 2010 to 2012 was even deeper than for education overall, and the recovery since then has been even weaker.

This reflects the cuts – sometimes drastic – in support for basic education by a number of individual donors in recent years. Of the bilateral donors profiled in this report, all but four have cut aid to basic education since 2012. Norway has maintained very high levels of aid to basic education over a considerable period, while the Republic of Korea, Japan and UK have made increases recently; Japan has initiated a very welcome increase since 2012, albeit from low starting levels.

Many other countries, however, have cut their aid to basic education. While for some (such as Spain), this is because of overall cuts in aid, a number of others are making a clear shift away from education and basic education within overall aid budgets: this is evident, for example, in France or – most drastically – the Netherlands. This has created a situation where, in aggregate, the proportion of education aid now going to basic education is lower than at any point during the MDG-EFA period. At the start of this period, from 2002 to 2003, aid to basic education dropped from 44% to 38% of all education aid, before slowly working its way back up to 2002 levels by 2010; since then it has dropped even lower than previously. In 2013, just 37% of all aid to education went to basic education – the lowest level over the whole of the MDG-EFA period.

Aid to basic education as a percentage of total ODA (to all sectors) has varied somewhat over the total MDG-EFA period, but it has been dropping steadily since 2009, and – again – is now lower than at the start of the period in 2003. It is notable that even as the absolute level of aid to basic education recovered slightly from 2012 to 2013, the share of total aid allocated to basic education fell further.

The fact is that many donors simply have not prioritised basic education sufficiently during the MDG-EFA period – and, against that backdrop, many are reducing their support. Germany, Italy, France and Japan are some of the bilateral donors that have devoted the least attention to basic education (although Japan is now increasing its basic education focus). While basic education takes a very large share of the USA's education budget, overall there is a lack of focus on education. France, in contrast, gives a considerable proportion to education – but very little of that goes to basic education.

Basic education has had some important donor champions over the MDG-EFA period. The UK, Norway, Netherlands and Ireland have all shown strong commitment to basic education. Unfortunately, while this is continuing for the UK and Norway, both the Netherlands and Ireland are reducing their focus on basic education. The needs and the gaps in this sector are such that the loss of even a small number of donor champions strikes a serious blow, and other donors must step up.

Moreover, as these donors are each withdrawing support for basic education, the impact on individual partner countries can be severe. There is little evidence of the reductions in education aid being coordinated between donors, or even of donors having full understanding of the impact on partner countries. One 2013 study noted that in interviews with multilateral donor staff, there was often an assumption that other donors are already active in basic education when making decisions on reducing spending;[8] bilateral agencies have made the same claim in response to civil society concerns in certain countries.[9] This raises the worrying possibility that all donors think 'someone else' is filling the gaps in basic education.

Some European donors, for example, as they shrink their bilateral contributions to basic education, are pointing to the role of the EU and other multilaterals in filling the gap. But this is not borne out by the evidence; on the contrary, the major multilaterals – including the EU – are now providing a shrinking share of aid to basic education: the EU provided 10% of all aid to basic education in 2010, but by 2013, this was just 7%. The World Bank, meanwhile, has gone from providing close to a quarter of all aid to basic education at the start of the MDG period, to just 13% in 2013. GPE resources and spending are growing, and have a welcome focus on basic and secondary

8. Based on interviews carried out in: Brookings Institution and UNESCO, *Financing for Global Education: Opportunities for Multilateral Action: A report prepared for the UN Special Envoy for Global Education for the High-level Roundtable on Learning for All: Coordinating the Financing and Delivery of Education*, Washington DC/Paris, 2013
9. Interviews with a range of GCE national coalitions in DAC countries.

rather than post-secondary education – but are not expanding at the level required.

As a result of this overall – and poorly coordinated – trend towards reducing support for education, particularly basic education, a number of partner countries have seen uncoordinated and simultaneous donor reductions, or even outright withdrawal, in the last three to four years. In Burkina Faso, Cambodia and Nicaragua, five donors providing a significant share of total basic education aid have withdrawn from the education sector over the last five years.[10] The withdrawal of a just a couple of key donors - the Netherlands and Canada, for example – from this sector has cut donor support to basic education by one third to more than half for some countries.

These trends towards de-prioritisation of basic education are extremely worrying in a context in which 58 million children worldwide are still out of primary school, and tens of millions of those in school are not getting even the most basic education, such as learning to read and write. Over the whole of the MDG-EFA period, aid to basic education amounted to just 3.6% of all ODA, across all donors – well below the 10% that was required. The impact for individual countries – and particularly for the educational and life opportunities for children, young people, and adult learners in those countries – is devastating.

BOX 2: How have developing countries been doing in meeting their own targets?

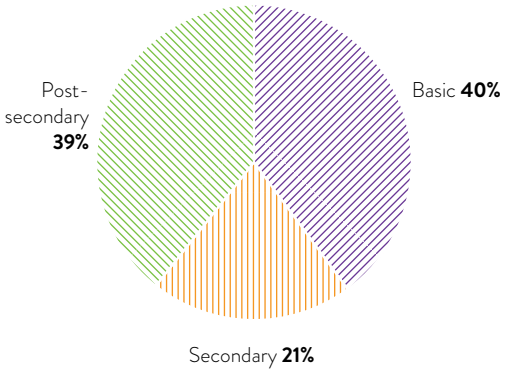
The Incheon Declaration calls on governments to spend at least 15 to 20% of their budgets, and an amount equivalent to at least 4 to 6% of GDP, on education. GCE's position is that the emphasis must be on the upper end of these ranges, that in some cases countries will need to exceed these spending levels, and that no country should fall short of them.

There are some welcome signs of progress towards these targets. Government Spending Watch recently analysed budget data from 66 low- and lower-middle -income countries, which showed that, while only a handful are meeting the 20% and 6% targets, more than half have been expanding education spending since 2012. The 2015 EFA GMR estimated that 39 countries are currently spending 6% or more of GNP on education, compared to just 18 at the start of the MDGs.[11] Some individual countries – including Ghana, Benin, Ethiopia and Moldova – are making particularly significant increases. But this progress on domestic financing will not be enough – particularly for the poorest countries – unless donors revitalise their flagging commitments to education.

10. P. Abetti, S. Beardmore, C. Tapp, and R. Winthrop, *Prospects for Bilateral Aid to Basic Education Put Students at Risk*. Fast Track Initiativem Washington DC, 2011.
11. It should be noted that, however, there was less data available in 1999: see The Education for All Global Monitoring Report: Education For All 2000-2015: achievements and challenges, UNESCO, 2015. https://en.unesco.org/gem-report/report/2015/education-all-2000-2015-achievements-and-challenges#sthash.TMs2f52C.dpuf , http://unesdoc.unesco.org/images/0023/002325/232565e.pdf

Secondary education: a growing priority, but with little donor support

FIGURE 4: Education aid by level. All donors, 2013



While financing for basic education has been a major need during the MDG-EFA period – in light of the needs, gaps, and EFA and MDG promises – it is important that secondary education also receives sufficient financing. The proposed new post-2015 education framework – as set out in SDG 4 – includes a commitment to 12 years of free, public, quality education for all, of which at least nine years should be compulsory. This will not be possible without significant support from donor aid.

> "Across low and lower middle income countries, donor aid for pre-primary, primary and secondary education will need to increase by at least six times."
>
> EFA Global Monitoring Report Policy Brief, 2015[12]

It would be a mistake, however, to imagine that low and lessening donor focus on basic education is accounted for by significant support for investment in secondary education. Overall aid to secondary education has seen slow and steady growth over the MDG-EFA period, yet the overall level is still far too low. Despite growing needs for secondary education (as more children have passed through primary education in recent years) there has not been a scale-up of aid to meet this. On the contrary, after some improvements in the early part of the MDG-EFA period, aid to secondary education as a share of total ODA has remained broadly stable (at an average of 1.6%) since 2007.

There is a need for increased contributions to secondary education, and also for more detailed monitoring data, including distinguishing between disbursements to lower- and upper-secondary education. At present, only a few donors – such as Korea and the World Bank – appear even to be approaching the kinds of increases in aid to secondary education that will be necessary to realise post-2015 commitments on secondary education.

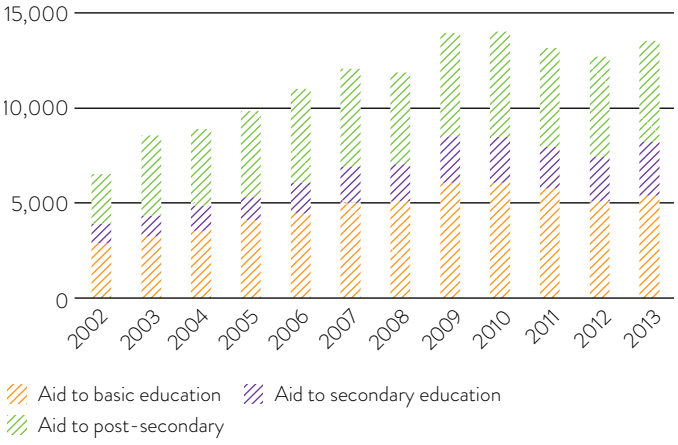
Meanwhile, far too many donors are still focusing far too much on post-secondary education at the expense of basic and secondary

12. http://unesdoc.unesco.org/images/0023/002326/232654E.pdf

education. Support to post-secondary levels could play an important role in supporting capacity development in recipient countries, through strengthening national higher educational systems, promoting access of lower-income or excluded students to further education, or providing support for high quality teacher training. But, in practice, huge proportions of aid are spent on supporting foreign students coming to study within donor countries.[13] In 2013 as much as a quarter of direct aid for education, and over 70% of the education aid for post-secondary education, was spent in donor countries supporting foreign students to study there. Post-secondary education accounts for around three quarters of all French and German aid to education, for example, and funding for scholarships and student costs in their countries is a massive proportion of this: on average, over 60% of each of their education aid budgets over the last 7 years. Such spending tends to support better-off students, and does not reach developing countries or support them in improving the quality of their education systems. It also carries the risk of promoting brain drain – with students supported through scholarships failing to return to their parent country, depriving the developing country of any positive impact.[14]

While higher education systems certainly also need support, focusing aid on higher levels of education is not pro-poor and can increase inequity. Children from low-income families in most developing countries rarely make it through to post-secondary education, meaning they do not benefit at all from such spending: in Ethiopia, for example, fewer than 1% of children in the poorest quintile, and only 2% of the middle-income quintile, complete upper-secondary education. In Malawi only 5% of the lowest quintile makes it to lower secondary and 12% of the middle quintile. Significant assistance to get poor children through basic and secondary education is still needed before there is any chance of most of them benefiting from post-secondary education. Gross enrolment in tertiary education in the developing world is 26.68% – a figure that drops all the way down to 8.55% in sub-Saharan Africa.[15] And yet, remarkably, in 2013, overall aid to post-secondary was at the same level as aid to basic education, while secondary education received only 21% of all aid, nearly half the percentage allocated to post-secondary.

FIGURE 5: Aid disbursements by level. All donors, 2002–2013, US$ millions (US$ constant 2013)



13. UNESCO, *EFA Global Monitoring Report 2012: Youth and Skills: Putting education to work*, UNESCO, 2012.
14. For instance, in France, a Ministry of the Interior study showed that a third of international students studying in France remained there to work. *V. Migration News No. 29*, November 2011.
15. http://data.uis.unesco.org/index.aspx?queryid=142&lang=en

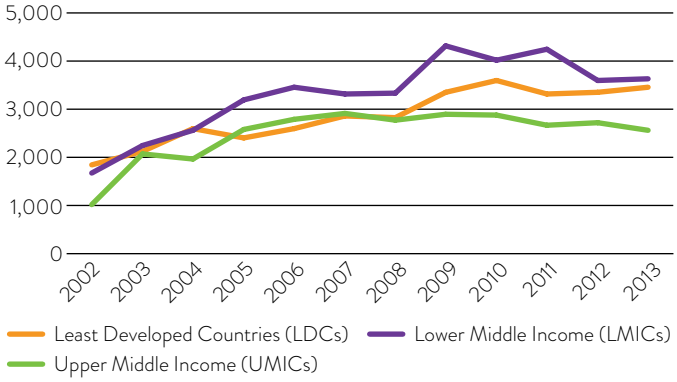
Where is education aid going?

If donor aid to education over the last 15 years was to be genuinely in service to the commitments agreed in 2000 – that education for all would be achieved, and that 'lack of resources' would not constitute a barrier to achieving these goals – then donors have had a responsibility to ensure that aid flows to the poorest countries, as well as those with the greatest gaps between needs and resources. Available data suggests, however, that this is not the case.[16]

There is some positive news, in that the share of aid to basic education that has been directed to least developed countries (LDCs) has risen in recent years – from just 39% in 2005, to 45% in 2010, up to 58% in 2013. However, given a backdrop of overall falling aid levels to basic education, this has not led to a significant increase in resources. On the contrary, aid to basic education in low-income countries in 2013 was still significantly lower than in 2010. And LDCs are still getting a minority share of overall aid to education – just 32% of total education aid in 2013, a level that has been fairly steady throughout the MDG-EFA period.

A number of lower-middle-income countries also have significant needs and gaps in financing education, particularly those with huge out-of-school populations, or massive gaps in post-primary provision. But there has been an alarming drop in aid to lower-middle income countries over the last few years, with a 15% fall from 2009 to 2013. According to the EFA Global Monitoring Report, recent reductions in education aid to lower-middle income countries appear to be largely driven by heavy falls in disbursements in aid to basic education to India and Pakistan[17] – two countries with massive out-of-school populations. Upper-middle-income countries, on the other hand, have been consistently receiving around one quarter of education aid throughout the MDG-EFA period (22% in 2013, for example).

FIGURE 6: Aid to education expenditure by country income group. All donors 2002–2013, US$ millions (US$, constant 2013)



Source: CRS disbursements. NB: this is for direct aid to education rather than total (see Annex 1 for an explanation)

16. Note that around 15% of education aid is classified as "not allocable" by income level of country. This includes a mixture of activities which may or may not benefit the poorest countries and learners, including some regional commitments, multilateral support and a significant amount of funding to TA, donors own costs, TA and scholarships.
17. Education for All Global Monitoring Report, *Policy paper 13: Aid reductions threaten education goals*, UNESCO, June 2014.

In addition to average national income levels, and extent of out-of-school populations, the presence of conflict and disaster is an important marker of need for greater donor support to education. An estimated 65 million children aged 3-15 are affected by emergencies and protracted crises around the world.[18] Figures for 2012 show that 33.8 million out-of-school children and adolescents live in conflict-affected countries, with 70% of them living in countries in protracted crisis.[19] Yet in times of conflict, disaster and displacement, it is vital to preserve the right to education to prevent children of conflict becoming lost generations – particularly for girls, who are disproportionately targeted and affected.[20]

All of this points to a clear need for a significant proportion of aid during humanitarian emergencies to be allocated to education. The UN Secretary-General's Global Education First Initiative (GEFI) set a target of 4% of short-term humanitarian aid being allocated to education. While this sounds modest, it is far beyond the actual share – 1.4% in 2014, down from 2.2% in 2009. Aid for education in emergencies tends to be 'too little, too late.' Four years into the Syria crisis, for example, the donor community has yet to put in place the financing and coordination mechanisms needed to develop an effective response, even though the crisis represents what is probably the single biggest reversal in education of the past 40 years.

Some donors are far better than others at both directing their education aid towards countries with the greatest needs, including Denmark, the UK and Ireland (though Ireland's commitment to basic education appears to be slipping), and to ensuring that humanitarian aid meets education needs. Other bilateral donors, however, are faring much worse on these measures, and the aggregate picture is clearly not one of aid focused on the areas of greatest need.

Quality matters: improved targeting of aid to education is not enough

The 2000 Dakar Framework for Action agreed action on not just the quantity but also the quality and effectiveness of aid for education: it called for joint planning and monitoring of aid, and alignment around country leadership, ownership and implementation. In practice, this required donors to channel their funds via government systems wherever possible, by promoting the delivery of aid through general budget support (GBS), as well as making use of sector-wide approaches.[21]

There is evidence of the successful implementation and impact of such approaches: the EFA Global Monitoring Report has documented how, as national planning processes were strengthened, donors channelled their funding through government systems and, in several cases, pooled their funding to support national education plans.[22] This is vitally important if aid is to be effective and support countries' own efforts. Providing long-term, predictable budget support (either to the general budget, in which case 10 percent is counted as aid to education, or for the education budget specifically), for example, enables governments to fund national priorities, rather than donor preferences, and to allocate aid financing to recurring costs such as teacher training and pay.

However, there are concerns that donors are now retreating from such approaches towards a model of support that involves more investment in disconnected projects, which may or may not align with other donors, support national plans, or strengthen public systems.

Between 2009 and 2013, the share of total education aid from DAC donors disbursed through the public sector[23] fell by 25%.[24] Currently only around a half of all aid is being channelled through government systems. Some of this aid through 'public' systems, moreover, is not aid going through recipient country systems – which is what is necessary to support national priorities and strengthen public education systems in aid recipient countries; rather it is going through the public system in donor countries themselves. For instance, of the aid that France disburses through the public sector, the majority is through French government agencies, leaving only 7% channelled through the recipient government agencies. For some donors, channelling of funds in this way is likely to reflect their spending on scholarships and imputed student costs.[25]

Meanwhile, general budget support, one type of aid which is not only channelled through recipient government systems but can also be allocated by them directly to their own programmes, plans and priorities, went down by around 30% from 2009 to 2012, a significantly more marked decline than overall aid.[26] There have also been declines in 'on budget' aid,[27] particularly for primary education.[28]

All of these trends appear to show there is less aid available, especially of the kind which supports countries' own public systems and own education plans – often in the countries which most need it. This suggests there is a need not only for a scale-up of aid and a massive reorientation of aid towards areas and countries of most need, but also major improvements in supporting countries' own plans in a harmonised way. Given this, there may be an argument for increased bilateral contributions to those multilateral donors like GPE that are committed to supporting national ownership, prioritising countries with the greatest needs and gaps, and focusing on basic and secondary education.

Meeting the SDG financing needs

The new Sustainable Development Goal 4 sets out education targets to be achieved by 2030 which are ambitious, but necessary, if the

18. S. Nicolai, S. Hine, and J. Wales, *Emergencies and Protracted Crises: Towards a strengthened response*, Overseas Development Institute, London, 2015 www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9714.pdf
19. Education for All Global Monitoring Report, *Policy Paper 21: Humanitarian Aid for Education: Why It Matters and Why More is Needed*, UNESCO, June 2015.
20. S. Nicolai *et al*, *op.cit*.
21. This was also encouraged by the Paris Declaration on Aid Effectiveness in 2005 also affirmed the broader aid effectiveness and quality agenda, with the ambition to see aid focused increasingly on an agenda promoting national ownership, coordination of donor efforts, a focus on results and shared accountability for outcomes between donors and recipients.
22. Education for All Global Monitoring Report, *Policy Paper 2- Beyond Busan: Strengthening aid to improve education outcomes*, UNESCO, Paris , 2011.
23. www.oecd.org/dac/stats/channelofdelivery.htm
24. Taken from CRS DAC: although it is worth noting that 2009 was the all-time high, and hence this figure is from the highest point.
25. Education for All Global Monitoring Report, *Policy Paper 11 : prepared for the Consultation on Education in the Post-2015 Development Agenda: North America and Western Europe region*, UNESCO, December 2013.
26. It should be noted that this went back up again in 2013. Taken from CRS disbursements data.
27. 'On budget' aid refers to aid channelled through developing country budgets and is thus seen as highly aligned to governments' own plans and priorities (as opposed to 'off budget' aid which may go through parallel systems.
28. This is taken from Government Spending Watch data available here: www.governmentspendingwatch.org/spending-data

international community is to make any claim that it is seriously committed to realising the right to education for all. The EFA Global Monitoring Report estimates that reaching universal pre-primary, primary and secondary education – of good quality – in low- and lower-middle-income countries will require a total of US$340 billion per year.

The draft SDGs and Incheon Declaration, however, include no commitments or targets on donor assistance for achieving the education goals. While we welcome the commitment to "*scale up investments and international cooperation to allow all children to complete free, equitable, inclusive and quality early childhood, primary and secondary education*" in the Addis Ababa Action Agenda, agreed following the recent Third Financing for Development Conference (FFD3), there remain concerns regarding the absence of concrete targets, specifically on donor contributions – as well the lack of inclusion of the important lifelong learning target.

Many low-income and lower-middle-income countries are already substantially expanding their education budgets, and could go further with, for example, better and more progressive collection of taxes and natural resource revenue. However, it should be noted that the failure of FFD3 to agree to establish a global tax body to support the efforts of developing countries to increase domestic revenues could represent a major setback for governments to achieve the ambitious levels of funding required.

And, beyond the expansion that must be achieved in domestic financing, aid will remain a vitally necessary component for the poorest countries, making the failure to agree targets in Addis highly problematic: there will be no way to achieve 12 years of education for all – just one of the SDG targets – without this. In the absence of the necessary aid, countries may simply opt not to deliver the post-2015 vision – to continue, for example, a pattern of expanding school access without the expansion in a professional teacher workforce that is necessary to deliver quality – or to put the burden on poor families through reliance on fees and private education, thus increasing drop-outs and inequity in the education system.[29]

Conclusions and recommendations

While donor assistance is far from the only input needed to achieve education goals in developing countries, it remains hugely important. The lesson that can be drawn from this report is that – overall, and despite some strong efforts by individual donor countries – the donor community has failed to live up to their responsibility to provide crucial financing where it is most needed. Not only has aid been too little, badly directed and often poorly coordinated, there are signs that some of these problems are getting worse – with the share of aid going to education falling, and the share going to basic education falling even faster.

If the international community is genuinely serious about ensuring that all children, young people and adult learners have the chance to access a quality education, to acquire the skills, knowledge, learning tools and values that will enable them to flourish in and contribute to a 21st century world, then they need to do far, far better with their own financing contributions. Aid to education needs to be increased; but it also needs to be better directed. There should be a stronger focus on basic education (at least half of education aid, and 10% of all ODA), while financing for scholarships and student costs in donor countries – while worthwhile – should not count towards ODA; a prioritisation of low-income countries (which should get at least 50% of education aid) as well as lower-middle-income countries with the greatest needs; a significant increase in humanitarian aid going to education, to at least 4%; and much greater alignment of donor funds with partner country priorities, particularly through budget support. There also needs to be improvement in the detail and extent of data provided about education financing – including within partner countries, so as to allow much more engaged scrutiny by national civil society. An increase in contributions to GPE could make an important contribution to these objectives, but GPE needs to maintain and improve its focus on country ownership, and dramatically improve the reporting of its own spending through international creditor reporting systems.

Commitments or plans for donor funding have been notably absent from the post-2015 process so far. No specific donor commitments were made during the 2015 World Education Forum, for example. While the commitment to "*scale up investments and international cooperation"* to achieve free, universal, pre-primary, primary and secondary education during FFD3 is welcome, there need to be more detailed and specific commitments made – perhaps on a donor-by-donor basis – to map out how this will be achieved. Overall, a serious focus on donor financing is still needed – given that the level and quality of international assistance has fallen woefully short in the last fifteen years. Donor governments must set a date to make these commitments, or risk the SDGs and the Framework for Action becoming hollow promises.

There is simply no more powerful or longer-lasting means to invest in human rights and dignity, in social inclusion and sustainable development than through supporting education. Indeed, achievement of any of the SDGs – not just SDG 4 – will require greater investment in education. Finance alone may not be a sufficient condition for progress, but it is necessary. Without resources, there is little hope of making progress towards the SDGs. Donors must now step up their efforts alongside partner governments, and make sure finance is not the obstacle standing in the way of the new bold vision to ensure equitable and inclusive quality education and lifelong learning for all. At the minimum, donors should meet the following targets:

Target 1: Increase overall aid and aid to education

Make more aid available by setting out clear national plans to achieve the long-standing commitment to deliver 0.7% of GNP as ODA – a goal that was re-affirmed at the Addis Ababa Financing for Development Conference – at least by 2020. Moreover, donors should commit at least 15-20% of all their ODA to education.

Target 2: Align aid to the full SDG 4 agenda, requiring increased aid to basic and secondary education.

Ensure financing for the full SDG 4 agenda – including the commitments to equity, to 12 years of free education, and to basic adult education – by ensuring that at least 10% of all ODA (and at least half of education aid) goes to basic education, with significant additional support for equitable expansion of secondary education. Support for scholarships and student costs in donor countries, while important, should not count towards education ODA.

29. Report on low-fee private schools and privatisation in education, Global Campaign for Education (forthcoming September 2015).

Target 3: Focus aid on countries with the greatest needs

Make aid more pro-poor and more focused on reducing inequality, again supporting SDG 4 equity targets, by focusing on the countries with the greatest needs and largest financing gaps. This requires a focus on low-income countries and lower-middle-income countries. At least 50% of all aid to education should be spent in low-income countries.

Target 4: Ensure a much greater education focus in aid going to conflict and disaster situations Ensure that at least 4% of humanitarian aid is allocated to education.

Target 5: Actively support progressive and expanded domestic revenue collection

Support countries to improve, expand and make tax systems, and tax and natural resource revenue collection, more progressive in order to make more domestic resources available for education. This will involve technical assistance, coordinated international action to ensure fairer international tax rules, the shutting down of tax havens, and concerted efforts to reduce in tax avoidance by multinational companies.

Target 6: Ensure aid supports partner country ownership

Improve aid effectiveness by aligning aid with country plans, and using partner country systems. This should include an increase in budget support and on-budget aid, and a corresponding reduction in project-based aid.

Target 7: Ensure aid supports public education systems

Support the achievement of SDG 4 targets on universal education and equity, by ensuring aid supports free and public education, not fee-paying and private education; in particular, donor assistance should never subsidise profit-making education.

Target 8: Increase contributions to the Global Partnership for Education

Donor countries must increase financing to – or begin to finance – the GPE, and ensure that the Partnership makes financing available for the full SDG agenda and reinforces its operational support for country ownership and civil society engagement.

Target 9: Improve transparency to facilitate better citizen scrutiny

Education aid data must be part of the 'data revolution' and in particular donors must prioritise making meaningful data accessible to citizens in partner countries in an accessible and timely way, to allow informed national debate. Data on aid to education should distinguish between aid to public education systems and private education; aid to secondary education should be disaggregated into lower and upper secondary; the OECD DAC should work with donors on transparency and accuracy; and the GPE must begin reporting its contributions to the OECD-DAC.

2

COUNTRY PROFILES

Australia

Executive summary

Aid in Australia was brutally cut in the 2015-16 budget, with an across-the-board 20% reduction. As a percentage of GNI, this will bring Australian aid levels to historically low levels, with predictions this will reach 0.21% by 2016.

Even more alarming is that these cuts will hit certain countries and regions, as well as areas of the budget, disproportionately to others. In one year alone, over 2015-16, aid to education will see a sectoral reduction of 30%. There has also been a dramatic geographical turning away from some of the poorest countries in the world, with a 70% reduction in aid to sub-Saharan Africa, and a 40% reduction across Asia, with only the Pacific region being shielded from this.

Moreover, the so-called 'new aid paradigm' introduced in 2014, with a re-shaping of development policy around 'national interests and economic growth', has targets which run well beyond the current financial year, suggesting the worst cuts are yet to be felt in social sectors – including education - in the poorest countries.

All this points to very worrying signs for the potential impact on what was previously a good record of aid to education by Australia; especially aid to basic education in recent years. Even before the full weight of these cuts and this shift in development policy was enacted, there was a reduction of around 20% in the overall education and basic education budget between 2012 and 2013.

Currently the commitments made in 2014 to the Global Partnership for Education replenishment round for 2015-18 look likely to ensure some continuation of support to basic education in lower-income countries in the coming years. However, the future of Australian aid to education, especially aid to basic education in low-income countries, is at best uncertain.

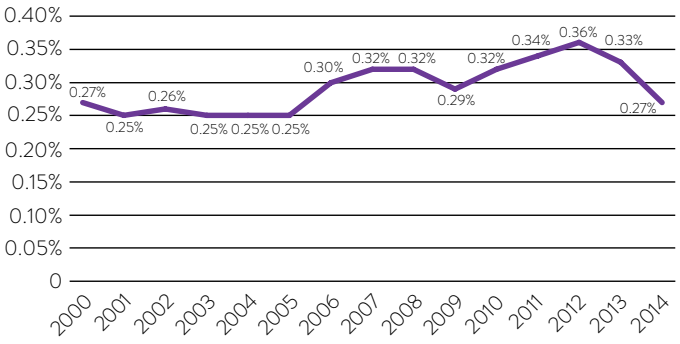
Overall aid trends

In 2007, both major political parties in Australia made a bipartisan agreement to lift Australia's aid expenditure to 0.5% of its GNI by 2015.[30] This gave a major boost to already increasing aid levels, which saw a doubling over 2004 and 2012, leading to a rise from a 0.24% ODA-GNI ratio to 0.36%. As Figure A1 shows, Australia made significant progress toward the 0.5% target until 2012. However, in the 2012-13 and 2013-14 budgets, the commitment to reach 0.5% target was extended to 2018, with reductions agreed as a temporary interim measure, before a continuation towards the 0.5% target. This move saw Australia's ODA decline for the first time since 2001. In 2014 it became clear the 0.5% target was no longer an aspiration,[31] while the recent 2015-16 budget announcement has ensured that it is even further out of reach for some time to come.

In May 2015, the government announced that ODA will be cut by 20% in real terms. Considering the cuts scheduled for the future (up to AUS $2.7 billion from 2016-18), this puts Australia on a trajectory which will see its ODA fall to 0.21% of GNI by 2016-2017. The cuts will take Australia's aid to the lowest levels on record. Moreover, aid has been hit harder than other areas. While foreign aid makes up a small portion of the government's spending, the cuts constitute around 25% of the Government's budget savings.[32]

It is hard to decipher the full impact of current aid trends on aid to education, especially given the OECD DAC data used in this report (for cross-country comparability) only runs to 2013. Therefore, the first part of the remainder of this analysis look at trends in aid to education based on analysis of OECD DAC data up to 2013, while the second half looks at the possible impact of recent cuts to aid to education moving forward (and is thus slightly more speculative).

FIGURE A1: Australia Total ODA as % GNI 2000-2014



30. Organisation for Economic Co-operation and Development, *OECD Development Cooperation Peer Review: Australia 2013*, 2013 www.oecd.org/dac/peer-reviews/OECD%20Australia%20FinalONLINE.pdf

31. www.abc.net.au/news/2014-05-12/budget-background-foreign-aid-karen-barlow/5434888

32. Based on input from the Australian Coalition for Educational Development and the following article www.results.org.au/largest-aid-cut-ever/

Aid to education trends

The recent dramatic cuts to overall aid will undoubtedly make a major impact on what has, until very recently, been an excellent record on support to education in developing countries. Moreover, given the significance of the Australian education programme globally, this could also have a detrimental impact on the global goal to ensure education for all.

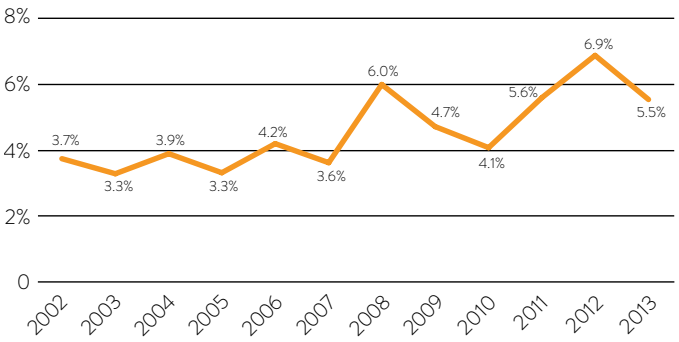
FIGURE A2: Australia **Total aid to education as % total ODA 2002–2013**

As Figure A2 shows, since 2002, Australian aid to education has fluctuated from 12.6% (in 2002) to a low of 5.9% (in 2005). Over the period this has averaged at around 10%, which means that Australian aid to education has been above the DAC average, and above the average for countries within this report. The Australian government's development policy demonstrated strong political support for education for all, and particularly towards supporting basic education for the world's poorest children. Indeed, in 2012, Australia was on track to become a clear leader in education: with 12.1% of their bilateral aid budget being spent on aid to education, they were the fourth most generous donor in this report, in terms of percentage of aid committed to education and, maybe most significantly, the second for basic education, with 6.9% of all aid being spent on supporting basic education (see Annex 1). From 2002 the Australian government gradually increased the overall amount of education aid allocated to basic education, with this reaching 57% of education aid in 2012 and 2013 – above the levels spent on basic education by many other donors in their allocations to education. In 2010, the Australian government pledged to increase aid to education to a total of AUD$5 billion by the end of 2016. This included a commitment to increase bilateral aid to education by 25% from 2010 to 2015. 2010 to 2012 saw significant increases in aid to education, so that, while overall aid levels were increasing in volume, aid to education has been on the rise in particular.

In June 2014, Australia pledged just over US$100 million to the Global Partnership for Education's 2015-18 replenishment round. This makes-up roughly 5.5% of the total global fund over the period. While this was not as generous as Australia's commitment in the last replenishment round – where Australia committed nearly twice as much over a 4 year period – this was still a significant contribution towards supporting global efforts to scale up basic education.[33]

33. http://aid.dfat.gov.au/aidissues/education/Pages/initiative-global-partnership-education.aspx

FIGURE A3: Australia **Total aid to basic education as % ODA 2002–2013**



One final noteworthy element of Australian aid to education is that, between 2006 and 2012, the amount of ODA dedicated supporting to scholarships for students to study in Australia had been on the decline – see Table A1. This went from consuming around 22% of the total aid to education budget in 2006 to 0.03% in 2012 – a welcome shift.

Table A1: Australia **Percentage of Australian ODA dedicated to scholarships 2006–2012**

2006	2007	2008	2009	2010	2011	2012
22%	29%	9%	14%	13%	9%	0.03%

Where to now for Australian aid to education?

As the above shows, Australia was a good performer in terms of their aid giving to education: this is now almost certainly a thing of the past. Recent trends, combined with some of the areas which have taken the deepest cuts in recent aid budget reductions, raise a red flag for Australian aid to education.

Even before the dramatic cuts to the Australian aid budget, the education aid budget was haemorrhaging resources. In 2013, in just one year alone, there was a 20% cut in the amount of aid spent on education, and 22% cut in the amount spent on basic education.

The recent aid reductions, combined with the new Australian aid policy and performance framework, which the Minister of Foreign Affairs, Julie Bishop, announced as 'a new aid paradigm' in 2014, suggests the worst cuts are yet to be felt. The new aid policy has been 'reshaped' around the aim of promoting Australia's national interests and economic growth (through trade, infrastructure and private sector engagement).[34] Recent aid-to-education trends represent a dramatic decline in aid to education, especially for low-income countries, and those countries 'most in need', especially in sub-Saharan Africa. The information already known about the shape and size of the dramatic cuts to Australian aid raises alarm bells for this support in the coming years.

34. The Hon Julie Bishop MP, 'The new aid paradigm', 18 June 2014 www.foreignminister.gov.au/speeches/Pages/2014/jb_sp_140618.aspx; Department for Foreign Affairs and Trade, 'Australian aid: promoting prosperity, increasing stability, reducing poverty'.

It is clear that education as a sector has been hit by the cuts, from AUD$145.5 million to AUD$101.8 million in the recent budget cuts – a 30% reduction from 2015 to 2016.

However, there is likely to be a double impact felt for education support in certain geographical areas. The methodology used for cutting aid was highly regional and geographically focused, with 40% cuts across Asia - apart from the Pacific area which was protected within this – and close to total elimination in other countries or regions. Aid to the Middle East and Africa has been cut the most, with a reduction of 82% across the Middle East and North Africa, and a reduction of 70% for sub-Saharan Africa. Conflict zones such as Afghanistan, Sri Lanka and the Palestinian Territories have also seen aid cut heavily.

This means that the previous commitment to support low income countries in scaling up basic education with Australian aid, has been seriously eroded.

Canada

Executive summary

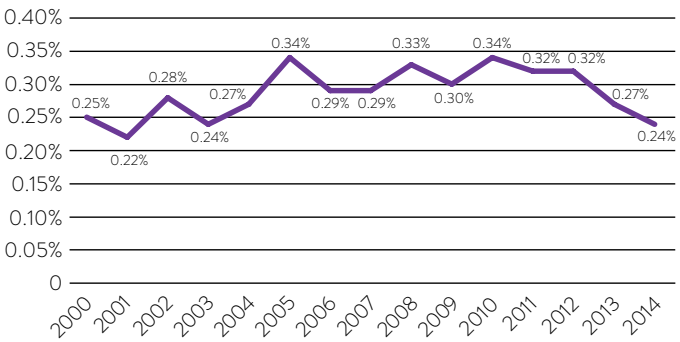
Despite years of relative decline, Canada is once again looking to reassert itself as a leader in efforts to see all children learning. 2014 saw a drop in Canada's overall foreign aid to 0.24% of GNI, and direct aid to education comprised only 6% of foreign aid. However, in 2014, Canada doubled its contribution to the Global Partnership to Education to US$98 million (CA$120 million) for 2015–2018 and will be launching a new education strategy that includes, among other key priorities, an emphasis on education for children in crisis contexts.

Canada channelled 90% of its bilateral aid to the 25 countries of Canadian development focus, which comprises a combination of low- and middle-income countries. Close to half of the countries on the list appear in the lowest quintile of the UNDP's Humanitarian Development Index for 2014[35] and have some of the lowest education indicators in terms of the number of children out of school and learning achievement.

Overall aid trends

In 2014, Canada provided US$4.2 billion in foreign aid to developing countries. This figure marked a decline of 11% from US$4.9 billion in 2013, following a similar decline of just over 11% in 2013 relative to 2012. Canada is the ninth largest donor, per capita, of the 29 countries comprising the Development Assistance Committee (DAC). Canada's 2014 aid contributions represent 0.24% of its GNI placing it below the 0.3% average among donor countries and at less than one third of the internationally agreed upon target of 0.7%. Canada's overall ODA was routinely above 0.4% until 1998, but has never since reached this level, and has seen a continuous decline since 2010.[36]

FIGURE C1: Canada Total ODA as % GNI 2000–2014



The Department of Foreign Affairs, Trade and Development (DFATD) is responsible for overseeing the majority of Canada's aid

35. http://hdr.undp.org/en/content/table-1-human-development-index-and-its-components
36. OECD, *Development Co-operation Report 2014: Mobilising resources for sustainable development, 2014* www.oecd-ilibrary.org/docserver/download/4314031e.pdf?expires=1430935443&id=id&accname=guest&checksum=06886840650FFB97830473F86F24D282

distribution. By far the largest percentage of DFATD's aid budget (78%) is delivered bilaterally. A smaller percentage (7%) is allocated to multilateral organisations and funding mechanisms; the final 15% is disbursed by other Canadian government departments and agencies such as Finance Canada and the International Development Research Centre (all 2013 figures[37]).

In 2014 Canada increased its number of developing countries and regions of focus from 20 to 25 which, according to DFATD, was based on real needs, capacity to benefit from the aid, and their alignment with Canadian foreign policy. The proportion of Canadian bilateral assistance these countries receive also increased from 80% to 90%.[38] The 25 countries and territories are the Caribbean region, Colombia, Haiti, Honduras, Peru, Burkina Faso, Benin, Democratic Republic of Congo, Ethiopia, Ghana, Mali, Mozambique, Senegal, South Sudan, Tanzania, Afghanistan, Bangladesh, Burma, Indonesia, Mongolia, Philippines, Vietnam, Ukraine, Jordan, and the West Bank and Gaza. Bolivia and Pakistan were removed as countries of focus while Burkina Faso, Benin, Democratic Republic of Congo, Burma, Mongolia, Jordan and the Philippines were new additions to the list. Due to the freeze of the aid budget in 2010, and three subsequent years of cuts to the aid budget, the addition of these five countries came with no overall additional funding.

Aid to education trends

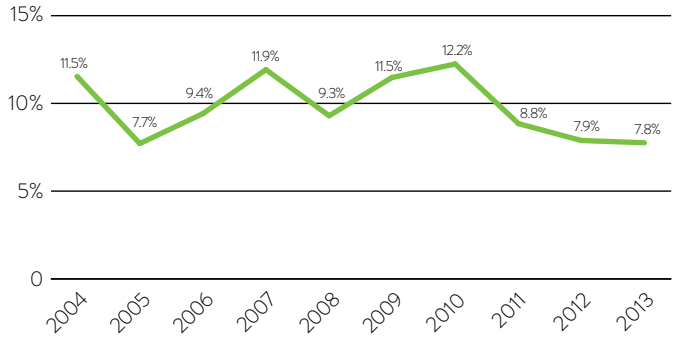
Canada has been one of the strongest supporters of education over the MDG-EFA period. Canada had a strong track record of support to education, but this support has declined in recent years as part of larger aid cuts.[39] This support has also reduced as a percentage of overall aid in recent years, although signs are looking positive for this to rise again in the future

At the launch of the MDGs, Canadian support to education increased from 3.8% of all aid in 2000, to an overall high of 12.2% in 2010. Since that point, however, education support has fallen, reaching only 7.8% of overall aid in 2013.[40] Over the whole of the MDG-EFA period Canada has been one of the most consistent performers on education, committing an average of over 10% of total aid – and sitting in the top five performers in this report.

Although the largest proportion of aid to education and basic education continues to go to low-income countries, this category of countries has also seen the biggest decline in disbursements since 2010, while disbursements to upper middle-income countries increased slightly.

37. Department for Foreign Affairs, Trade and Development (DFATD), *Statistical Report on Canadian International Assistance Fiscal Year 2013-2014*, 2014 www.international.gc.ca/development-developpement/assets/pdfs/sria-rsai-2013-14-eng.pdf
38. www.international.gc.ca/media/dev/news-communiques/2014/06/27abg.aspx?lang=eng
39. Given that Canada is a relatively small donor and disbursement levels can fluctuate greatly from year to year based on project timelines, disbursement rates were calculated using three-year running averages.
40. DAC Creditor Reporting System Database (CRS).

FIGURE C2: Canada Total aid to education as % total ODA 2004–2013



Of Canada's five key development priorities, education falls directly under "securing the future of children and youth" but it also supports all other development priorities (stimulating sustainable economic growth, increasing food security, advancing democracy and promoting stability and security). Canada's education priorities include both access and quality of basic education with a particular focus on girls, and promoting learning achievement through strengthening teacher training and quality teaching and learning materials. Missing from the strategy are provisions for education's role in peace-building and education in humanitarian crises, counter to the principles of the Good Humanitarian Donorship Initiative, of which Canada is a signatory and the co-chair for 2014-2015 – although there are indications that the government may increase support to work in this area.

In 2015 Canada launches 'Education: Building Our Future' – a new and more comprehensive education strategy for development assistance. Preliminary discussions have indicated the strategy will include a focus on upper-secondary education, education in emergencies and strengthening skills for employment. The new development strategy also looks to make more explicit the links between its flagship initiative in maternal, newborn and child health (MNCH), nutrition, child protection and education. Canada recently committed CA$10 million to UNICEF to support education and child protection in humanitarian situations, providing a further indication that this is an area in which Canada will become more involved.

While education spending declines, Canadian aid to other sectors such as health and agriculture has continued to grow. The health sector, which includes the government's flagship MNCH agenda, receives three times the amount of aid education does, or 18% of overall ODA in 2013 versus education's 6%. Food security (comprising agriculture, food assistance and nutrition) is another sector that has seen substantial steady increases in funding from 2005-2013, accounting for 9% of overall ODA aid in 2013.[41]

Supporting countries in most need

Canada continues to support those countries most in need, including those in the midst of crises. Canadian aid to low-income countries has increased by $1 billion between the period 2003–4 and 2013–14 to CA$2.2 billion.[42] In 2013-14 the government reported that

41. DFATD, *op. cit.*
42. *Ibid.*

70% of bilateral assistance was directed towards the most vulnerable countries.[43] The top ten recipients of Canada's aid to basic education[44] in 2013 were Senegal, Afghanistan, Tanzania, Kenya, Burkina Faso, Mozambique, Pakistan, Bangladesh, Haiti and Mali, showing a clear prioritisation of LICs and those with some of the lowest education indicators in the world.

Humanitarian assistance increased, up 62% in 2013/14 over the previous year to CA$857 million.[45] Canada allocates most of its humanitarian aid (84%) bilaterally, with 44% of bilateral humanitarian assistance going to the Middle East region, and 31% to Sub-Saharan Africa in 2013/14.[46]

It is difficult to isolate the exact percentage of humanitarian spending allocated to education; however, recent government statistics note that CA$3.82 million was earmarked for education through DFATD's multilateral humanitarian assistance window.[47] This represents 15% of multilateral spending on education in 2013/14, and only 1% of DFATD's total budget. Given that the majority of Canada's humanitarian assistance is delivered bilaterally, it is likely that additional financing for education in emergencies was realised but those figures were not readily available.

Quality of aid support

The percentage of ODA that Canada has disbursed as 'general budget support' has remained consistent at 1-2% of ODA. Sector budget support for education has declined since 2009 and equalled 24% of disbursements to education in 2013.[48] Despite this trend, Canada has reiterated its commitment to strengthening education systems, partly through a recent announcement to double its contribution to the Global Partnership for Education US$98 million (CA$120) million over the period 2015-2018, making it the 7th largest donor to GPE at the time of writing.

Looking towards the post-2015 education agenda

Canada has recently outlined its negotiating priorities for the post-2015 agenda. These include both core priorities (MNCH, job creation/sustainable growth, and accountability) as well as cross-cutting priorities (child, early and forced marriage (CEFM), empowerment of women and girls, and child protection). Education does not appear as a standalone priority, but rather is included among its cross-cutting priorities, in particular CEFM and empowerment of women and girls. The Canadian government stated that 'it is working to ensure a goal and targets that promote inclusive, quality education whereby female and male learners from childhood to adulthood are able to acquire the skills and knowledge that they will need to make a positive contribution to their families, communities, economic growth and poverty reduction'.[49]

43. *Ibid*.
44. Based on DAC CRS data for total basic education in USD million 2013 constant
45. DFATD, *op.cit*.
46. *Ibid*.
47. *Ibid*.
48. DAC Creditor Reporting System Database (CRS).
49. Post-2015 Development Agenda – Government of Canada Priorities www.international.gc.ca/development-developpement/priorities-priorites/mdg-omd_consultations.aspx?lang=eng

There are some indications that Canada's future aid spending will increase. Canada's desire to be a leader in the area of education in fragile and conflict-affected states, as well as the potentially ambitious new Education Strategy for Development Assistance, would both necessitate increases in education funding.

Conclusions and recommendations

It is recommended that the following measures be adopted by the Canadian government:

- An expansion of Canadian aid to support upper secondary education, as aligned with the proposed SDG 4. The government of Canada should commit to giving 10% of its aid to basic education, and safeguard financing for basic education within an expanding agenda in order to ensure equity at all levels of education.
- Prioritisation of equity and quality in Canadian aid to education.
- Continue to demonstrate leadership in the area of education in fragile and conflict-affected states by increasing investments in this area.

Denmark

Executive summary

Denmark has consistently met the 0.7% ODA target since 1978. It is a long-term supporter of aid to education, with its contribution gradually and consistently increasing since 2003. Moreover, Denmark allocates a significant amount of its aid to education to basic education; this has averaged around 50% of the total aid to education budget over the last five years. Denmark particularly stands out for its support to basic education in those countries 'most in need', i.e. low-income countries with the furthest to go in terms of out-of-school children. In fact, in 2013, 90% of Danish aid to basic education was spent in least developed countries – way above other donors.

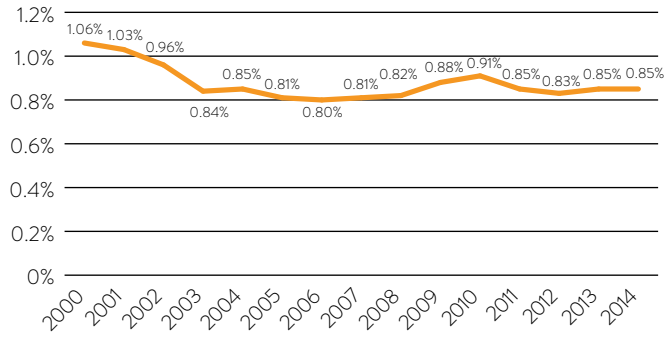
However, since 2013, there has been a reduction in levels of bilateral aid to education, with this now almost phased out (with the exception of aid to Afghanistan), in line with a broader development cooperation strategy to channel increased funds through multilateral mechanisms. The loss of bilateral support has affected many former partner countries, especially ones which have simultaneously lost other donors. At the same time, however, this policy has led to major new commitments to the Global Partnership for Education, with the Danish government pledging the third largest contribution to the Fund in the coming four years.

More broadly Denmark has been a strong and vocal advocate for education in international fora, particularly throughout the post-2015 processes, and it is hoped, as the world moves into implementing this, it remains a committed donor which supports the new education framework.

Overall aid levels

Denmark is only one of three donors in this report - alongside Norway and the UK - and only one in five countries across the whole the OECD DAC database, to meet the 0.7% ODA/GNI ratio in 2014.[50] Since 1978 Denmark has consistently met the 0.7% of GNI to aid target, and is clearly a recognised leader in ODA – not only in terms of overall ODA quantity, but also in terms of quality.

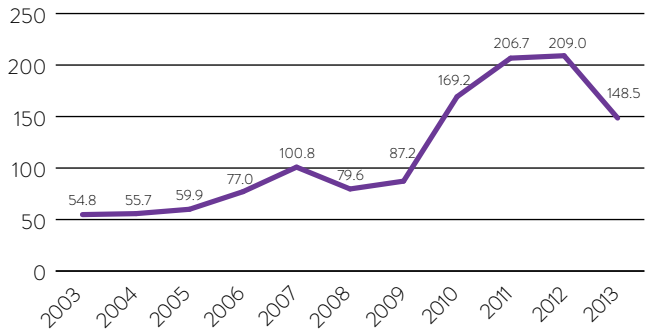
FIGURE D1: Denmark Total ODA as % GNI 2000–2014



Aid to education trends

As Figure D2 shows, Denmark saw a relatively stable commitment to aid to education up until 2009; at this point it took a sharp upturn, with aid to education disbursements expanding by around 60%. As Figure D3 shows there was a large rise in the amount of aid to education as a total of the overall ODA pie over the same period, demonstrating the Danish Government's commitment to increase aid to education within its overall 2009 ODA (which increased by only 0.36% from the preceding year). From 2009 to 2012 alone this saw aid to education as a percentage of overall ODA increase from 5.1% to 9.8%.[51] However, these figures started to drop off from 2013 – as yet it is hard to decipher if this is a short term blip or a longer term trend.

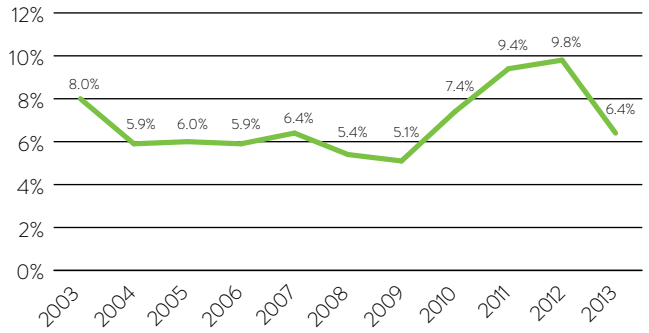
FIGURE D2: Denmark Total aid to education 2003–2013 US$ millions (US$, constant 2013)



50. Denmark has a goal of reaching 1% within a few years, making Denmark one of the most generous donors in the world.

51. It should be noted that Danish aid to education during this period, as classified by the OECD DAC database, may capture this aid as slightly higher than it is in reality. This is firstly because in counting disbursements this records the actual international transfer of financial resources or of goods or services. As the aid committed in a given year can be disbursed later, sometimes over several years, the annual aid figures may actually reflect earlier commitments made – i.e. there may be a time-lag from commitment to delivery. This is particularly important for a smaller donor with fewer projects like Denmark as it can lead to large disparities between commitments and disbursements.

FIGURE D3: Denmark Aid to education as % total ODA 2003–2013

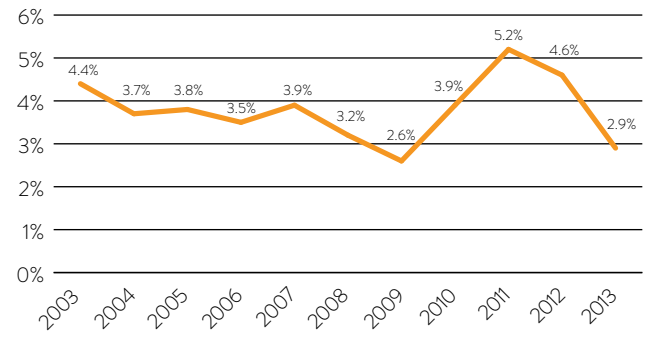


Aid to basic education follows similar trends to those in overall aid to education: after a sharp increase in the total aid to basic education between 2009 and 2012, this amount began to fall off in 2013. However, there are a number of noteworthy trends in the Danish contribution to basic education. Firstly, aid to basic education has received, on average, 50% of the overall aid to education commitment over the last 5 years,[52] which is far higher than many other bilateral donors (see Table D1). Considering the very substantial commitment by Denmark to the Global Partnership for Education, and the fact that this commitment is not counted as 'basic education', the actual contribution since 2011 by Denmark to basic education is probably higher in reality.[53]

TABLE D1: Denmark Percentage of total aid to education allocated to basic education

2005	2006	2007	2008	2009	2010	2011	2012	2013
63%	58%	62%	59%	51%	53%	55%	47%	45%

FIGURE D4: Denmark Aid to basic education as % of total ODA 2003–2013



52. This ranges from 51% in 2009 to 45% in 2013, and averages at exactly 50% over the last 5 years.
53. For example, the contribution to the Global Partnership was US$51 million in 2013, around one third of all aid to education contributions, but this is not classified as 'basic education', rather as 'education unallocated' in the OECD DAC database. Hence total contributions to basic education are likely to be underestimated. For a discussion of this see www.brookings.edu/~/media/research/files/reports/2013/09/financing-global-education/basic-education-financing-final--webv2.pdf

Supporting countries in most need

Denmark has a good history of giving aid in support of the education plans of some of the poorest countries in the world. As much as 90% of all Danish direct aid to education[54] was spent in LDCs in 2013. Given that, on the whole, it is LDCs which continue to have the greatest need in terms of scaling up basic education – including in terms of quality and retention – and the least domestic resources to do this with, this is an admirable commitment by the Danish government. Meanwhile, nearly all of Danish aid to basic education (97%) was allocated to sub-Saharan Africa and South Asia in 2013.

Denmark's support to education has also focused heavily on fragile states since 2006, with South Sudan, Nepal and Afghanistan as priority countries over recent years; for example, in 2011 Denmark was the lead bilateral donor to education in Afghanistan. Taken together, it is clear that Danish aid to education has a strong emphasis on targeting the countries with the most need, in terms of out-of-school numbers, low-income levels and/or high fragility levels, and this should be commended.

Finally, a large amount of Danish aid is targeted at sector support in education – close to 50% of all aid to education in 2013 was channelled as budget sector support, which is significantly higher than many other donors. The remaining aid to education tends to have a heavy focus on supporting civil society involvement, as part of a broader strategy on development aid and engaging citizens.

Shifting bilateral to multilateral aid and support to the Global Partnership for Education

The Danish Development Cooperation strategy, *The Right to a Better Life*, commits to strengthening cooperation with multilateral organisations and channelling more funds to the social sectors through the multilateral system. This has had a significant impact on Danish aid to education in recent years. Most notably this has seen a commitment to phasing out bilateral aid to education, in all but Afghanistan, and has seen Denmark channel increased funding through multilateral donors, (provided they are in line with Danish priorities).

In many respects, this decision is a double-edged sword. On the one hand, there has been a reduction in Danish bilateral aid, and with that a corresponding reduction in the support given at country-level, especially as Denmark has traditionally been seen as a strong partner for national education plans and is perceived as *"results-oriented, realistic and fair"*.[55] As is shown in Section 1, the simultaneous reduction of a number of strong bilateral partners in education, including Denmark, has had a major impact on levels of aid to education in some countries in recent years, with some traditional partner governments lamenting the loss of long and trusting relationships built up with the Danish government, which had led to strong partnerships rooted in context specific sensitivities and expertise.[56]

54. The definition of 'direct aid to education' is outlined in Annex 1, and relates to the classification of sector allocable aid in the OECD DAC databases.
55. Frank Rothaus of the Danish Ministry of Foreign Affairs, citing a Nepalese counterpart.
56. Interview, L. Awasthi, Ministry of Education, Nepal.

On the other hand, this has seen a big boost to multilateral and coordinated action and aid in education, which is also necessary. As part of the strategy, the Global Partnership for Education has become one of the main vehicles for delivering Danish aid to education. As a multilateral platform promoting quality education for all, the GPE fits well with the current development vision of Denmark, which places emphasis on partnerships between the donors, the international community and partner country plans, as well as with civil society. It is for this reason that the GPE is currently seen as the main mechanism to ensure equitable access to public education for all by the Danish government, and is why Denmark is now one of the top contributors to GPE.

In fact, at the 2015-2018 Global Partnership for Education Replenishment Conference in June 2014, Denmark committed US$247.6 million. This makes Denmark the third biggest contributor to the Fund – after the much larger donors the UK and EU – with a contribution amounting to over 12% of the total committed to the Fund for the 2016-18 period. Denmark has also been a 'champion' in supporting the Global Education First Initiative. Finally, increased funding is being channelled multilaterally to fragile states through Danish support to UNICEF.

Overall development strategies and priorities: where does education fit?

During the 2010-2015 parliament, the Danish Government's priority sectors were human rights and democracy; green growth; and social progress (including education).

The Danish Government no longer has a separate strategy for education and development. However, gender and girls' education are given special attention by the Danish Government. The former Danish Prime Minister, Helle Thorning-Schmidt, has also made a personal commitment to ensuring quality education, as a champion for education in the Secretary-General's Global Education First Initiative. The new Danish government aligns with the European rights-based approach to education and states' obligations to provide free, public, quality education for all and is currently not engaged in promoting non-state education providers.

Looking forward to the post-2015 education agenda

With the change of government in June 2015 significant cuts in the ODA budget are expected for the financial year 2016. Aid to education could be affected negatively by these cuts, though it is expected that the new government will prioritise education as a key component of Danish aid. It is vital Denmark continues to play a leadership role in education: support from Denmark has helped to decrease the number of out-of-school children and has contributed to the fact that more than eight million Afghan children, especially girls, go to primary and secondary school.

Denmark has selected education as one of its priority areas for the post-2015 goal setting agenda, and it is expected that the new Danish Government will proactively promote education in the post-2015 negotiations for the new Sustainable Development Goals.

Conclusions and recommendations

The Danish Education Network under Global Fokus (GCE DK) actively supports this priority and engagement by the Danish Government. Moving forward, it calls on the Danish government to:

- **Ensure a standalone goal on quality education in the post-2015 development framework.** GCE DK urges the Danish Government to ensure that the new SDGs will have strong educational goals and targets, which can ensure quality education for all and be an enabler of other SDGs and reduced inequality.
- **Sustain the political will to fund quality education as a driver to fight inequality and poverty, backed by increased and targeted economic support.** GCE DK welcomes the Danish Government's contribution to GPE and urges the Government to use its influence in GPE to ensure that education spending is targeting marginalised and vulnerable groups with quality education.
- **Monitor the impact of dwindling bilateral support to education**. GCE DK is concerned about the phasing out of Danish bilateral assistance to education and urges the Danish Government to play a leading role in donor coordination and monitoring of the effects of bilateral donors' withdrawal and the resulting technical assistance 'drain' from the education sector, which in itself could pose a threat to the functioning of GPE at country level (with an absence of bilateral donors present).
- **Resist privatisation of education**. GCE DK recommends that the Danish Government takes a lead in promoting free, public, quality education, resists privatisation of education, and actively promotes a progressive tax regime in developing countries in order to mobilise funding for quality public schools, and supports countries to meet at last 6% of GNI and/or 20% of domestic resources to education.
- **Increase the support to education in conflict and disaster situations**. GCE DK urges the Danish Government to increase the allocation of humanitarian aid to education in conflict and disaster situations and in fragile states, and to influence other donors to do the same.

France

Executive summary

Overall aid levels continue on a downward trajectory, with French aid to GNI commitments falling from 0.5% in 2010 to 0.36% in 2014. In spite of this fall, the French government has said it is committed to reaching the 0.7% target, once growth returns to the French economy.

France has historically given far too little in aid to basic education, when compared to their commitment to post-secondary education, and while they have cut aid levels overall in recent years, aid to basic education is reducing more sharply – with aid to basic education cut 50% more than aid to education as whole. Far too much of France's aid to education is spent on scholarships and imputed student fees to support students studying in France: in fact, in 2013, only 3% of the total amount spent on aid to scholarships was given in support of primary education in least developed countries. France also gives far too little support to the Global Partnership for Education, and more generally to multilateral funds to education.

Looking forward, the civil society groups which form the French Campaign for Education for all expect French aid to focus much more heavily on supporting basic education – include increasing their support to the GPE – and to reduce the amount of aid spent on scholarships, while ensuring a strong education strategy for the post-2015 framework.

Overall aid trends

During 2013 and 2014, France made ambitious commitments to development, including the establishment of a new international development and international solidarity framework and the National Development Council. During the closing of the French Development Conference in March 2013, President François Hollande went as far as to commit to meeting the 0.7% ODI to GNI commitment: "Once we get back to growth, we can resume the upward trajectory towards the international goals we have set ourselves."

However, this rhetorical commitment is not being matched by the reality of overall aid giving in France. Aid continues on a definitive downward trajectory, with the total ODA to GNI commitment falling from 0.5% in 2010 to 0.36% in 2014, and aid levels as a total dropping by more than 10 percentage points over the same period. From 2013 to 2014 alone there was a 12% reduction - after four consecutive years of decline. This means that France continues to be far from both the international and its own target of spending 0.7% of GNI on aid.

FIGURE F1: France Total ODA as % GNI 2000–2014

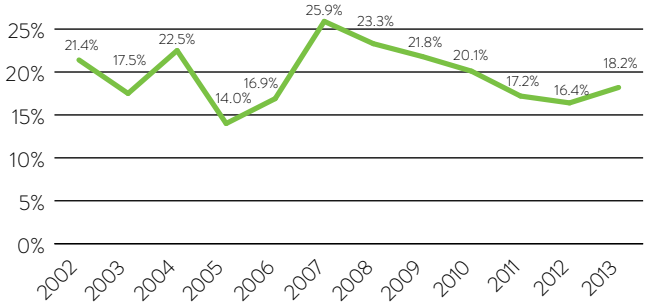
It should be noted that in overall volume terms France continues to be a significant global player, in spite of the decrease in aid levels; it remains the fourth highest DAC donor in overall volume terms.[57]

With France continuing to make firm national commitments to aid, all be them rhetorical, and with France playing a significant international role in 2015 when they host the World Conference on Climate Change, it is disappointing that France's budget reached a low of 0.36% in 2014 – a level not seen since 2003.

Aid to education

As with overall aid levels, aid to education is following the general trend of decline, despite a genuine effort to maintain grants to education in the face of declining ODA: in 2010, aid to education was €1.84 billion, compared to €1.45 billion in 2013.

FIGURE F2: France Total aid to education as % total ODA 2002–2013



Education remains a top development priority for France, coming ahead of health, agriculture and food security, and sustainable development, in terms of the volume of bilateral aid allocated over the last five years. Education aid represents 18.2% of total ODA in 2013 (when grants and loans are combined). However when only grants are taken into account, then the amount of aid given to education rises to 26.7%.[58] However, while bilateral aid to education seems to do relatively well, education continues to suffer from a lack of French investment in multilateral aid.

57. www.oecd.org/dac/stats/development-aid-stable-in-2014-but-flows-to-poorest-countries-still-falling.htm

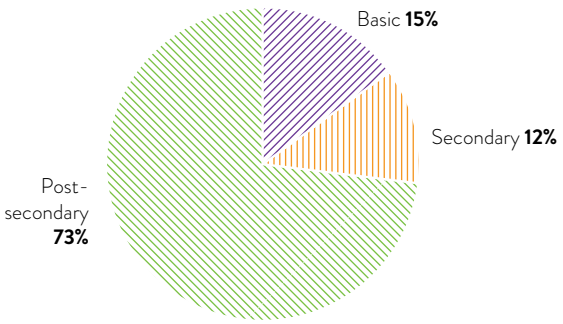
58. Loans count as part of the OECD DAC definition if they are concessional in character (i.e. include 25% grant and are at below market rates). Given that grants are the preferred tool for support to basic social sectors, GCE's French coalition has chosen to also analyse the level of grants as a standalone component here.

Overall, during the MDG-EFA period, aid to education from France appears, after some initial increases, to be reducing. After a period of greater mobilisation from around 2000 onwards in aid to education, and a significant commitment between 2006 and 2010 to raising levels – with aid to education reaching a peak of around US$2 billion in 2007 – French aid has fallen back to levels it was at around a decade ago. 2013 marked the lowest level of French aid to education since 2005.

Is French aid helping to educate those 'most in need'?

In terms of prioritising low-income countries and countries with high proportions of out-of-school children, French aid to support education for those most in need is notoriously poor.

FIGURE F3: France Education aid by level % (2013)



In 2013, France devoted just 2.7% of its total ODA to basic education and, following four years of decline,[59] this currently places France way off the recommendation to allocate 10% of ODA to basic education.

These levels of aid to basic education are particularly stark when compared to the overall distribution of aid to education; for instance, in 2013 higher education received 73% of French aid to education, while basic education received only 15%, and secondary only 12% (see Figure F3). In particular, when breaking down the areas within basic education, early childhood education receives negligible support - less than 0.08% of ODA on education.

Moreover, these figures reflect a sharp decline in support for secondary education and basic education over the past five years. Aid to basic education saw a decline of 43% of aid between 2010 and 2013, which is far deeper than the same decline in overall aid levels (less than 20%[60]) and aid to all education (24%[61]) – almost double the reduction.

Inflated aid: focus on scholarships and imputed student fees

The high degree of French focus on post-secondary education is of major concern, as this contribution is not generally focused on supporting the expansion in access to technical and vocational training, but is simply being spent on students studying in France. As well as allocating a large amount of overall education aid to higher education, French aid to post-secondary education is largely comprised of scholarships and 'imputed student fees': aid which does not leave donor countries and is instead spent on scholarships given to students from developing countries to study in donor countries, or associated costs.

This makes up a sizable chunk of French aid to education, representing a shocking 41% of all aid to education in 2013. In fact, scholarships and imputed student fees were allocated close to three times more than the total amount of aid France spent on supporting basic and secondary education in developing countries in 2013.[62] This compares badly to spending on primary education in low-income countries: in 2013 only 3% of the total amount spent on aid to scholarships was spent on primary education in least developed countries.

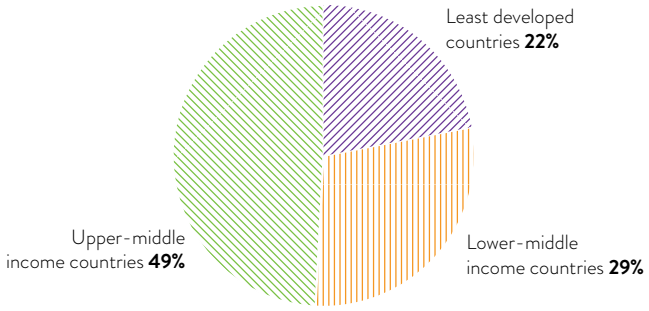
In summary, scholarships are eating into far too much of the overall education aid pie, both in terms of supporting aid which targets the goals of getting children into basic education, or beginning to support more children and countries to expand into secondary education. This goes against the stated prioritisation by the French to support education in poor countries. Hervé Gaymard, the rapporteur on ODA to the French National Assembly on behalf of the Foreign Affairs Commission, highlighted the contradiction between aid to education figures and the intention expressed in the French 2010-2015 strategy to ***"promote from here to 2015 two major objectives: making a decisive contribution to universal primary education (…); promote an integrated approach to education, including primary and secondary education, vocational training and higher education (…) " He adds that "even though 26% of students counted [in higher education fees] come from sub-Saharan African countries, one cannot forget that it is because of taking into account these expenses that China has been for many years now among the main beneficiaries of our action."***[63]

59. Although there has been an overall decline over the last four years there was a slight peak from 2012 when it was 1.4%.
60. This is based on disbursements from the Creditor Reporting System (CRS) aid database.
61. Using the UNESCO calculation, using 'direct aid' as reported sectorally to the DAC this is around the same decrease (i.e. 24%).
62. This rises to the even higher level when looking only at aid which can be allocated to the education sector through the DAC codes only for education, and not using the UNESCO education aid calculation, with aid to basic education and secondary education combined getting only 25% of the amount spent on scholarships and student fees.
63. Opinion presented on behalf of the Foreign Affairs Commission of the French National Assembly during the review of the draft Finance Bill 2015 (No. 2263) www.assemblee-nationale.fr/14/budget/plf2015/a2263-tIII.asp

Least developed countries: a very small share of French education aid

In July 2013, the French Interministerial Committee for International Cooperation and Development (CICID) affirmed the commitment of the French government to devote 85% of its financial contribution to development in sub-Saharan Africa and in countries around the Mediterranean, and focus at least 50% of its funding on a limited number of priority poor countries. All of these elements have been reaffirmed in the finance bill for 2015.

FIGURE F4: France Education aid by level % (2013)



In the education sector, the OECD recommended in its Peer Review of Development Cooperation of France in 2013 that the share of donations allocated to education and vocational training in sub-Saharan Africa should increase from 12% (of total ODA in grants) in 2009 to more than 30% in 2013, and that grants earmarked for basic education in sub-Saharan Africa from 8% [of total ODA for education] secured in 2009 to over 20% in 2013. However, in 2013, the figures reached 7% and 2.7% respectively, showing a net decline compared to previous years.

Only 22% of French ODA in the education sector in 2013 benefited the poorest countries, and among the 16 African countries identified as priorities by CICID, many recorded a decrease in sectoral aid received in 2013 compared to 2011 (Benin, Burkina Faso, Burundi, Ghana, Guinea, Madagascar, Mali, Mauritania, Central African Republic, Togo and Senegal). The total disbursements of ODA allocated to education in 16 priority countries fell by nearly 19% between 2011 and 2013, from €356,395,000 to €301,182,000.

French contribution to the Global Partnership for Education

France is an historic partner of GPE and played a leading role in its creation. Since 2004, France has contributed a total of €70 million, and has also assumed responsibility for two international experts, for a total amount of €2.7 million. France also belongs to decision-making bodies of GPE, as a member of Donor Constituency Five on the GPE Board, and by holding a seat on the Country Grants and Performance standing committee. Over the period 2011-2014, France had therefore committed €50 million to the financing of GPE, ranking it as GPE's 7th biggest contributor during that period. In view of its previous commitments, the disappointment was all the greater when France decided to review its contribution to the fund. Indeed, for the period 2015-2018, France has significantly reduced its funding commitments to the year 2015, amounting to €1 million, a derisory sum in relation to its other commitments to sectoral multilateral funds, including health.

Conclusions and recommendations:

As the critical final negotiations of the education post-2015 period begin, the CSOs which form the French network of the Global Campaign for Education expect the French government to:

- Increase commitments to aid for education, with 10% of ODA focused on basic education, and focus on those countries and populations that are most in need, including the African continent and its priority developing countries.
- Stop counting scholarships and inputted fees as ODA. As a minimum, only scholarships for students from low-income, fragile or priority development partner countries for France to be counted as ODA, in order to not falsely inflate ODA figures with scholarships from other less vulnerable countries.
- France must reconsider its commitment to the Global Partnership for Education, by including it in budget law in order to dedicate sustainable and significant funding, on a progressive basis.
- The French Government is preparing to define its strategy for aid to education and training for the period 2015-2020, following the adoption of the SDGs. The French network of the Global Campaign for Education wants the issue of funding to be significantly addressed to ensure sustainable and reliable/predictable aid from France in this priority area.

Germany

Executive summary

Germany continues on a slow and steady trajectory in terms of increasing their overall ODA/GNI ratio – although much faster progress is necessary for Germany to continue to be an ODA leader in the post-2015 development world.

On the surface, Germany looks like a very generous donor to education. Indeed, at over 15% of all aid going to education, this is way above most other donors, and sees them at the top end of bilateral donor commitments to education. However, the total German aid commitment to education hides a number of different trends within it: it has one of the lowest ratios of total aid contributed to basic education, and within this an even smaller amount goes to the poorest countries – with only 5% of all German aid spent on basic education in the world's least developed countries. This is because Germany spends over two-thirds of its aid to education on post-secondary education, often supporting students from middle-income countries to study in Germany: a total of 60% of all aid to education over the last 7 years has supported scholarships.

However, the new coalition government has announced that it is drafting a new education strategy as part of their development cooperation strategy. This offers a new opportunity for Germany to begin to find a more deliberate role for their aid to support the post-2015 education agenda than has been apparent over the MDG-EFA period.

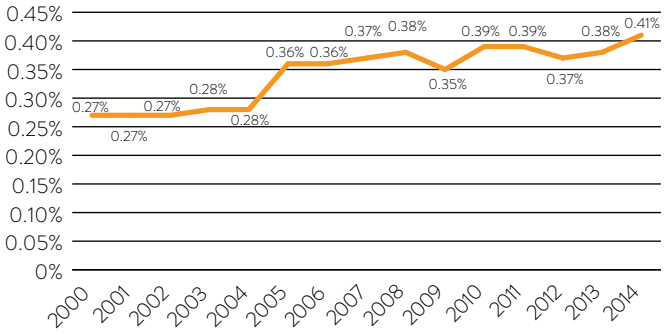
Overall aid trends

Germany is the third largest donor of the Development Assistance Committee (DAC) in terms of volume. In 2014, Germany's ODA/GNI ratio was 0.41%; this is up marginally from 0.38% in 2013 and 0.37% in 2012.[64] As Figure G1 demonstrates, this shows steady but sure upward progress, although it remains unclear when, and if, the German government intends to reach the 0.7% ODA/GNI target.

However, the German government's announcement in March 2015 of an additional €8.3 billion commitment to ODA cumulatively over the next four years sent positive signals of a renewed commitment to increasing aid.[65] This was part of new benchmark figures for 2016 published in the Federal budget and in the financial plan to 2019. However, it should be noted that the stated aim is to merely stabilise Germany's ODA quota at around 0.4% of GNI.[66] There remains some hope that the upcoming UN Financing for Development Meeting will offer an opportunity for Germany to re-commit to bold, concerted action in realising the long-standing commitment to significantly increase ODA spending.

64. OECD DAC, accessed June 2015: www.oecd.org/dac/germany
65. ONE, *The DATA Report 2015: Putting the Poorest First*, 2015 https://s3.amazonaws.com/one.org/pdfs/DATA_Report_2015_Executive_Summary_EN.PDF
66. Eckwertebeschluss der Bundesregierung zum Regierungsentwurf des Bundeshaushalts 2016 und zum Finanzplan 2015 bis 2019 www.bundesfinanzministerium.de/Content/DE/Pressemitteilungen/Finanzpolitik/2015/03/2015-03-18-PM13-bundeshaushalt-anl2.pdf?__blob=publicationFile&v=3

FIGURE G1: Germany Total ODA as % GNI 2000–2014



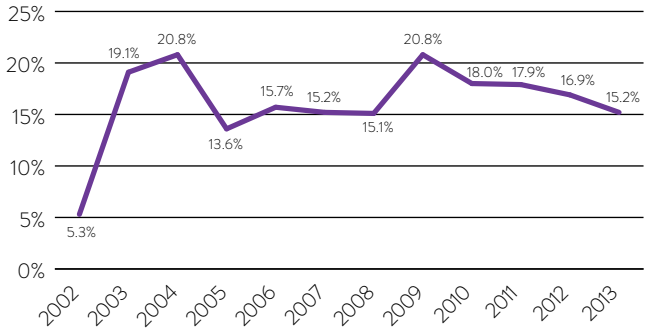
Aid to education

Although the German government has made an effort to increase aid to education, since 2009, the level of education spending as a percentage of ODA has declined, going from 20.8% - in line with the total recommended spending of 20% of all aid budgets on education – to 15.2% in 2013. In particular, the shrinking portion of the overall increased ODA-budget that is allocated to education suggests a decreasing prioritisation of education moving forward.

With the change of government at the end of 2013 there is a chance that the downward trend could be put on hold or converted into increased education spending. The grand coalition between the two major parties CDU/CSU and SPD has laid out the necessary groundwork to build new support to education. The coalition agreement for this election period, for example, highlights education as a key thematic aspect of German development politics and the new Minister for Economic Cooperation and Development, Gerd Müller, announced during his first speech in January 2014 the intention to increase allocations to basic education and vocational training to €400 million per annum.

In summer 2014 the BMZ started to revise its education strategy, giving indications of a renewed intent to focus on education. Although the revision process could, in principle, mean that BMZ is serious about emphasising education, the outcome of this process is yet to be seen, and at the time of writing, the process has not been concluded and no final document is available. Moreover, the vague timeline and the delayed process for this strategy development is a cause for concern.

FIGURE G2: Germany Total aid to education as % total ODA 2002–2013

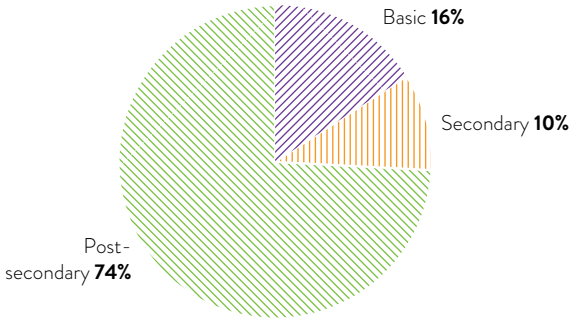


Aid to education trends

German aid to basic education has always been low, compared to other countries and compared to total commitments to education aid overall. German aid to all education is very high amongst the countries analysed in this report – across the 15 bilateral donors, Germany gave the second largest contribution as a percentage of ODA over the 2002-2013 period, at 16.3% on average. Although Germany now gives slightly less than in other years, in 2013 Germany still spent the third largest amount of their total aid budget on education of countries in this report, at 15.2%.

At the same time, Germany made the second lowest contribution to basic education as a percentage of its total ODA – in 2013 this was just 2.4% of all aid.[67] In fact, this has never reached higher than 3.6% of total ODA since 2002. Moreover, lately, the trend on basic education has been negative, with a sharp decline from 3.6% in 2011 to 2.4% of ODA in 2013. It now makes up only around 16% of all aid to education. Secondary fares no better, with less than 10% being spent on it.

FIGURE G3: Germany Education aid by level % 2013



The reason that both basic and secondary education get such low amounts of aid, and yet Germany remains such a significant contributor to overall aid to education, is because, in 2013, 74% of all German education aid was spent on post-secondary education – the lion's share.

Even more worrying is that, within this, 80% of the German contribution to post-secondary education is spent on scholarships or imputed student fees: that is, aid which doesn't leave Germany and is instead spent on scholarships, and other associated costs, for students from developing countries to study in Germany.

This money is usually from the German federal states, but it is counted as aid. In total, this amount makes up well over 50% of total aid to education over the last six years (see Table 1). By counting this as ODA, Germany massively inflates its education spending and has been rightly criticised for this practice. This has the effect of exaggerating the German contribution to supporting education for children in the developing world or helping partner countries to deliver on their commitments to scale-up education for all.

This money could be spent supporting children in the world's poorest countries and helping them to get a basic education. This is especially the case considering that only 5% of all aid from Germany in 2013 was spent on basic education in least developed countries, of which 3% was in sub-Saharan Africa. As such, on first glance Germany looks like one of the most generous donors to the global effort to deliver education for all, but on second glance this is much less clear.

Table G1: Germany How much of German aid is spent on scholarships or student fees as % of education aid over the last 7 years?

2007	2008	2009	2010	2011	2012	2013
69%	64%	61%	63%	60%	60%	59%

In addition, a significant proportion of German aid continues to be focused on middle-income countries, with 40% of aid to education channelled to upper-middle income countries, with large amounts channelled to supporting scholarships for students from these countries to study in Germany. For instance, 11% of all aid to education in 2013 was spent on scholarships to support Chinese students to study in Germany.[68]

FIGURE G4: Germany Aid to basic education as % ODA, 2002–2013

Support to the Global Partnership for Education

Disappointingly, in spite of the commitment by the German government to increase their overall contribution to education, the Ministry for Economic Cooperation and Development (BMZ) failed to use the Global Partnership for Education's replenishment conference in June 2014 – the first chance it had to concretely demonstrate its new stated support to education – to send a convincing signal. Only US$40 million was committed to the fund during the 2015-18 replenishment period, which is very low, comparative to the overall aid level and significance of German aid, and this amounted to only around 2% of the expected GPE funds during this period.

However, BMZ support to the German government's BACK-UP initiative, which provides funds for GPE developing country partner constituencies to meet and prepare their positions prior to meetings, has played a valuable role. This has greatly increased the influence of these constituencies during GPE Board meetings, and thus their impact on education support, clearly meeting the objective of the BACK-UP initiative.

67. This trend is also replicated over 2002-2013 period tracked in this report, with an average of 2.4% of German ODA allocated to basic education (see Annex 2 for more on this).

68. In 2013 US$187 million was spent in scholarships for Chinese students to study in Germany, while another US$46 million was spent on Turkish students; US$47 million on Iranian students; and US$21 on Brazilian students. Taken together this represents 17% of all aid to education in 2013.

Conclusions and recommendations

German aid to education has lately been on a downward trend with a sharp decline in spending for basic education. Also worrying is the level of aid being directed to scholarships and counted as imputed student fee costs that count for around half of the overall aid budget on education.

With the pledge to raise aid to education to €400 million annually and the revision process of the education strategy, Minister Müller raised expectations around Germany's contribution to realise the right to education for all. However, it is yet to be seen if the German government will keep its promise and increase spending for education. In terms of policy development the BMZ should speed up the process of revising the education strategy, and support it with a tangible set of goals and a robust accountability mechanism.

- Germany needs to increase overall aid to education and settle on a realistic timetable for meeting their target of 0.7% of GNI as ODA, and continue to share a large portion to education.
- German aid to education should the channelled to countries most in need, especially by improving their support to basic education in sub-Saharan Africa – the region where most out of school children live.
- Germany should allocate the greatest amount of aid to strengthen the education systems of partners directly, and refrain from counting scholarships and imputed student fees as ODA. A more realistic picture of Germany's contribution to supporting people in partner countries to realise their right to education must be drawn, in order for Germany to provide genuine resources for investment in education partner countries.

Ireland

Executive summary

Ireland has been one of the largest bilateral donors to education – especially basic education – over the MDG-EFA period. Since 2009, cuts in overall aid as a result of the recession in Ireland have seen aid to education drop by around 50%. It should also be noted that the 2013 development aid policy review highlighted three goals: reduced hunger, stronger resilience; sustainable development, inclusive economic growth; and better governance, human rights and accountability. Within these goals, six priority areas for action were included, and education was not explicitly named.

Although Ireland remains a significant contributor, in terms of the percentage of aid allocated to education and basic education, this is beginning to reduce. It is hoped this does not spell a long term trend, as Ireland has been a clear leader in giving to basic education over the MDG period – giving over half of its total aid contribution to basic education. Ireland also has a strong focus on supporting some of the poorest countries in the world: even today this still stands with close to 70% of aid to basic education being spent in the least developed countries – substantially above many other donors.

Moreover, Ireland is something of a role model in terms of the quality of its aid to education; aid follows countries' national priorities, supports national sector plans and has a strong focus on equity, quality and civil society involvement. This means that despite Ireland being a small donor country, the model of its support to education is one to be emulated. It is hoped that Ireland will be strong advocate for continual support to education systems, with good quality aid, that can help to improve quality and support countries to scale up their education plans in the Post-2015 education framework.

Overall aid trends

Ireland's aid rose considerably and steadily from 2000 to 2008, covering much of the MDG-EFA period, in line with the Irish government's commitment at the turn of the 21st century to meet the 0.7% ODA/GNI target. However, in 2008, in the fall-out from the global financial crisis and as Ireland went into recession, the aid budget was cut back in a round of austerity measures. As shown in Figure I1, this created two distinct patterns over the MDG-EFA period: aid was on a continual upward trajectory towards the ODA/GNI targets until 2008, but, after the recession, ODA as a percentage of GNI has been reducing, hitting 0.38% in 2014, from a high of 0.59% in 2008.

However, in March 2014, Joe Costello, Minister for Trade and Development, stated that: *"the Government remains committed to moving towards the UN target for aid of 0.7% of GNP as soon as economic circumstances permit."* As such, it is hoped that as the Irish economy continues to recover so too will the aid budget.

In the same statement the Minister also noted that the Irish aid programme *"has the reputation of being one of the best in the world…"*

and rightly so. The quality of aid continues to be stand-out elements of Ireland's development programme. Notably, it is fully untied,[69] and Ireland does not count areas of inflated aid – meaning much of this is largely seen as 'real aid'.[70] Meanwhile, Ireland is credited with channelling over 70% of its assistance through partner country systems.

Ireland's aid also tends to focus heavily on supporting some of the world's poorest countries, with all of Ireland's bilateral aid going to sub-Saharan Africa (70% in 2013). Remarkably, Ireland spends around 50% of its aid in least developed countries – only one of two countries across the whole of the DAC to do so in 2014.[71] Perhaps more importantly, in April 2014 the Minister of State for Development, Trade Promotion, and North-South Co-operation, Seán Sherlock, announced a bold commitment to continue to spend at least 50% of aid in the world's poorest countries.[72]

FIGURE I1: Ireland **Total ODA as % GNI 2000–2014**

Aid to education trends

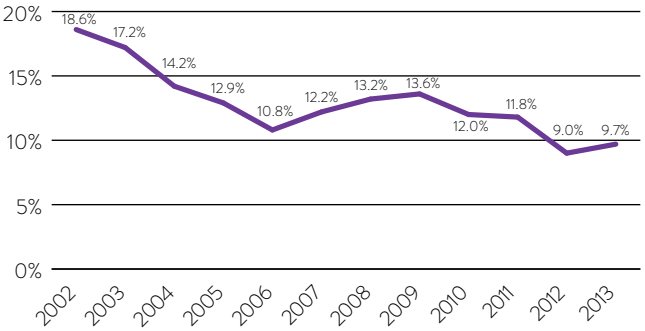
Since the start of the 21st century Ireland has made considerable investments in education. As Ireland's overall aid levels increased, and with a strong focus on education in Ireland's aid strategy, a significant amount of Ireland's aid was channelled towards education. Even including the recession period, Ireland has shown a strong commitment to aid to education over the whole of the MDG-EFA period, averaging around 13% of its total aid budget (see Figure I2 for trends from 2003-2013). In 2003 they came very close to spending the gold standard amount of 20% of total ODA on education – one of the very few countries to do so.

However, since 2009 there has been an ongoing reduction in Irish aid to education, as a percentage of total ODA. From 2008 to 2013, there was a halving of education spending as a total. While at first this did not appear to have a large impact on the overall commitment to education aid – but rather appeared to be more a reflection of total aid budget cuts – this now appears to reveal a clear downward trajectory in terms of a dwindling commitment from the Irish government to education.

69. OECD, *OECD Development Co-operation Peer Reviews: Ireland 2014*, 2015 www.oecd.org/dac/peer-reviews/Ireland%202014%20full%20report.pdf
70. Concord, *Aid Watch 2012: Invest more in global development*, 2012 www.concordeurope.org/publications/item/101-aidwatch-report-2012
71. In 2012 Ireland spent over 50% while in 2014 this was at 49% - very close to the 50% commitment. Iceland is the only other country in the DC to spend 50% of their aid in LDCs in 2014. Figures taken from *The DATA Report 2014: Fighting Poverty and Financing Africa's Future,* and *The DATA Report 2015: Putting the Poorest First*.
72. https://www.irishaid.ie/news-publications/press/pressreleasearchive/2015/april/ireland-renews-commitment-on-aid-to-worlds-poorest/

As Figure I2 shows, aid to education fell from 13.6% of the total aid budget in 2009 to an all-time low of 9% in 2012. This appears to show that Ireland is no longer placing as much emphasis on education. The combination of the reduction in aid spending and the apparent shift in focus has left a large dent in the Irish aid to education budget. The potential bright spot in this trend is that, in 2013, there appears to be a return to a marginal upward swing – hopefully demonstrating that Irish aid to education reached its nadir in 2012, and is now retuning to increasing levels again.

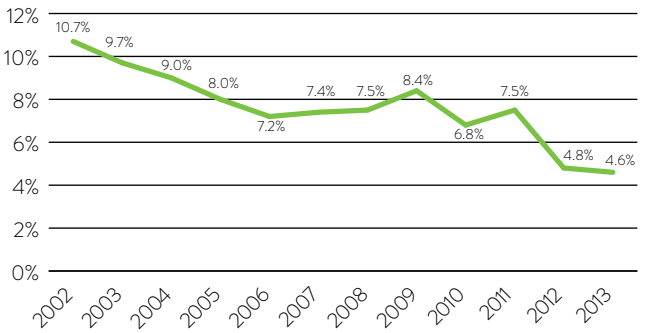
FIGURE I2: Ireland **Aid to education as % total ODA 2002–2013**



Meanwhile, aid to basic education has seen reductions too. Traditionally Ireland has been a star performer in its commitment to supporting basic education in developing countries; indeed, in our analysis of average spending levels over the MDG-EFA period, Ireland came second – just behind the Netherlands – in giving the highest ratio of overall aid to basic education during a ten year period (see Annex 2). Moreover, aid to basic education has gained well over half (rising to 66% in 2006) of overall aid to education spending – one of the few countries to do so consistently – for a number of years.[73] Ireland was also one of the few countries to give 10% of its total aid commitment to basic education at any point over the period (see Figure I3 below). Even with recent reductions, Ireland still gives the fifth largest amount of its total aid to basic education.

Unfortunately, however, aid to basic education is also seeing a reduction in recent years after falling from 8.4% of total aid spending in 2009, to 4.6% in 2013.

FIGURE I3: Ireland **Aid to basic education as % total ODA 2002–2013**



73. This actually dropped just below 50% in 2013, to 48%, for the first time in the period covered by this report. It is hoped this is not something which will continue in future years.

A strong focus on LDCs and good aid quality in education

Even with these disappointing trends in aid quantity, Ireland still stands out as a continual star performer in terms of the quality of its aid to education and as a strong supporter of basic education in the poorest countries.

Table 11: Ireland Decreasing aid to basic education trends raises concerns over de-prioritisation of basic education

	2006	2007	2008	2009	2010	2011	2012	2013
Aid to basic education as % of all aid to education	66%	61%	57%	62%	56%	63%	54%	48%

Moreover, there has been considerable and generous support from Ireland to the Global Partnership for Education (GPE) over a number of years, which potentially hides some of the contribution to basic education, suggesting, in actuality, this could be even higher.[74]

As noted above, there is an exceptional history of Ireland supporting some of the poorest countries, with high quality aid. Almost all Irish aid to education goes directly to partner countries, with no tied or inflated aid. The Irish government estimates it spends around 70% of all expenditure on education in partner countries in sub-Saharan Africa.[75] In 2013, analysis carried out for GCE showed that over 60% of all aid to education is spent in least developed countries, and this rises to as much as 70% in basic education. This is considerably higher than most other donors.

Finally, and significantly, Irish aid is very well aligned with national priorities. Ireland has been among the frontrunners in prioritising budgetary support, and in aid to education they are among the leaders in terms of sector support and also pooled and basket funds. For instance on 2012, 4% of all aid to education was sector or budget support, and over 75% was classified as pooled or core contributions, with half of this going as basket funds - this is the highest amount across the countries in this study.

As noted, Ireland has also been a firm supporter and contributor (in terms of its total aid budget) to GPE. In 2014 at the GPE replenishment conference this commitment was re-affirmed when they pledged US$17 million in total - or just over US$4 million a year between 2015 and 2018. This confirms an ongoing substantial commitment from the Irish government, in terms of its total aid to education budget, although this is slightly down from the previous four-year GPE pledge.[76] In addition, for several years, Irish Aid has provided approximately €100,000 per annum to UNESCO to enable it to produce the Education for All Global Monitoring Reports.

Universal access and equity, girls' education, and meeting the needs of marginalised and vulnerable children and young people are all strategic priorities for Ireland's aid policy. Ireland also prioritises significant improvements in quality through the support of national systems, with a special focus on teacher training, curriculum development and quality assessment systems. The main emphasis is on high-quality primary education in developing countries, especially for marginalised and vulnerable children not in school. Finally, civil society involvement is a high priority, and Ireland is commended for its structured approach to cooperation with NGOs.

Conclusions and recommendations

The government of Ireland should be given credit for ensuring that its commitments to supporting good quality basic education for children in the poorest countries has remained a focus - although recent trends suggest an overall reduction in basic education may be tarnishing what has otherwise been an impeccable contribution over the MDG-EFA period. It is hoped that Ireland will be a strong advocate for continual support to education systems, with good quality aid, which can help to improve quality and support countries to scale up their education plans. Along with a long-term commitment to supporting LDCs, this could make Ireland an important model for other donors to follow in terms of continuing to focus on LDCs and education systems moving forward.

74. See Section 1 for a discussion on this.
75. Irish Aid, *Education Policy and Strategy: Building Sustainable Education Systems for Poverty Reduction*, Department of Foreign Affairs, 2008 www.irishaid.gov.ie/media/irishaid/allwebsitemedia/20newsandpublications/publicationpdfsenglish/irish-aid-education-policy.pdf
76. In 2011 the government made a commitment to contribute €30 million a year over four years (2011 through 2014) to the GPE.

Italy

Executive summary

Italy's overall ODA as a percentage of GNI is very low. In 2014 Italy gave one of the lowest percentages of GNI to aid at 0.16% across all donors. This translated into lower levels of aid available for sectors such as education. However, education gets a particularly small piece of the overall aid pie, and Italy was the lowest contributor to of aid to basic education as percentage of ODA in 2013. Moreover, over the MDG-EFA period it has consistently been in the bottom of global ranking of donors, and basic education in sub-Saharan Arica got less than 10% of aid to education in 2013. In part, this is due to large amounts of aid being spent on scholarships - more than the amount spent on supporting the least developed countries to ensure basic education for all in 2013. Aid to education tends also to be highly project-based, and does little to support developing country plans.

However, against this backdrop, at the moment there are various bright spots: a new development cooperation framework and organisation are being developed, and new commitments to raise ODA spending levels have been announced. For education, much more needs to be allocated, especially to basic education. However, contributions to the Global Partnership should continue to be pursued in order to give more and better quality aid to developing countries' plans to scale up basic education.

Overall aid trends

Italy's overall ODA as a percentage of GNI is very low. In 2014 Italy gave one of the lowest percentages of aid to GNI at 0.16%, leaving them eighth from the bottom of the list of 28 DAC donors. This left Italy just ahead of Spain, the only other 'traditional' European donor in the bottom eight, while the remainder are drawn from newer donors, such as South Korea and Poland. Italy was the lowest spending G7 country in 2014.[77]

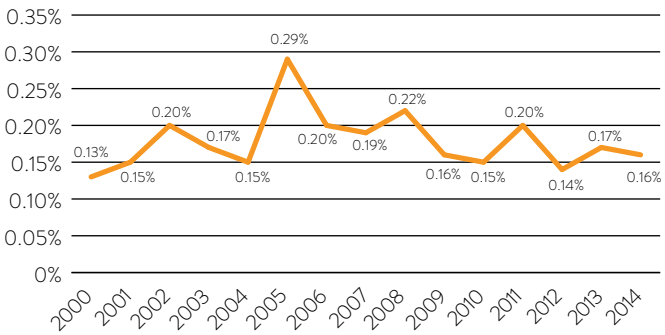
This continues a long-term trend by Italy which, on paper, remains committed to eventually reaching the international 0.7% ODA/GNI ratio, but has not surpassed 0.19% ODA/GNI for over 10 years. While, admittedly, Italy has been hit by the fallout from the Eurozone crisis, these low commitments are not solely a result of this; Italian aid has hovered stubbornly around this low threshold for several years, and has consistently been one of Europe's lowest donors.

However, it should be noted that Italy has actually increased spending from 0.14% in 2011 (see Figure IT1 below); other recent trends may indicate a possible renewed vigour behind Italian development cooperation.

In 2011 the government started a process of agreeing a new department, and created a dedicated position of Minister of International Cooperation within the Prime Minister's office. While the structures implemented in 2011 no longer exist, this focus has in fact continued under the current government and leader, Prime Minister Matteo Renzi, with a new law on development cooperation approved in 2014. This will introduce a new operational structure, including the creation of a new Italian Agency for Development Cooperation, and a Vice-Minister for Development Cooperation.

According to the 2014 budget law adopted in December 2013, Italy's annual ODA is set to further increase, albeit slowly: the Renzi government has reconfirmed Italy's commitment to increasing the budget by at least 10% over the next few years, with the aim of gradually raising the ODA/GNI ratio to 0.24% by 2015, and to 0.31% by 2020. This new institutional structure and the indication that Italy intends to become more of a deliberate and serious actor in international development indicate a potential development towards Italy having a more expansionary aid agenda, which, given the overall low levels of aid over the last decade or more, and the cuts in recent years, is a very welcome move.

FIGURE IT1: Italy Total ODA as % GNI 2000–2014



Aid to education trends

While this good news gives hope to overall Italian aid levels, much more must be done to support education.

Not only is Italy's aid overall very low but the commitment to spending aid on education within that is also very low, relative to other bilateral donors. In 2013, only 5.6% of overall aid was spent on education, which is very low among the donors in this report – in fact, 5.6% is the average of Italian aid to education over the entire MDG-EFA period, with only 2.3% on basic education, way below the recommendation of spending 20% of their aid to education, and 10% of aid to basic education which has been estimated as required to ensure *"no country would be thwarted"* by a lack of resources in their country plans for EFA. This means that, overall, Italy comes bottom, or close to bottom, of the countries in this report - not only on its overall levels of ODA to GNI but also on the ratio of that aid spent on education, and basic education.

In quantity terms (see Figure IT3 below) Italy's aid to education has dropped in the last few years, more than some other areas of aid, which reflects cuts to aid more broadly. However, aid to education as a percentage of overall aid has experienced large fluctuations (Figure IT2), making it much harder to decipher the overall trends, although it does appear that Italy has kept the overall percentage of ODA – relatively – stable.

77. This is the OECD list, which is available here: www.compareyourcountry.org/oda?lg=en

FIGURE IT2: Italy Total aid to education as % total ODA 2002–2013

FIGURE IT3: Italy Total aid to education 2002–2013 US$ millions (US$, constant 2013)

Italy also gives very little of its aid to basic education – only 2.3% of Italy's aid is being allocated to basic education in 2013, the lowest across the 14 countries in this report in 2013. Over the whole period of 2002-2013 only around 2.3% has been spent on basic education, meaning they are just short of being the third lowest in spending levels over the period in this report. Moreover, when looking at 'direct aid' to education Italy is spending only 1.2% of its overall aid on basic education – the lowest in the report. This is because a lot of Italian aid to education is being spent and classified as 'unallocated aid' – above US$19 million dollar in 2013. However, of this amount, positively, nearly US$2 million was given to the Global Partnership for Education; less positively, far too much of the remainder is spent on various small project interventions, and some on refugee costs in-country. Project support and small project activities dominates Italian aid to education, with no sector support at all given in 2013, and within this fragmented picture of project-giving far too much is given on technical assistance, or on scholarships and/or imputed students fees. For instance, in 2013, the amount allocated to scholarships and student fees (US$6.3 million), is much more than the amount allocated to aid to basic education in LDCs (US$3.8 million). In total, scholarships made up about 50% of all direct aid to basic education. As a result of all of these factors, basic education tends to get a small part of the overall pie (Figure IT5). Finally, Italy's support to those countries most in need, and to areas of education in the most need within that, is also weak, with only 9% of all direct aid to education going to basic education in Africa in 2013.[78]

78. Although as noted above this figure is likely higher if the unallocated contributions in project form are taken account of.

FIGURE IT4: Italy Total aid to basic education as % ODA 2002–2013

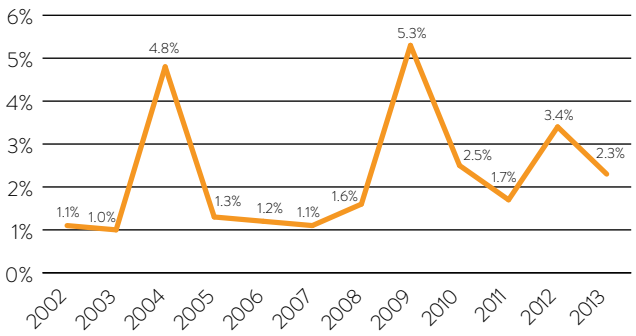
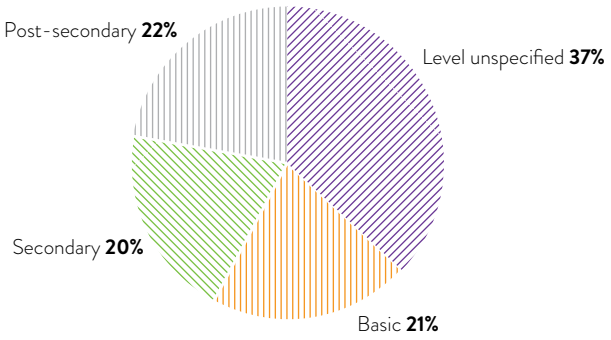


FIGURE IT5: Italy Education aid by level % 2013



Italian development and policy: education is important, but not a priority

Although education is seen as important, it is not as high a development priority as food, migration, health and public-private partnerships (PPPS). Currently, Italy's long-term development policy is being renewed; in the shorter term, its priorities for development cooperation are outlined in the programming guidelines for 2014–16 and include poverty reduction and the achievement of the MDGs, agriculture and food security, human development (which includes health and education), human rights and gender equality, private sector development and the environment. However, with Italian development cooperation currently being renewed there is some space for change, and it is hoped that in future education will feature more prominently.

Support for the Global Partnership for Education: a welcome move

Given Italy's overall low quality of aid contributions to the education sector, the move in the 2014 GPE replenishment to give a contribution of US$8.4 million to GPE was very much welcomed by GCE Italy. While this is low compared to the contributions of other donors – i.e. it is less than 1% of the total donor commitments to GPE over the 2014–17 period[79] – given the size of Italian aid to education

79. The total commitments are dependent on the UK contributions, which is fixed to others at 15% of total fund.

this is a substantial and, moreover, a significant contribution. Signs so far look good with Italy making their first disbursement in 2014-15.

Conclusions and recommendations

Moving forward and looking to the new post-2015 education agenda the Italian government should:

- Pursue in concrete terms the historical target of 0.7% ODA/GNI without further postponement. The government can start to make this real by following through on the public announcement to reach 0.3% ODA/GNI by 2017/18.
- Keep improving aid quality and quantity in line with the new development cooperation legislation including, on education:
  - aid quality for education must be improved. One way to do this in education is through continuing support to GPE, the only multilateral fund dedicated to supporting country-led education plans;
  - stick to and expand multi-stakeholder dialogue opportunities while the new legislation is put in place;
  - aim toward the devoted 20% of ODA to the education sector and/or 10% of ODA to basic education at its implementation stage.
- Clearly define the role of the private sector in Italian development cooperation, and not support the privatisation of education in the developed world.
- Improve aid data gathering around education to improve the clarity of purpose (especially around the category of 'unallocated education'); and introduce and enforce new transparency standards: the new http://openaid.esteri.it/en/ website is just the start, and needs to be improved with up-to-date data.
- Demonstrate commitment to education by ensuring high-level participation in global education fora (such as the World Education Forum, post-2015 negotiations and GPE conferences)
- Clearly define development cooperation guidelines for education, as has taken place in other development cooperation sectors.

Japan

Executive summary

Japan's current five year education aid policy, which runs until 2015, clearly states that *"quality education for all" and "education in conflict and disaster affected countries"* are the focus areas. However, there is a gap between this written policy and actual budget allocation and practices.

Japanese aid to education is highly skewed towards higher education. Far too much aid money has been spent on scholarships and student fees, and far too little support has been given to basic education. In fact, Japan has the worst average record across the 15 countries in this report for spending on basic education as a ratio of overall aid during the MDG-EFA period – when the global focus has been on improving basic education. Aid quality to education could also be significantly improved, as well as greater support given to the Global Partnership for Education. However, in recent years there is an indication of improvement on some of these areas, with a healthier split of spending on basic and other levels of education, good allocations to LDCs and Africa, a focus on some of the countries most in need educationally, and marginal improvements to some indicators of quality (i.e. new commitments to budget support and within education sector support).

Japan should increase its overall allocation of aid to basic education, prioritise low-income countries and fragile states in aid to basic education, expand financial support to basic education, and contribute more to GPE as one of the board members of GPE. Japan should be ready for the post-2015 education agenda by making new education aid policy, to start in 2016.

Overall aid trends

In 2014 Japan continued on the trajectory of having a relatively low ODA/GNI ratio, and since 2007, the ODI/GNI ratios have stayed largely stagnant (see Figure J1). Overall aid levels for Japan are fairly low, with little substantial change during the 2000-2013 period, with the average at around 0.20%, way below the 0.7% international target.

That said, after a dip in aid commitments in 2011 and 2012, following the devastating earthquake and tsunami of March 2011, there has been a slight rebound in 2013. This suggests that Japan is establishing a renewed level of ambition in its development efforts. However, Japan doesn't have any overarching aid targets, having replaced neither its 2005 commitment to reach a global aid volume of US$10 billion by 2010, nor its 2008 commitment to double bilateral aid to sub-Saharan Africa by 2012.

FIGURE J1: Japan Total ODA as % GNI, 2000–2014 trends

Aid to education trends

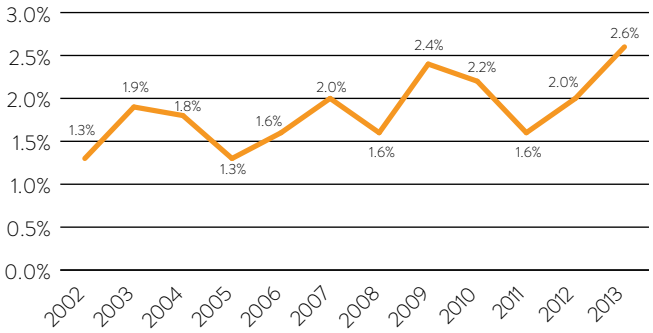
While Japan's overall percentage of total aid to education is relatively high, at 6.2% in 2013 (and averaging at 6.3% since 2002) – the fourth lowest spend across the countries in this report, support to basic education is incredibly low. Japan's education aid budget is highly skewed towards post-secondary education, with 38% of the Japanese total expenditure on education aid spent at this level.

FIGURE J2: Japan Total aid to education as % total ODA 2002–2013

Japan spent an average of only 1.9% of its total aid budget on basic education over the MDG-EFA period – the period during which basic education should have been prioritised, as part of the global goals. This is the lowest average aid expenditure on basic education over this whole period of the 14 countries analysed in this report. However, significantly, since 2011 aid to basic education as a percentage of ODA has been rising, and is currently at its highest level since 2002 (Figure J2), which is very encouraging news. Moreover, in spite of starting from a very low baseline, spending on basic education doubled from 2012 to 2013 alone – partially as a result of new overall ODA commitments; the good news is this far outstrips new commitments and may suggest a renewed vigour behind basic education.

Notably, this may also be the result of a more focused commitment to sub-Saharan Africa, with overall aid increasing by a quarter in 2013 alone to the region, and more than half of Japan's ODA to Africa in 2012 allocated to just 10 countries: Tanzania, Kenya, Ghana, Ethiopia, Sudan, DRC, Senegal, South Sudan, Mozambique and Uganda. In fact Japan has overtaken Germany to become sub-Saharan Africa's fourth largest DAC donor.[80] Given the large degree of focus on basic education in all of these countries and, with much work still to be done in terms of achieving universal primary education and improving quality in basic education, it is hoped that significant increases in overall ODA to these countries would lead to greater commitments. Indeed, in 2013, half of the direct aid to basic education budgets went to sub-Saharan Africa. Unsurprisingly, given historical and geographical ties, the remaining large commitment from Japan is allocated to East and South Asia. It should also be noted that two-thirds of all spending on basic education was directed at LDCs in 2013 and this level has been increasing in recent years – a commendable approach given the reduction in basic education to LDCs by many other bilateral donors. The GCE coalition in Japan hopes this trend will continue.

FIGURE J3: Japan Total aid to basic education as % ODA 2002–2013



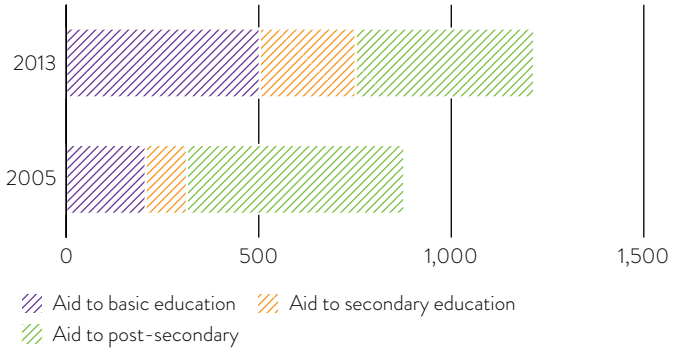
Still too much on scholarships and project-based aid contributions

Japan has historically spent a lot of its aid to education at post-secondary level, and in ways which might not always support the poorest or those most excluded to gain an education. However, this does appear to be shifting. For instance, as the two pie charts below show, in 2005 Japan was spending close to two-thirds (64%) of its total aid to education budget on post-secondary education, only 23% on basic education, and 12% on secondary. In 2013 this shifted towards a much healthier split and ratio: 38% to post-secondary, 41% to basic education and 21% to secondary.

In the past, Japan has also counted a large amount of scholarships and inputted fees in its education aid; this stood at nearly half of direct aid to education in 2010. The good news is that this is also decreasing, consuming only 27% of direct aid to education in 2013; while still relatively high, this is an encouraging and significant shift in the right direction.

80. The DATA report 2014: *Fighting Poverty and Financing Africa's Future*. Available here: www.one.org/us/policy/data-report-2014/

FIGURE J4: Japan Spending by level 2005 and 2013, US$ millions (US$, constant 2013)



Japan has a bad reputation – and deservedly so – on the quality of its aid spending in other respects. This is showing signs of improving, but project support remains the main modality of Japan's aid to education. Although capacity-building of teachers, construction of classrooms and development of curricula and textbooks are necessary, Japan should also provide more financial support to education sector plans, which would allow Japanese aid to contribute to reduce financial gap for employing more teachers, and to improve effectiveness of Japan's support for capacity building of teachers and education agency officials. While the quality of Japanese aid has improved in recent years and moved away from a very heavy focus onprogramme-based approaches, Japan still gives too little in General Budget Support and sector support for education which can support the provision of support to recurrent expenditure in education (for example teachers' salaries).

Japan is a Global Partnership for Education (GPE) board member, with an education development policy supportive of GPE. However, this has not necessarily been matched by commensurable levels of aid giving to the GPE. At the 2014 GPE replenishment conference, Japan only committed US$2.4 million over the replenishment period, the third smallest contribution of the 18 total donors, and less than 1% of the total contributed amount. However, in spite of this small contribution it is welcomed that Japan showed some continued commitment to GPE.

Overall aid strategy and focus on education

Japan does not have any laws about ODA or development cooperation. Instead, Japan has an 'ODA charter', which was approved by the Cabinet.[81] The ODA charter gives an overview of the overall aid policy of Japan, and is revised every 10 years, of which the latest one was approved February 2015. The new charter is now called the "Development Cooperation Charter", and the name change is indicative of the changing nature of development cooperation in Japan, due to the view that development cooperation should not only be given through ODA but also by the private sector. Education is mentioned in "Quality growth and poverty eradication through such growth", which is one of the three "priority issues" in the Charter, saying *"Japan will provide assistance necessary to promote people-centered development that supports basic human life, taking full account of the importance of human and social development. It encompasses health care, safe water and sanitation, food and nutrition, quality education for all, disparity reduction, empowerment of women, culture and sports that brings about spiritual affluence."* Education is also mentioned in the paragraph on South Asia in "Priority policy issues by region" saying *"Japan will also extend cooperation on basic human needs such as health care, sanitation and education, and on socio-economic infrastructure development for narrowing the gap between the rich and the poor"*. Perhaps worryingly, there is no reference to basic education and education as a right in the Charter.

Japan announced its Education Cooperation Policy 2011-2015 in 2010.[82] This education aid policy document shows three focus areas: (1) Quality Education for All – Improving the Comprehensive Learning Environment and Strengthening the Support to the FTI (current GPE), (2) Education for Knowledge-based Society – Promoting Centers for Vocational Training and Networks for Higher Education, and (3) Education for Peace and Security: Education in Conflict and Disaster Affected Countries. This policy document is well-written; however, as data above shows, there is a gap between policy and practice. It is expected that Japan will announce the next education aid policy starting in 2016, which should reflect the post-2015 education agenda.

Japan also committed to provide US$ 3.5 billion in the field of education for five years from 2011. However, this commitment is total education aid, including contribution to middle- and low- income countries, and does not specify the level of aid to basic education.

Conclusions and recommendations

The Japan NGO Network for Education calls on the government to:

- Increase aid to basic education: at an absolute minimum, Japan should at least increase its average share of aid to basic education.
- Increase aid to education in low-income countries and fragile states.
- Improve the quality of aid by promoting a greater modality mix in its aid giving - this would mean giving more budget support to countries where Japan currently provides more technical assistance.
- Increase the current contribution to the Global Partnership for Education.

81. Ministry of Foreign Affairs of Japan (MOFA), *Development Cooperation Charter - For peace, prosperity and a better future for everyone,* MOFA, 2015 www.mofa.go.jp/files/000067701.pdf.

82. MOFA, *Japan's Education Cooperation Policy 2011-2015*, MOFA, 2010 www.mofa.go.jp/policy/oda/mdg/pdfs/edu_pol_ful_en.pdf

The Netherlands

Executive summary

The Netherlands has been one of the few countries to meet and exceed the 0.7% aid target, but in 2013 aid fell below this – the first time since the 1970s. The Netherlands has also been a consistent champion of education, especially basic education, since the beginning of the MDGs. Historically it has been one of the most instrumental donors in supporting the target of ensuring all children can complete a primary education, both in terms of financial and policy contributions, as well as political will. However, since 2010, overall severe budget cuts, combined with a change of policy and of priorities in development cooperation, have almost wiped out support to basic education. After massive cuts to education aid budgets, the Netherlands plummeted from being the second highest donor of bilateral aid to basic education in 2007 to 22nd of the 28 DAC donors in 2013. Budgets decreased by 70% from 2010 to 2013 alone, while huge cuts have taken place in support to low-income countries such as Burkina Faso, Yemen, Bangladesh and Zambia.

By 2015 bilateral aid has been more or less totally phased-out. Only the international scholarship programme has been spared, with limited budgets mainly spent on vocational and higher education. The final commitments made to the Global Partnership to Education are now completed – and there are no new commitments on the horizon.

Overall aid trends

The Netherlands had achieved – and often exceeded – 0.7% every year since the mid-1970s, but officially dropped off that list for the first time in 2013. As part of overall government budget cuts, the development budget was gradually decreased between 2011 and 2015. This brought aid as a percentage of GNI below 0.7% for the first time since 1975. At the end of 2010, the new government announced a major shift in development policy; this resulted in significant decreases to the aid budget, as well as a change of priorities for the Dutch government. Overall reductions in aid took the Netherlands from spending 0.8% of GNI on aid in 2010 down to 0.64% in 2013.

While this is still well ahead of many other bilateral donors – Netherlands was still the fourth biggest aid donor as percentage of GNI in 2013 – total ODA is expected to further decrease in absolute amounts as well as in percentage of GNI, from €4.3 billion in 2013 to Euro €3.5 billion or 0.53% of GNI by 2017.[83] The first reduction in aid in 2011 was also accompanied by a decrease in the number of 'partner countries' benefiting from bilateral aid, from 33 to 16.

83. *Projections from Homogeneous Group on International Cooperation 2015* (forms part of the general State budget 2015).

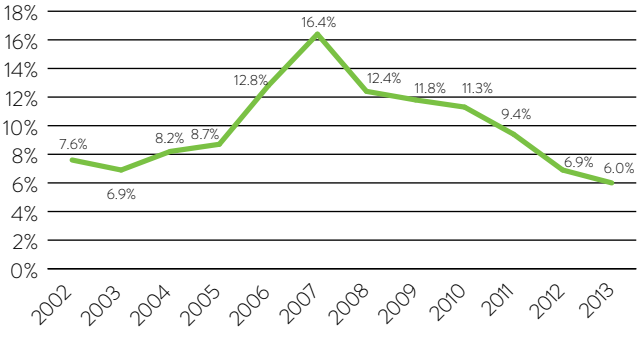
FIGURE NE1: The Netherlands Total ODA as % GNI, 2000–2014

Aid to education trends

These overall reductions in ODA have had a major impact on the level of aid that is available for different Dutch development priorities. However, since 2010, education has taken a double hit: as well as falling victim to the overall aid reductions, education has gone from being one of the top priorities of the Dutch government to being completely phased out in policy as well as financial terms, with only small pockets of projects and support to higher education remaining. Most significantly, Dutch bilateral aid to basic education has now been effectively eliminated, as has the previously substantial education sector support and the Dutch commitment to the Global Partnership for Education (GPE).

This has led to dramatic reductions in the amount of Dutch aid available to education. After an all-time peak in 2007, the Netherlands went from being the third largest bilateral donor, to being 16th in 2013. Reductions were even more dramatic in basic education: in 2007 the Netherlands was the largest donor to basic education.[84]

FIGURE NE2: The Netherlands Total aid to education as % total ODA 2002–2013



The previous very high commitments from the Netherlands were driven by the ground-breaking commitment made in 2001, when the Dutch parliament passed a motion to increase aid expenditure for basic education to 15% of aid overall. Although this percentage was never actually realised, this decision implied a phenomenal level of support

84. This is using the 'UNESCO calculation' as outlined in Annex 1. This pulls up the overall Dutch aid commitment to education, as the Dutch give such high levels of budget support. So while the USA was the largest basic education contributor of 'direct aid to education', Netherlands was the largest for 'total' aid to education, which is a credit to their contributions to general budget support.

for basic education in the developing world. Investments in basic education increased from US$276 million in 2002 to US$626 million in 2007, accounting for an increase from 5.6% of total ODA in 2002 to 12.6% in 2007. The aim to invest 15% of aid in basic education was abandoned after 2007. Despite the downward trend, still US$325 million, 6.4% of the total, was invested in basic education aid in 2010. By 2012 the de-prioritisation of education had decreased this aid by almost two-thirds to US$123 million, leaving just 2.4% of total ODA. Finally it should also be noted that the Netherlands, in 2011, was also the largest donor in volume terms to early childhood care and education (ECCE).[85] The huge cuts which have taken place since 2010 have seen the Netherlands plummet to 22nd place in 2013, in terms of the quantity of their aid to basic education commitments.

FIGURE NE3: The Netherlands **Total aid to basic education as % ODA 2002–2013**

Major shifts in development polices see education support phased out

The phasing out of aid to education was the result of it being de-prioritised during a significant shift in the overall strategy and focus for aid away from supporting social sectors, and towards sectors which are seen as promoting economic development and trade.[86] As part of this the Dutch government in 2010 announced its commitments to cut all bilateral aid to basic education. Four new priorities were adopted: security and the rule of law; food security; water management and improved access to safe drinking water and sanitation; and sexual and reproductive health and rights (SRHR) and women's rights. As part of this approach, a major role was foreseen for the private sector and for aid to also advance Dutch economic and trade concerns.

Since 2012, the Minister for Foreign Trade and Development Cooperation has been situated within the Foreign Ministry, combining what had previously been two Ministries – symbolic of a general shift in development policy. The Dutch government claims that this encourages a strong emphasis on policy coherence, with the newly appointed Minister Ploumen claiming in 2012 that cuts would be 'offset' by creating "*more policy coherence for development*", and that the Netherlands will continue its role in promoting and implementing the aid effectiveness agenda.[87]

In 2013, Minister Ploumen published her policy paper 'A World to Gain: A New Agenda for Aid, Trade and Investment'. Observing that the education MDGs were 'within reach' she announced that education aid in low- and middle-income countries would be phased out more quickly than had previously been envisaged. Only the scholarship programme would be spared. The minister expected other donors, and especially the EU, to step in: *"In most cases where the Netherlands' programmes in social sectors (such as education and health care) are being phased out, the EU will remain the main donor."*[88] This has resulted in all bilateral aid to basic education being phased out, leaving only a last contribution to GPE (€30 million) in 2014 and the expenditures on the UNICEF Peacebuilding, Education and Advocacy Programmes (€30 million a year). The effects of this policy can be seen in the specified budgets for education aid, as outlined above, and the further reduction in budgets in 2015 to €119 million in 2015.[89] In 2015, using latest budget data from the Netherlands, this has dropped down to as low as €30 million in 2015, and continues to decrease.

In the current development cooperation policy, the remaining bilateral education aid is intended to be instrumental in achieving results in other priority areas, and is focused on technical and vocational education and training (TVET) and higher education – for instance, supporting agricultural training or achieving results in the priority areas Security and Rule of Law, Food-security, Water and Sexual and Reproductive Health. More emphasis is given to TVET and higher education. In countries like Mali, Bangladesh, Uganda, Afghanistan and Ethiopia, vocational education and training (in agriculture) is supported as part of food security policies. In the context of the priority on security and rule of law, substantial support is given to a UNICEF programme on Peacebuilding, Education and Advocacy in 14 countries (PBEA, total commitment of €120 million for 2012-2015). Although SRHR and enhancing women's rights are priorities in Dutch development policy, and combating violence against women and child marriages are spearheads, no attention whatsoever is given to girls' education.

The shift in policy towards tertiary education was also described in the 2014–2015 general State budget: *"Increasing the number of well-educated professionals, strengthening of institutions for higher and vocational education, promotion of policy relevant research."* As such, the larger share of the budget, about €76 million, is spent on international higher education programmes and vocational training. A substantial part of this budget is invested in scholarships for students from developing countries.

It should be noted that this massive shift away from education does not reflect public opinion in the Netherlands, where 55% consider that education should be a main priority for Dutch development cooperation.[90] Moreover, a 2011 publication *Education matters: Policy*

85. OECD-DAC, 2014.
86. Sectors are: agriculture; climate change; energy; environment; gender equality; governance and anti-corruption; health, nutrition and population; information communication and technology; private sector development; science, technology and innovation; social development; social protection and labour; transport business; urban and local government; water resources; and post-crisis direction. Ministry of Foreign Affairs of the Netherlands, 2011.
87. Concord, *AidWatch 2014 - Aid beyond 2015: Europe's role in financing and implementing sustainable development goals post 2015*, Jeffreson, 2015 www.concord-europe.org/publications/item/374-aidwatch-2014
88. This is taken from *What the world deserves: A new agenda for aid, trade and investment* by the Minister for Foreign Trade and Development Cooperation, Lilianne Ploumen, and is thus taken from national documents, is displayed in Euro, and using categorisation by the Dutch government. The previous figures are taken from the OECD DAC database and thus use the DAC methodologies – as well as being expressed in US$. Hence, it should be noted these figures are not directly correlated.
89. Figures derived from the general State budget for 2015.
90. Kaleidos Research/NCDO, *Financing for Development, now and in the future*, May 2015.

review of the Dutch contribution to basic education 1999–2009 provided convincing evidence that Dutch support for basic education had been, in general, highly relevant, well-aligned with other donors and particularly supportive of the priorities of its partner countries. For the future, the report recommended that aid efforts should focus on the poorest countries and regions, where most is to be gained from providing basic education aid.[91] Yet, in spite of this evidence and public support, the government has continued the cut-back, and especially in low-income countries.

Humanitarian aid

The Netherlands was the primary supporter of UNICEF's Education and Emergencies and Post-crisis Transition (EEPCT) programme and the follow-on Peacebuilding, Education and Advocacy (PBEA) initiative. EEPCT was a US$201 million programme that ran from 2006 to 2011 and covered 42 countries (with all US$201 million provided by the Dutch government, although an additional US$5.76 million was contributed by the EU). The PBEA programme, 2012-2015, is funded at US$150 million (€120 million) by the Netherlands and operates in 14 countries. These expenditures are registered as aid to education, but are coded as peace-building, rather than humanitarian aid.

The Netherlands has been and is supporting education in emergencies, largely through un-earmarked support to UN agencies, NGOs and consolidated appeals. Humanitarian policy was revised in September 2014 in the course of the establishment of a Relief Fund, aimed at raising Dutch humanitarian assistance. There are no references to education – or any other sector – which is a deliberate policy to make Dutch humanitarian aid flexible, predictable and to enhance response capacity of the main recipients. In 2014 a total amount of €329 million was spent on humanitarian aid, of which 54% consisted of un-earmarked contributions to mainly UN agencies; 46% was earmarked for humanitarian aid by UN agencies and NGOs in acute and chronic crises in specific countries or regions. The budget, for humanitarian aid for 2015 is €375 million, but given the policy it is unclear how much money is invested in education.

Support to the Global Partnership for Education

As one of the initiators of the Global Partnership for Education (GPE), in its previous form as the 'EFA Fast Track Initiative' (EFA-FTI), the Netherlands was a strong supporter and major contributor to GPE. In fact, in 2008, the Netherlands was its largest contributor (about US$400 million).

The Netherlands was a critical but loyal partner in the reform process of the FTI, helping shape the current GPE, and lent its full support to GPE policy and priorities. However, with the change of polices above the government also cut support to the GPE. In 2011, the former government made a commitment to contribute €30 million a year over four years (2011 through 2014) to GPE. To Parliament, the financial contribution to GPE was presented as an important alternative form of funding while terminating Dutch bilateral education aid, and in so doing it was safeguarded from the drastic cuts happening in other parts of bilateral spending. However, in line with the new development policy, no new commitments for contributions to GPE were made at the 2014 replenishment conference, and in 2015 the Dutch government is giving no support to GPE.

Post-2015 education agenda

In a first letter to Parliament on the Dutch position on the post-2015 development agenda, the Minister for Foreign Trade and Development expressed strong support for poverty reduction (*"getting to zero in one generation"* was the precise phrase used) as a major goal of the post-2015 agenda. It was stated that implementation of a 'Social Protection Floor' should become a guarantee of access for all to social services (including education), equity and better income distribution. However, the government has given no indication of how the Netherlands would contribute to this part of the post-2015 agenda, given the fact that in the national development policy most support for social sectors no longer exists.

As a member of the EU, the Netherlands subscribes to the EU policy on the SDGs. In the negotiations leading to the UN Summit on the SDGs, the Netherlands – not surprisingly – especially lobbies for goals on gender and SRHR, and emphasises the contributions of trade and private investments to sustainable development.

Conclusions and recommendations

GCE Netherlands sees four priority areas for action by the Dutch government:

- Secure substantial budgets for technical and vocational training to achieve results in priority areas in national development policy: peace and security; food security; water; and especially in SRHR and women's rights. Given the well-documented socioeconomic impact of female education, educating girls is a crucial success factor in achieving equal rights and opportunities for women and combating child marriage and should therefore be part of the strategy for these priority areas.
- Demonstrate a strong Netherlands stance for education as a priority in EU aid and the post-2015 agenda, as a prerequisite for gender equality and enhancing SRHR. Reconsider support for GPE as the main Dutch contribution to financing post-2015 education goals, especially in low-income countries.
- Promote measures to increase domestic budgets for education and health in developing countries. The Netherlands' policy on Foreign Trade and Development Cooperation should include strong measures to increase domestic tax revenues in developing countries (for instance by addressing tax evasion by multinationals) and supporting alternative sources of financing for development (for instance by a financial transaction tax).
- Given the fact that the amount of time refugees are forced to stay outside of their own country is, on average, 19 years, work to prevent the lost generations of children that miss their chance of an education, and make humanitarian aid sustainable by earmarking 4% of this aid for education.

91. Policy and Operations Evaluation Department (IOB), *Education matters: Policy review of the Dutch contribution to basic education 1999–2009*, Ministry of Foreign Affairs of the Netherlands, 2011.

Norway

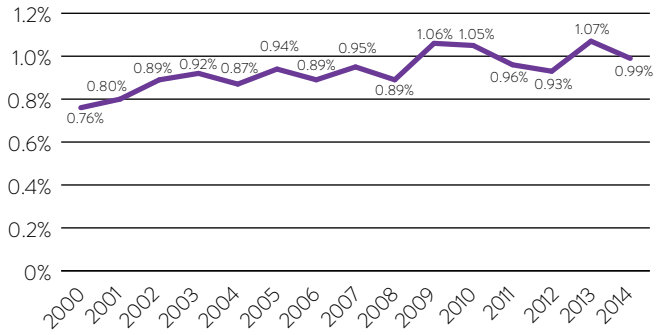
Executive summary

Norway has an excellent record on its overall aid giving. Long recognised as a global leader on aid, Norway has also made significant commitments to supporting education over the MDG-EFA period, but possibly most significantly, Norway has excelled in its support to basic education. Universal primary education and girls' education – EFA goals 2 and 5, and MDGs 2 and 3 – have received particular attention from Norwegian aid, with a strong emphasis on fragile and conflict-affected countries, and supporting countries' own education plans. Overall, and despite its smaller size compared to many donor countries, Norway has remained one of the top funders of education during the MDG-EFA period, and one of those most focused on basic education - not only in terms of the quantity of that aid, but also in terms of the quality of the aid given. Within the overall aid to education budget, basic education gets a sizable share of the total budget – and this is rising – with over 70% of this dedicated to basic education.

Overall aid trends

Norway has an excellent record on overall ODA commitments. Norway is one of few countries in the world that does not just meet, but exceeds the globally agreed target of spending 0.7% of national income on development assistance. Since 2000 it has consistently allocated over 0.7% of Gross National Income (GNI) to aid, and gives the highest average across the 15 countries in this report over the MDG-EFA commitments. In 2013 this reached an all-time peak of 1.07%. However, this dropped down to 0.99% in 2014 – still the highest ranking ODA/GNI donor in this report.

FIGURE N1: Norway **Total ODA as % GNI 2000–2014**

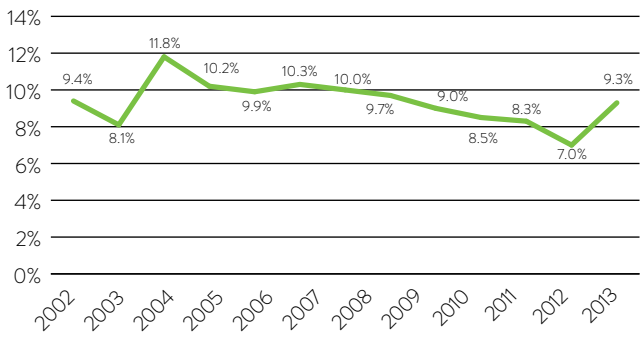


Aid to education

In 2000, following global agreement of the MDGs and EFA goals, the Norwegian government declared education as a key priority within its overall ODA. Accordingly, during the 2001 to 2002 period, it was one of the three biggest DAC donors to education and, by 2004, 11.8% of Norway's total aid budget was committed to education.

Norway also has had a fairly solid commitment to its overall aid to education; over the MDG-EFA period the average spending was above 9% and kept fairy steady around the 10% mark until 2008, when it began to reduce. Since 2008, there has been a reduction in the share of aid to education, despite increases in its overall ODA after 2008; in 2013, aid to education stood at 7% of total aid spent – the lowest registered percentage of Norwegian ODA in the MDG-EFA period (Figure N2). This is a cause for concern. However, it should be noted that while Norwegian aid to education has stagnated in absolute terms, and reduced as a share of the aid budget, basic education has remained a priority and has not been as badly hit as the overall aid to education contribution. Indeed, Norway continues to demonstrate its commitment to education, with an announcement in July 2015 by the Prime Minister that the government will double aid to education by the end of 2017.

FIGURE N2: Norway **Aid to education as % total ODA, 2002–2013**



Norwegian aid to basic education

Norway excels in its support to basic education. Universal primary education and girls' education – EFA goals 2 and 5, and MDG goals 2 and 3 – have received particular attention from Norwegian aid, with a strong emphasis on fragile and conflict-affected countries. Overall, and despite its smaller size compared to many donor countries, Norway has remained one of the top funders of education during the MDG-EFA period, and one of those most focused on basic education - not only in terms of the quantity of that aid, but also in terms of the quality of the aid given. Within the overall aid to education budget, basic education gets a sizable share of the total budget – and this is rising.

Norway has spent an average of 6.1% of aid to basic education as a percentage of total aid since 2003. However, it should be noted there has been a recent drop in this, with this reducing to 5.2% in 2013 – similar relative levels to its aid to basic education before it began to rise in 2003.

In 2013, around 74% of all aid to education was spent in supporting basic education; this is significantly higher than most other donors, and over the MDG-EFA era this increased by 20 percentage points (Table 1). Despite the slight reductions in overall aid levels to education, Norway has maintained a focus on supporting children to get a good quality basic education; the share of education aid to basic education has been increasing in recent years – although overall funding has been reduced, this means aid to basic education has been reduced less sharply. Norway should be commended for such strong commitments to basic education over the whole of the MDG period.

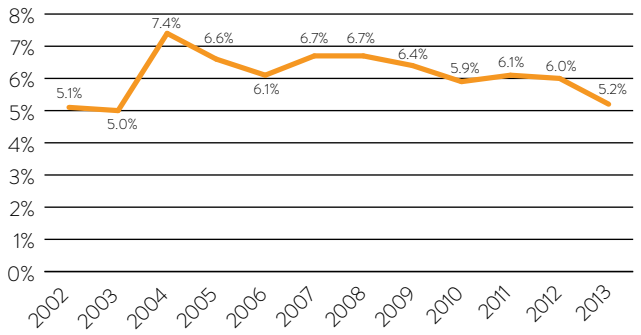
Norway also gives a sizable amount of its aid to education to sub-Saharan Africa and to least developed countries, especially compared to many other donors. About one quarter of aid to basic education is dedicated to least developed countries, or sub-Saharan Africa. That said, Norway also gives a sizable amount to lower-middle income countries, and middle-income countries: this is as much a sign of how thinly spread Norway's aid approach tends to be in terms of being spread across a large amount of countries.

As noted above total aid to basic education is very high, yet interestingly there was a sudden spike in spending on post-secondary education in 2013, which is a new trend, and something worth monitoring in future.

Table N1: Norway Percentage of aid to education spent on basic education

2002	2003	2004	2005	2006	2007
55%	62%	62%	65%	61%	65%
2008	**2009**	**2010**	**2011**	**2012**	**2013**
67%	67%	66%	72%	72%	74%

FIGURE N3: Norway Aid to basic education as % total ODA 2002–2013



Some important results have been achieved in countries that have received Norwegian assistance. For example, Nepal, where Norway has supported the government's primary education programme, has more than halved the proportion of children out of school since 2000; increased transition rates from primary to lower-secondary; and made significant progress in achieving literacy for girls and women. For several years, Norway has also been a champion of education in emergency contexts. In Afghanistan, a Norwegian priority country, Norway's contribution has helped 8 million children to go to school since the start of the century, with increasing progress for girls. While Norwegian aid in general has tended to lack a concrete focus and, as such, has been spread across a variety of education themes and countries, Norway has showed a positive emphasis on aligning with national priorities. A good part of the funding has been committed towards basic education, with a focus on supporting teachers, textbooks and schools. Almost as importantly, while some countries have been suffering from the withdrawal of their major donors, as outlined in Section 1, Norway has been an important donor in some countries where major bilateral donors have been exiting in recent years. This has helped to stem some of the recent losses by other donors, especially donors who had previously given high quality aid in support of basic education through sector support or long-term support to education plans, by continuing to support governments' own efforts. For instance, in Cambodia, which has lost three of its main donors since 2008, Norway has increased its commitment to education ten-fold, helping to fill the holes in education budgets left by others.

Norway and the Global Partnership for Education

Norway has been, and continues to be, an important contributor to the Global Partnership for Education. At the 2014 replenishment conference, which aimed to raise money for the period 2015-18, Norway made the fourth largest commitment, totalling US$215.6 million – or nearly 11% of the total fund allocations. Indeed, between them, the top five donors – the European Union, Sweden, Denmark, Norway and the United Kingdom – pledged around 77% of the total US$2.1 billion for the GPE Fund.[92]

Looking towards the post-2015 agenda and conclusions

While numerous international development partners – including previous donor champions such as Denmark and the Netherlands – are reducing or completely withdrawing bilateral education support, Norway has stepped up. In a recent White Paper, 'Education for Development', the government has pledged to reignite its commitment to education – as it first demonstrated in the period immediately after the Dakar World Education Forum in 2000. During post-2015 discussions during the UN General Assembly in September 2014, Prime Minister Erna Solberg announced that Norway will double its financial commitment to quality education over the following three years. The commitment to double aid to education was affirmed at the Oslo Summit on Education for Development in July 2015. In addition to an emphasis on quality, the government will focus on girls' education, fragile states, and strengthening collaboration with civil society, and has reiterated its overall commitment to principles of national ownership and sustainability.

92. This is if UK fulfils its full commitment.

Republic of Korea

Executive summary

As a relative newcomer to the aid scene, Korea's contribution to education aid is a welcome addition to the global effort to achieve education for all. Korea gives well above the average percentage of its ODA to education; it recently hosted the World Education Forum; and, in 2014, pledged to become a new donor to the Global Partnership for Education. However, there are lessons which could be learned, and areas which could be improved.

Korea's aid to education is skewed towards post-secondary education, with far too little support for basic education. Aid quality to education needs to undergo reform in order to ensure clear objectives and goals for strengthening education quality for partner countries and their people.

There is a need to increase aid to basic education. Korea also needs to increase the allocation of education aid to low-income and fragile states, and to keep up with the DAC average. There is also a need to bring greater harmony to the overall aid to education strategy and move past a fragmented project-based approach. The new post-2015 goals offer an opportunity to take the newfound role for Korea as a champion of global education to a new level – and become one the more significant players moving forward.

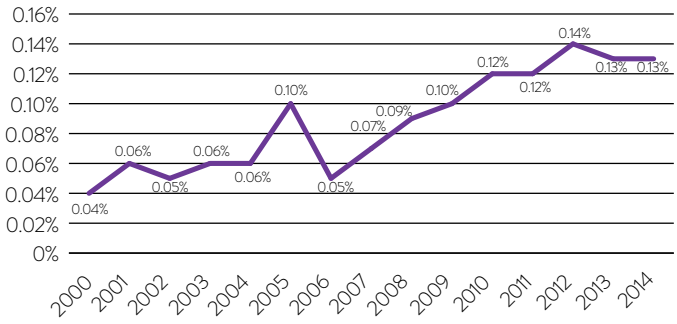
Overall Aid Trends[93]

Since the Fourth Busan High Level Forum on Aid Effectiveness (HLF-4) in 2012, the Republic of Korea, a relative newcomer to the global aid scene, has received considerable international attention – and rightly so. Korea's aid has experienced a steady increase from 0.05% of its gross national income (GNI) in 2006 to 0.13% of GNI in 2014, while many major donors have been decreasing the volume of their aid. 2011 marks an important turning point for Korea's aid as it surpassed US$1 billion for the first time. Several years of constant growth saw Korea's ODA reaching US$1.325 billion in 2011 (equivalent to 0.12% of its GNI), compared to US$455 million in 2006 (equivalent to 0.05% of its GNI).

More importantly, the Republic of Korea seems to be politically committed to increasing its aid budget after joining the Organization for Economic Co-operation and Development (OECD). Numerous Korean government officials have repeatedly expressed their expectations that there appears to be ample financial scope for the planned increases in its aid volume,[94] in light of Korea's expected rate of economic growth over the medium term of 3 to 3.5%.[95]

However, the Korean government had officially stated its intention to meet 0.25% of GNI allocated to aid by 2015; this has not happened, and now the overall growth of aid seems under threat. Rather than making progress, the current government has been slowing its pace in increasing aid budgets, and there is now very little chance of reaching the target on time.

FIGURE RK1: Republic of Korea **Total ODA as % GNI 2000–2014**



Aid to education trends

Korean support for education for all has varied in the MDG-EFA period. From 2008 through to 2011, spending on education increased considerably. Aid to education in 2013 was 15.7% of the total aid budget – beating the donor average of 15.6%. This makes Korea the third largest donor, on average across the 12 countries in this report on aid to education, and it is well above the average across all DAC donors.[96] It should be noted, however, that the 15.7% of aid to education in 2013 was in fact a decrease on the 2012 commitment, which was 17.1%; more work is necessary to maintain levels, and some degree of greater consistency in spending.

Not only should the overall budget on aid to education maintain a minimum level of expenditure of 15% of total aid budget, but, ultimately, Korea should aim to spend 20% of its ODA on education, as advocated by the Global Campaign for Education.

When closely examining the modalities of Korea's education aid, a series of practical and technical challenges is found. Only a limited amount of Korea's aid goes to its partner countries through budget support, which limits Korea's role in and long-term support for strengthening partner countries' overall systems – leading to a lack of support for recurrent expenditure in education, such as teachers' salaries.

While Korea's overall percentage of total aid spent on education is relatively high, it is also important to emphasise that its commitment to basic education is low, at an average of 3% of ODA.

93. All International Comparative Statistics are from OECD, unless specified (such as the data from Prime Minister Office and Korea National Research Foundation) www.odakorea.go.kr/oz.main.ODAMain.do
94. National Research Institute for Law and Re-shaping Development Institute (ReDI) *Korea's Provincial Government's ODA: Current Statues and Challenges,* National Research Council for Economics, Humanities and Social sciences (NRSC), 2015.
95. OECD, *Development Assistance Peer Review: Korea 2012*, OECD 2012.
96. For Korea, aid-to-education tracking is only possible from 2006, due to joining the OECD DAC community later, and so while other donors are assessed from 2002–2013 Korea is only tracked from 2006–2013 for this report.

FIGURE RK2: Republic of Korea Aid to education as % total ODA 2006–2013

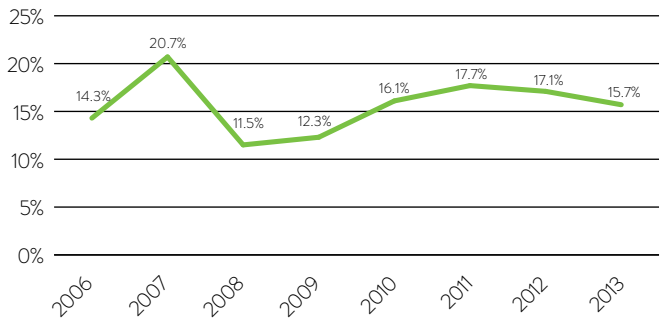
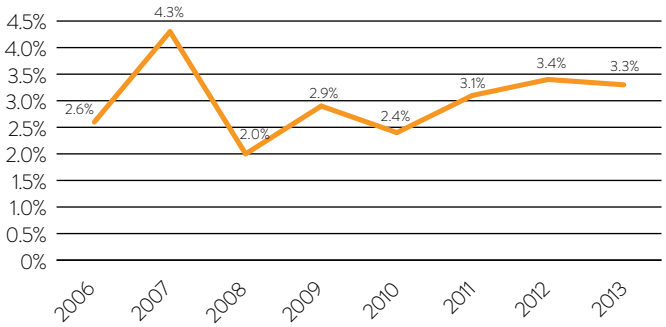


FIGURE RK3: Republic of Korea Aid to basic education as % ODA 2006–2013



Over-emphasis on post-secondary education

The direction of Korea's aid to education shows a high level of focus on post-secondary education, accounting for 42% of total of aid to education in 2013; basic education and secondary education made up only 15.55% and 21%, respectively.

The high level of spending on post-secondary education is due to the large amounts spent on technical and vocational education and training (TVET), and on scholarships, which is being counted in the official aid budget to education via imputed student costs. Moreover, it is important to note that a significant volume of Korea's total aid to education is known to have been spent on scholarships for foreign students studying in Korea, although figures and current status are not officially reported in detail. Korea's major grant aid agency, KOICA, for instance, has a strong focus on 'secondary education', although a working definition of 'KOICA's secondary education' is often understood to be synonymous with TVET projects.

Who benefits from Korea's aid to education?

The three key beneficiaries of Korean aid in are stated in the Framework Act on International Development Cooperation (Framework Act) and the *Presidential Decree* which came into force in July 2010, as vulnerable and marginalised women, children, and disabled people, but there are no mechanisms included to ensure support for those three groups. Also, there is no framework for including indicators to measure the achievements of this principle, and there are no indicators to measure how many or what kind of marginalised populations are being supported by Korea's aid to education. In short, Korea's strategies for aid to education lack any measurable targets, meaning that there are no indicators by which the government can track progress or by which civil society organisations can hold them accountable.

However, it is clear that, overall, Korean aid to education is skewed in a way which is not obviously benefitting the most marginalised and poorest: 46% of Korea's aid went to middle-income countries in 2013, and as seen above Korea's aid to education is heavily focused on post-secondary education, making it unlikely that a substantial proportion is going to the poorest or most marginalised. Korea's President Park Geun-hye herself declared at the UN General Assembly in 2014 that ***"educational assistance in conflict zones or vulnerable countries is often perceived as 'important', there is no clear evidence to show whether Korea's aid to education is reaching out the most marginalised areas and communities."***

A consolidated education aid strategy in a fragmented aid system?

Since the first Korean law on international development, *The Framework Act on International Development Cooperation*, was established in 2010, the issue of fragmentation has been at the centre of heated debates in Korea's development scene. Since 2010, the Prime Minister's Office has gradually expanded its involvement in the coordination of major ODA stakeholders. On the surface, there seems to be increasing systematic cooperation between ministries and agencies. In reality, there are growing concerns about a proliferation in the number of ministries and affiliated institutes that are directly involved in delivering development projects.

The challenges of Korea's inherent aid management system directly affect the education aid system. Without prior consultation, education-related projects are being formulated and designed by various ministries such as the Ministry of Foreign Affairs (MoF), the Korea International Cooperation Agency (KOICA), the Ministry of Strategy and Finance (MOSF), *Economic Development Cooperation Fund* (EDCF), the Export-Import Bank of Korea (EXIM Bank), the Ministry of Education, and many other ministries and provincial governments. Indeed, more than 30 ministries and agencies are currently engaged in ODA activities, with at least 27 provincial and district level government bodies providing more than 176 ODA activities between 2010 and 2013. Given provincial government commitments to education is relatively high at 35% (85 education projects) in relation to the overall percentage of total aid in 2010, this has serious implications for harmonisation and alignment.[97]

In spite of this fragmented system, the strategic orientation of Korea's aid to education can be seen in various ODA policies and strategies such as the Strategic Plan, the Country Partnership Strategy (CPS), the Mid-Term ODA Policy (2011–2015), and Consolidated

97. This is according to the Re-shaping Development Institute (ReDI) and the Korea Legislation Research Institute (KLRI)'s joint research "Korea's Provincial Government's ODA: Current Status and Challenges" (National Research Council for Economics, Humanities and Social sciences: 2015).

Annual Implementation Plan. It is expected that a new 'consolidated' education ODA strategy – embracing the education issues from the perspective of the whole-of-government principle – will be developed in late 2015. Nevertheless, there remains general scepticism regarding how comprehensive and consolidated Korea's new strategy will be in practice.

Korea's country and thematic focuses

In 2013, the top 10 recipient countries of Korea's aid were: Vietnam, Afghanistan, Cambodia, Sri Lanka, Tanzania, Bangladesh, Indonesia, Mozambique, the Philippines, and Mongolia. The top 10 countries received 53% of the total aid. Korea has often been criticised for its strong trend for tied aid, and for distributing small amounts of its aid budget to a large number of recipient counties (especially to MICs, as noted above) resulting in ineffectiveness: this has been highlighted in various evaluations conducted in recent years. 40% of its total spending was allocated to 28 countries in Asia (21 from Asia and seven from Oceania).

Korea's allocations through bilateral and multilateral funding channels are roughly based on a ratio of 70:30; in 2013 this was 75:25. It is uncertain how this rule applies to the education sector. The government's multilateral commitment to the education sector is planned in a coordinated manner among education grant-providing ministries, and recent commitments to the Global Partnership for Education (GPE) have been welcomed, with President Park Geun-hye at the United Nations General Assembly in 2014 announcing that Korea had joined the GPE, with a contribution of US$5 million to the Fund. While this is a small overall contribution, this is a significant step forward for Korean government in demonstrating its multilateral commitment for basic education. This step was warmly welcomed by the Global Campaign for Education. It is hoped this display of support, as well as the hosting of the 2015 World Education Forum, heralds a new era of global leadership by Korea in education for all.

Conclusions and recommendations

With the introduction of the new development goals and their strong focus on universality in 2015, this is a critical year for Korea to not only develop and implement new aid policies and projects, but also to outline a more deliberate approach to education – including the specification of beneficiaries, and defining sensible ways of working in Korea to deliver this vision.

It is recommended that the following measures be adopted by the Korean Ministries involved in global education:

- Increase aid to basic education. Korea should move towards spending at least half of its total aid to education commitment on basic education.
- At a program level, Korea, and especially the Ministry of Education, needs to apply various education aid modalities in its aid giving – moving away from technology transfer, policy consulting, and receiving students with aid scholarships, and towards creating more opportunities for building national education systems, education for humanitarian programmes, special funds for urban children and youth, and many others. Korea now needs to re-consider moving away from infra-focused, technical and scholarship-related aid and towards more mid-long term education system building and community-focused outreach. This will improve the quality of Korean education aid in the long run, meaning less tied aid, more budget support and mid-long term programmes to countries where Korea currently provides mostly standalone activities or short-term projects.
- Develop a more consolidated aid strategy for education, and to use the opportunity presented by the post-2015 agenda to achieve this.

Spain

Executive summary

In the context of the Eurozone crisis that has affected Spain in the last few years, development cooperation has been affected to the point where it has effectively been dismantled, both in relation to the amount of ODA, and in relation to its quality. Spain has gone from 0.46% ODA/GNI in the 2009, to 0.17% in 2013 – with provisional DAC data for 2014 showing a further decrease.

Such a significant reduction in overall aid has been reflected in allocations to education. In 2008, assistance to education was almost 8% of total ODA; in 2013, Spain reached an all-time low of 2.6% of total assistance.

Regarding basic education, there has also been a worrying regression, with some of the worst numbers of the last decade – moving away from the Spanish Committee on International Development Cooperation recommendation urging Spain to reach 8% of total ODA for basic education. This number, which according to DAC data was 3.5% in 2008, plummeted to 0.9% in 2013.

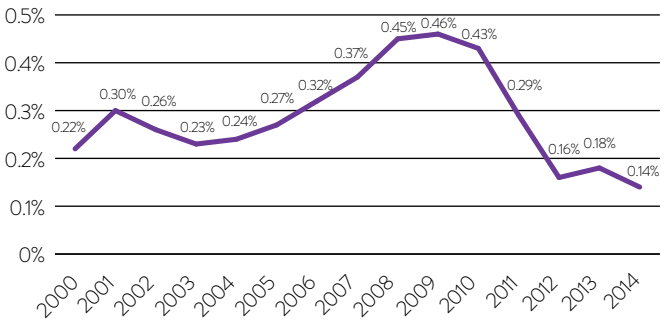
Beyond ODA amounts, Spain's giving to basic education and to countries most in need is also weak, particularly given the commitment made by Spain to supporting the EFA Framework for Action, and demands a review of sector and geographical distribution.

Overall Aid Trends

Spain has been feeling the impact of the Eurozone economic crisis for some years now. This has severely affected its development cooperation commitments, leading to a worrying reduction in both the amount of ODA Spain contributes and in the quality of that aid. In fact, Spain has gone from allocating 0.46% of its GNI to ODA in 2009, to 0.17% in 2013 – a dramatic reduction. This looks set to get worse: provisional data from DAC for 2014 shows ODA at 0.14%, a figure which has not been reached since 1989.

Furthermore, there are a number of challenges in terms of realising commitments to improve ODA quality. The 2011 DAC report set out a number of important recommendations for improvement, including defining a cooperation policy with civil society organisations, improving aid transparency and predictability, and drawing together a decentralised cooperation policy.

FIGURE S1: Spain Total ODA as % GNI 2000–2014



Aid to education trends

Such a significant reduction in overall ODA has impacted on aid for the education sector, both in overall quantity terms and as a percentage of total ODA. In overall quantity terms, as Figure S2 shows, this has dramatically reduced since 2008 – by more than 80%. In terms of the overall percentage of ODA, after a drop in 2009 when aid to education took a particularly large hit (along with other social sectors), there was actually a brief rise in 2011, but then another steep decline to 6.8% of ODA in 2013. This appears to show that while overall aid for education was initially reduced more than for other sectors due to a change in aid policy, there was a brief respite in this reduction, as aid as a whole continued to plummet.

Regarding basic education, there has also been a worrying reversion to some of the worst numbers of the last decade, moving away from the recommendation made by the Development Cooperation Commission of the Spanish Congress of Deputies in a motion – that was passed by the Spanish government in 2006 – that 8% of total ODA be committed for basic education. This number, which according to DAC data was 3.5% in 2008, reached a poor 0.9% in 2013.

Beyond ODA amounts, the commitment made by Spain to supporting the EFA Framework for Action demands a review of sector and geographical distribution, in order to increase percentages assigned to basic education and, to a greater extent, to those countries which still have a long way to go to ensure the right to education.

FIGURE S2: Spain Aid to education 2002–2013, US$ millions (US$, constant 2013)

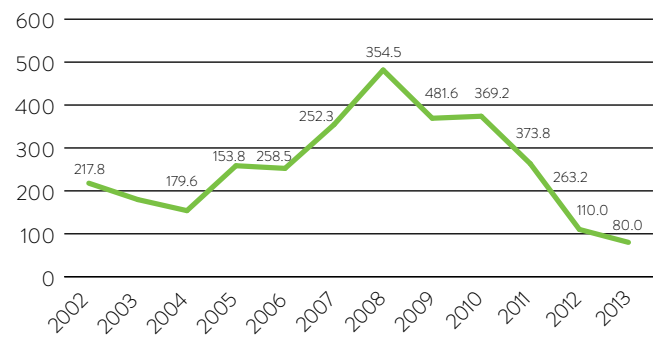
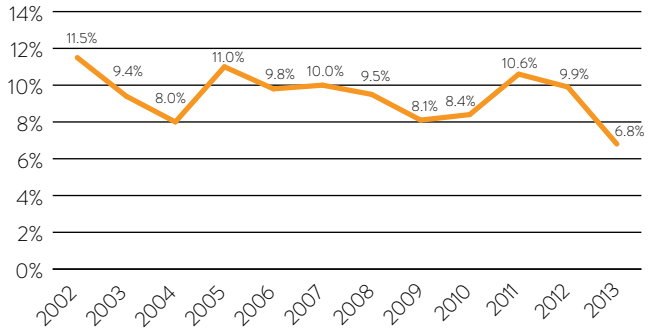


FIGURE S3: Spain Aid to education as a % of total ODA, 2002–2013



Despite the fact that at a strategic and institutional level Spain remains committed to supporting education, specifically through the EFA Framework for Action, this data confirms that there has been a loss of support from Spanish development cooperation to education.

In 2013 investment in education was reduced to from 9.9% to 6.8%. In addition, the way in which countries have been prioritised by the Spanish government is failing to target the poorest countries in the world. The ten countries which receive the most aid for education from Spain (in the order of amount of aid received) are: Morocco, Brazil, Peru, Democratic Republic of the Congo, Nicaragua, Bolivia, Guatemala, Palestine, Dominican Republic, and India.

Direct aid to basic education (according to UNESCO data) in 2013 represented 19% of total ODA to education, failing to reach US$11 million, and the percentage of total ODA which is spent on supporting basic education has fallen to just 3% in 2013, compared to 5.2% in 2007.

The reduction in cooperation to education from the Autonomous Communities (states – effectively, decentralised cooperation) of Spain is particularly important; DAC figures combine the federal ODA budget and ODA from the Autonomous Communities and, historically, education had received much support from them. Although it has been proportionally maintained at around 15% of resources, the total amounts have dropped considerably, from a total of €49 million in 2008 to €11 million in 2013 – an 80% reduction in a five-year period. This huge reduction has significantly damage Spain's giving to education. Basic education has also suffered a proportional fall in relation to the total ODA, reaching less than 2% in 2013.

FIGURE S4: Spain Aid to education as a % of total ODA, 2002–2013

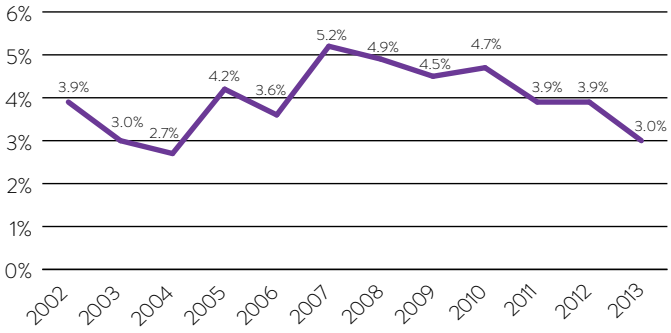
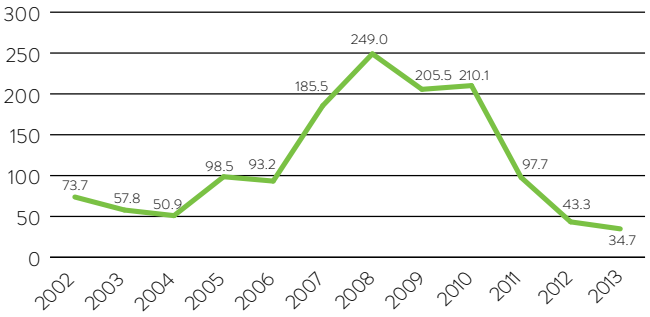


FIGURE S5: Spain Aid to basic education 2002–2013, US$ millions (US$, constant 2013)



Overall aid strategy and focus on education

The Fourth Master Plan (*IV Plan Director*) is the strategic document which guides the Spanish cooperation for the period 2013–2016.

In this plan, education is included in the *Strategic Orientation 4: "To promote social cohesion systems, focusing on basic social services."* Furthermore, the Education Strategy (year 2007) is available, which guides action on education through the commitments made through the EFA Framework for Action. Under the priority of the 'Human Right to Basic and Quality Education for All' (Fourth Master Plan, p.45), *"to improve the quality of education"* is prioritised, primarily through the *"training of teachers, the strengthening of the institutions for the planning and management of education policies, supporting of access and completion of the basic education stages."*

An analysis of the strategic framework of cooperation to education, the planned development proposals, and the actual actions and resources allocated to education show a clear gap. Data shows a severe investment reduction in basic social service (especially in education), which is worrying in total terms, but is even more worrying in relation to the loss of proportional relevance, given that this has fallen from over 10% in 2007 to 6.8% in 2013, and for basic education from 5.2% in 2007 to 3% of total ODA in 2013.

One more factor worth noting: in the last few years there has been a large growth in the aid spent as 'unallocated education' which has increased from 39% in 2010 to 59% of total ODA for education in 2013. This is concerning, as it is difficult to track where this is being spent, and may well indicate a shift away from areas such as basic education, which should be a priority.

In conclusion, the fall in funds, both those of the State General Administration and those of the Autonomous Communities – where calls and grants have been closed – make aid unpredictable and, therefore, more difficult to manage, and less effective in its outcomes.

Looking towards the post-2015 education agenda

The drastic cuts and the weakening of development cooperation policies have caused a reduction of Spain's presence in international discussion fora, leading to a reduced political and technical profile.

In the case of the Global Partnership for Education, Spain had historically been the fourth largest contributor – with 9.9% of the fund's total – in terms of funds committed and expenditure. However, at the 2014 GPE replenishment conference Spain made no contribution. Likewise, its presence at a political level in support of GPE has also fallen.

On a positive note, the consultation process of the Spanish proposal for the post-2015 agenda has included the participation of civil society organisations, and it is hoped that the Spanish government will adhere to the demands spelled out for the education sector when participating in the UN Summit on the SDGs. The discussion space is maintained with other civil society and education sector organisations through the Education Sectoral Coordination Board, working on the Spanish position on the post-2015 agenda, which is to consider the right to education as a global public benefit, with the recognition of States' obligation to guarantee and comply with the commitments of education for all.

Conclusions and recommendations

The amount of ODA spent on education, as well as the prioritisation of countries and type of programmes, show both a lack of priority to basic education and, worse, the reduction in Spain's relevance as a donor to education – resulting in its loss of legitimacy in the defence of international commitments to development in education.

Nonetheless, Spain still has the opportunity to renew its commitment to universal and quality education, and must ensure that a central position for education is maintained in the SDGs, and that it constitutes a goal in itself.

Likewise, it is necessary to stop the disproportionate reduction which the Spanish cooperation budget is suffering – at both State and Autonomous Communities levels – and to go back to the path of assigning 0.7% of GDP. Specifically for education, it should reach the recommendation of the Committee for International Development Cooperation to assign 8% of total bilateral ODA to basic education. Governments have the responsibility for providing sufficient funds to achieve fair, inclusive, quality education and lifelong learning for all, including the use of fair and progressive taxes.

United Kingdom

Executive summary

The UK government is a star performer in terms of its overall aid giving, and, specifically, its aid to education. A substantial proportion – over 13% – of overall aid goes to education, and over the MDG-EFA period the UK has been one of the most consistent good performers in this respect.

A substantial amount of UK education aid goes to low-income countries and to countries with the highest out-of school numbers. The UK has also been a consistently supportive donor to the Global Partnership for Education (GPE), giving substantial support to the fund – that said, while the recent UK government's pledge to the GPE is welcome, GCE UK encourages the UK to continue funding GPE in a flexible way, that seeks to promote GPE as the leading model of multilateral aid support to education systems.

Recently the Department of International Development (DfID) developed a Disability Framework, and it is hoped this will help the British government to prioritise the needs of persons with disabilities in its own education work, and be a global champion of this cause. However, at present, the UK is only investing 0.18% of aid to basic education on Early Childhood Care and Development (ECCD), and more could be done in this area.

Looking to the post-2015 education agenda, GCE UK urges DfID to continue to lead the world on funding to education both bilaterally and multilaterally, and to ensure that all funding aligns with and promotes the education goal within the SDG framework.

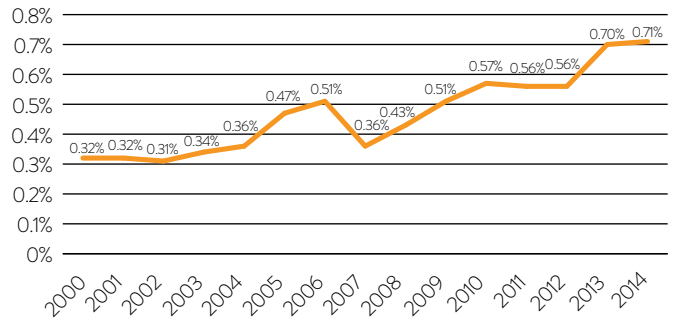
Overall aid trends

The UK government continues to be a leader in global development. It is the second largest donor of bilateral aid in terms of gross funding (after the US) and is the only member of the G7 to have reached the historic target of spending 0.7% of gross national income (GNI) on development.

ODA as a proportion of GNI has been rising steadily since 2000 (Figure UK1) and in 2014 Britain reached the 0.7% target for the first time. In March 2015 the Government passed a bill that committed the country to spend at least the same proportion of GNI on aid each year.

For the parliament between 2010 and 2015, the UK government's priority sectors have been education; health; economic growth and the private sector; governance and conflict-reduction; climate and environment; and water and sanitation.

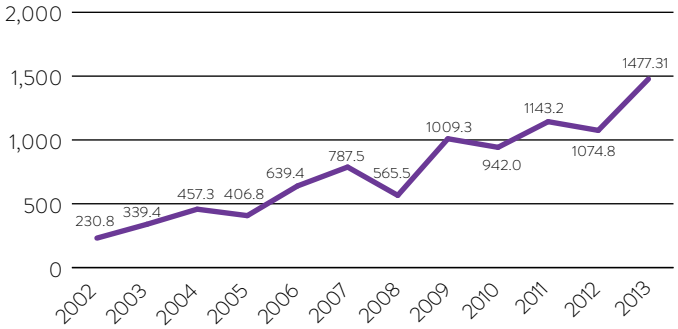
FIGURE UK1: United Kingdom Total ODA as % GNI 2000–2014



Aid to education trends

The UK's commitment to education development is reflected by the steadily increasing amount of aid funding pledged to this sector, as seen in Figure UK2. Between 2002 and 2013, total aid to education has increased by over 600%.

FIGURE UK2: United Kingdom Total aid to education 2002–2013, US$ millions (US$, constant 2013)

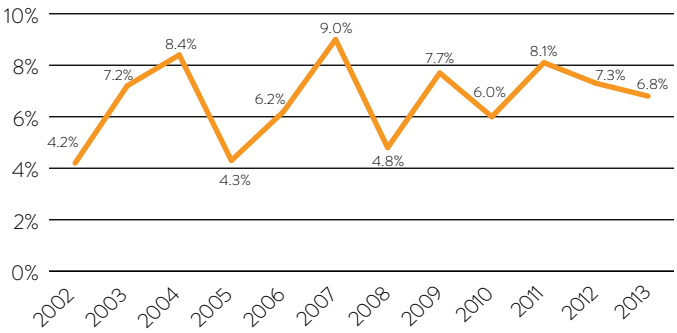


A similar trend is evident with total aid to education as a percentage of ODA, which has increased from 6.3% in 2002 to 13.5% in 2013. This makes the UK one of the most generous donors to education, as a percentage of its total aid giving. Considering the recent rises in overall aid levels by the UK, its ongoing support to education remains very important to maintain levels of aid to education.

FIGURE UK3: United Kingdom Total aid to education as % total ODA 2002–2013

The amount of aid to basic education has also increased, but at a slower rate than the increase in overall ODA. Therefore, aid to basic education as a proportion of ODA has dropped over the last few years, from 8.1% in 2011 to 6.8% in 2013.

FIGURE UK4: United Kingdom Total aid to basic education as % total ODA 2002–2013



In 2013, the UK government gave GB£905 million of direct education aid bilaterally to governments – representing 7.8% of all ODA. The rest was given multilaterally through international agencies (GPE, World Bank, UNICEF, amongst others), civil society organisations and into research projects.

UK and the Global Partnership for Education

The UK has long been a strong supporter of the GPE, and has given consistent support to the GPE over the years.

At the GPE replenishment conference in June 2014, covering the years 2015–18, the UK pledged to give *up to* GB£300 million, the most of any donor nation. However, the UK capped its donation at 15% of overall funds raised during the replenishment period, and held back GB£100 million until certain results have been achieved. These conditions are designed to leverage other donors to give funds, while also increasing confidence in the GPE. However, it has been argued that these caveats will have the opposite effect, by making it seem that DfID questions GPE's capacity to deliver. Moreover, DfID is setting a precedent by making its donation subject to these conditions, and this could be unworkable if this approach is adopted by all donors.

Support to low income countries and the most marginalised

Compared to other DAC members, the UK gives a high proportion of ODA to low-income countries, and countries that have high levels of out-of-school children. The top five recipients of UK bilateral ODA in 2013 – Pakistan, Ethiopia, Bangladesh, India and Nigeria – have almost 20 million out-of-school primary school children between them, over a third of the global total of 58 million.[98]

Girls' education is a major priority for the UK, and in 2011 DfID launched a new Girls' Educational Challenge Fund which is providing an additional GB£328 million to reach a million of the world's

98. EFA Global Monitoring Report, *Education for All 2000–2015: Achievements and Challenges*, UNESCO, 2015 https://en.unesco.org/gem-report

poorest girls in 18 countries. The scheme is a welcome addition to reaching the most marginalised girls, and learning from the project has been shared throughout.

UK education and development strategy

The current (and previous) UK government has been keen to engage the private sector in international development, and this has included supporting non-state education providers. Most notably, DfID has supported 'low-fee' private schools in several contexts, including Nigeria, India, Ethiopia, Pakistan and Kenya. DfID describes this as a 'pragmatic' step when public education is unavailable, and insists it takes measures to ensure that the poorest families are exempt from paying fees.[99] Nevertheless, the trend is concerning and there is a polarised debate on this issue. In 2014, DfID funded an independent research study into the effect of private school on various educational outcomes; however, this did not reach strong, generalisable conclusions because of the diversity in the private sector between different contexts, and gaps in analysable data.[100] Whilst accepting that the debate is nuanced and ongoing, GCE UK strongly believes that public education and the removal of school fees are the best means of ensuring equity and universal access. It also stresses the need for DfID to commission further independent research into this topic.

DfID has made it a priority to improve the delivery of education in protracted crises, so that people affected by violent conflict, natural disaster or displacement can continue to access learning opportunities and feel safe doing so. For this to happen there has to be a significant change in the way that education in emergencies is financed, planned, delivered and monitored. GCE UK urges DfID to be a leader in this field, and to increase the amount of humanitarian aid spent on education to the recommended proportion of 4% of all humanitarian aid.

In 2014 GCE UK carried out an analysis of the UK government's support to education for persons with disabilities. It was concluded that DfID should do more to embed and prioritise the needs of persons with disabilities in its own work, and be a global champion of this cause.[101] In December 2014 DfID launched a Disability Framework that ensures all UK policies and programmes are designed to take into account and advance the rights of persons with disabilities. GCE UK welcomes this commitment. However, the UK coalition also urges DfID to actively lead the work with the Global Partnership for Education and other multilateral and bilateral agencies to ensure that disability is addressed in broader learning strategies and global public goods.

At present, the UK is only investing 0.18% of aid to basic education on early childhood care and development.[102] GCE UK appreciates that this area of work has significant overlap with other sectors (for example, health), but encourages DfID to increase investment in this area.

The UK Government has consistently affirmed its commitment to education. In its *Changing Lives, Delivering Results* policy paper in 2011, DfID described education as ***"the key to beating poverty and the greatest investment we can make for global prosperity and the future of our world."***[103]

DfID's specific approach to education was further elaborated in its *Education Position Paper* of July 2013, in which it stated its main objectives to be improving learning quality, reaching the most marginalised children and keeping girls in school.[104]

DfID uses a results-based framework and sets itself specific targets; for the period of the current coalition government (2010–2015) it set out to achieve the following:

- 9 million children helped to go to primary school (of which half will be girls) by March 2015
- 2 million children helped to go to lower secondary school (700,000 girls)
- Train 190,000 teachers by end of March 2015

According to their 2015 mid-year review, DfID are on track to meet all these targets, though full data for 2014 and 2015 is to be confirmed.[105]

Looking forward to education post-2015

Following the May 2015 election, little additional information has been given on the strategic direction of DfID support to education, although DfID is committed to continued support on certain projects including its support for GPE (until 2018) and the Girls' Education Challenge (running until 2017). GCE UK urges DfID to continue to lead the world on funding to education both bilaterally and multilaterally.

The UK government has been heavily involved in the negotiation of the post-2015 SDGs. GCE urges DfID to ensure its funding aligns with and promotes the education goal within the 2015 framework, and ensures education work supports the attainment of all goals, including cross-cutting issues on achieving gender equality and ending gender based violence.

99. Department for International Development (DfID), *Education Position Paper: Improving learning, expanding opportunities*, DfID, 2013 www.gov.uk/government/uploads/system/uploads/attachment_data/file/225715/Education_Position_Paper_July_2013.pdf
100. L. Day Ashley, C. Mcloughlin, M. Aslam, J. Engel, J. Wales, S. Rawal, R. Batley, G. Kingdon, S. Nicolai, P. Rose, *Education Rigorous Literature Review: The role and impact of private schools in developing countries*, DfID, 2014 www.gov.uk/government/uploads/system/uploads/attachment_data/file/307032/Private-schools-2014.pdf
101. GCE UK, *Send All My Friends to School: A Global Campaign for Education UK evaluation of the UK's aid to education for children with disabilities*, GCE UK, 2014 http://media.wix.com/ugd/87691e_f1afef0313694f6e837489547ad78d55.pdf
102. DfID Dev Tracker http://devtracker.dfid.gov.uk/sector/1/categories/112
103. DfID, *UK Aid: Changing Lives, Delivering Results*, DfID, 2011 www.gov.uk/government/uploads/system/uploads/attachment_data/file/67584/BAR-MAR-summary-document-web.pdf
104. DfID, Education Position Paper *op. cit*.
105. M. Lowcock, *DfID Mid Year Report to Parliament Annex: Achievements*, DfID, 2015 www.gov.uk/government/uploads/system/uploads/attachment_data/file/410980/DFID_Mid-Year_Report_Achievements_Annex.pdf

Recommendations

- **Support to GPE**: GCE UK welcomes the UK government's pledge of £300m to GPE in 2014 but asks that Ministers are proactive in advocating with other governments (e.g. France, Germany, Japan and Qatar) to increase support for GPE as an effective multilateral mechanism – so as to ensure that the UK's condition of a 15% burden share does not mean that the actual UK commitment to GPE falls significantly short of this headline amount. If the UK fails to leverage greater commitment from others then there is a strong case for it to remove this 15% burden share cap.
- **Private Education**: Whilst accepting there is currently debate on this issue, GCE UK retains a strong commitment to public education and the removal of school fees as the best means of ensuring equity and universal access. It also stresses the need for DfID to commission further independent research into this topic.
- **Disability**: GCE UK welcomes DfID's Disability Framework, and urges it to prioritise the needs of persons with disabilities in its own education work, and be a global champion of this cause.
- **Education in Emergencies**: GCE UK urges DfID to be a leader in this field, and to increase the amount of humanitarian aid spent on education to the recommended proportion of 4%.
- **Post-2015:** GCE UK urges DfID to continue to lead the world on funding to education both bilaterally and multilaterally, and to ensure that all funding aligns with and promotes the education goal within the SDG framework.

United States of America

Executive summary

The United States is the largest donor to basic education in the world. This is, at least in part, because it gives the largest amount of ODA amount in dollar terms in the world. However, significantly, the USA also allocates remarkably large amounts of its aid to education budget – 78% in 2013 – to basic education. In fact, in 2013, it was the largest DAC donor to basic education. That said, in terms of overall percentages and the ratio of aid to education (and to basic education) given from its aid budget this is lower than many other countries. Comparative to other donors, the USA continues to give excellent support to low-income countries and fragile states in their support to education. The United States has also been gradually increasing its aid to the Global Partnership for Education in recent years, with this rising from US$20 million in 2012 to approximately US$70 million in 2015 – a significant move signalling greater support from the USA for more multilateral funding to education.

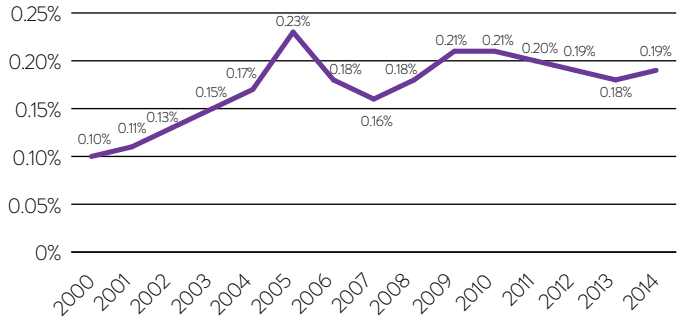
However, the Obama administration has continued a problematic practice since 2013, in which the government's budget request for total aid for basic education has remained at approximately US$600 million for all education ODA, significantly lower than the prior year's actual Congressional appropriation. Fortunately, again in 2015, Congress, through the work of several key members who have strongly supported global education, has raised the actual appropriation above the USAID request to about $800 million, including the allocation for GPE.

As the world moves towards the final stages of implementing the MDGs, and towards establishing the new targets through the Sustainable Development Goals, it appears that there is a renewed focus on education by the USA. As the world's largest bilateral donor, the US must maintain support for education for all, continue to focus on supporting the GPE, support a broad-based understanding of learning, and effective partnerships in education, while also beginning to focus on secondary education.

Overall aid trends

The United States is the largest bilateral aid donor in the world. Although overall ODA in dollar amounts is high, ODA/GNI is low relative to other major donors. From the outset of the MDGs in 2000 through 2005, ODA rose steadily, peaking at 0.23% in that year. Subsequently, the percentage fell for most of President Bush's second term to a low of 0.16% in 2007. Under the administration of President Obama, beginning in January 2009, the level of ODA has again risen slightly, and has fluctuated between 0.18% and 0.21% of GNI.

FIGURE US1: United States Total ODA as % GNI 2000–2014

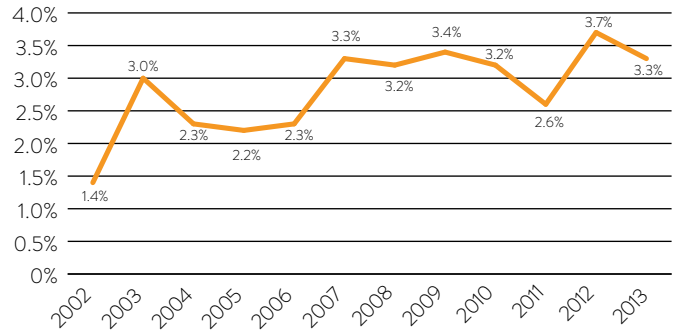


Aid to education

In dollar figures, the amount of money the United States spends on aid to education as a percentage of ODA has been on a general upward trend since 2002. Despite these increases, American aid to education remains low compared to other donors. As a percentage of total ODA, aid to education has experienced only marginal changes year to year since 2007, averaging 3.2% – far below the 10% advocated by the global education civil society community.

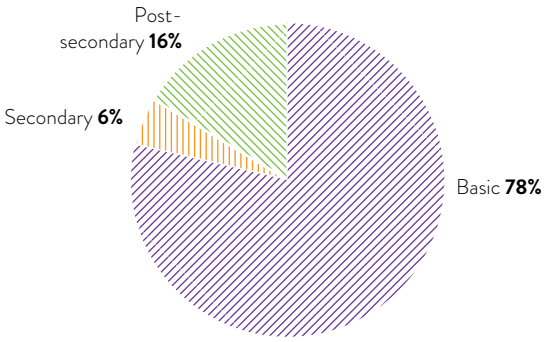
FIGURE US2: United States Aid to education 2002–2013, US$ millions (US$, constant 2013)

FIGURE US3: United States Aid to education 2002–2013, US$ millions (US$, constant 2013)



Despite overall levels of aid to education as a proportion of GNI being relatively low, the US allocates a much larger share of their education aid budget to basic education than many other donors. In 2013, aid to basic education represented 78% of total education aid.

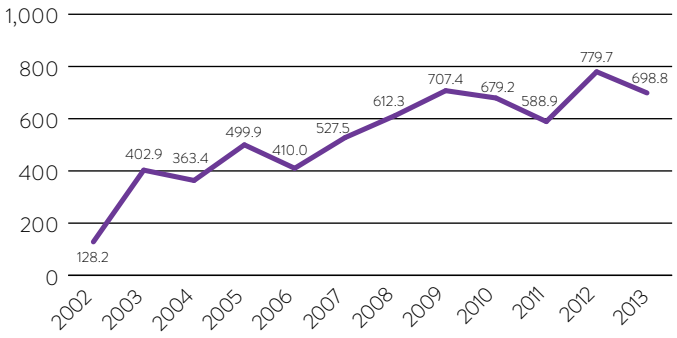
FIGURE US4: United States Education aid by level, 2013



The level of commitment to basic education by the United States, as a quantitatively large donor, should be commended. The proportion of the education aid budget spent by the United States on basic education is the largest across all the bilateral donors in Education Aid Watch – and has been rising in recent years, contrary to international trends. In fact, in 2013 the USA was the largest donor – both bilaterally and multilaterally – to basic education. In 2014, the United States spent US$822 million on basic education assistance, dwarfing other education and social services aid.

Undoubtedly, this is at least partially due to the recent priority placed by USAID on lower grade level literacy. Basic education remains the top priority of USAID, with little programming at the secondary education level, and even less on early childhood education – which is reflected in spending patterns. This is despite an emphasis by the Obama administration on the importance of early childhood education among the US public. US government officials have said that they do not see the strategic advantage in undertaking expanded secondary education programming. In interviews, some US government officials have said that this has come at the expense of cost-cutting and programme reductions in secondary education and school-to-work programmes.

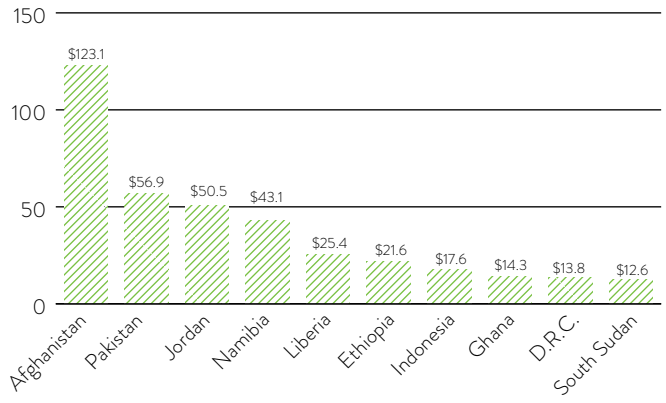
FIGURE US5: United States Total aid to basic education 2002–2013, US$ millions (US$, constant 2013)



Also comparative to other donors, the USA continues to give excellent support to low-income countries and fragile states in their support to education. Out of the ten countries that received the most education aid in FY 2014, five were categorised as both least developed countries by the World Bank Group and as fragile states by the OECD (Afghanistan, Liberia, Ethiopia, the Democratic Republic of the Congo and South Sudan); one country (Pakistan) was listed

as a fragile state but not as an LDC, and four were listed as neither (Jordan, Namibia, Indonesia, and Ghana).[106,107]

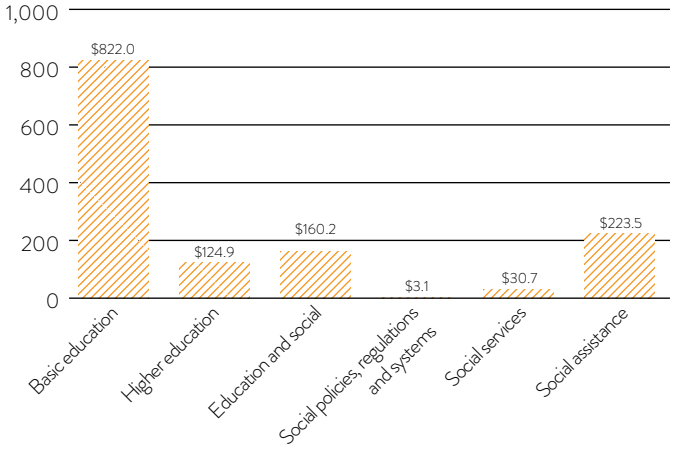
FIGURE US6: United States Total aid to basic education 2002–2013, US$ millions (US$, constant 2013)



However, the US continues to spend disproportionately, as with all development sectors, in South Asia (specifically Afghanistan and Pakistan). The US government prioritises countries in which it has a 'strategic interest', leading to low-income countries falling out of the primary target of US aid. This is reflected in the top ten recipients of US aid to education.[108]

Global education advocates in the US have worked in collaboration to expand education funding by USAID. For the past several years, GCE-US and others have consistently advocated through direct communications with USAID and sign-on letters among our coalition members and with Members of the US Congress for a USAID request of US$800 million in the annual basic education budget and Congressional appropriation. In addition, GCE in the US has advocated for $125 million, additional to the US$800 million, for the Global Partnership for Education (GPE).

FIGURE US7: United States Education and Social Sector Details 2014 US$ millions



This has helped to secure a positive trend towards a gradual increase in the USAID budget request for GPE allocation in recent years, with this rising from US$20 million in 2012 to approximately $70 million in 2015.

Yet, the Obama administration has continued a problematic practice since 2013, in which the government's budget request for total aid for basic education has remained at approximately $600 million for all education ODA, significantly lower that the prior year's actual Congressional appropriation. Fortunately, again in 2015, Congress, through the work of several key members who have strongly supported global education, has raised the actual appropriation above the USAID request to about $800 million, including the allocation for GPE.

Congress has expressed concern that appropriated funds for education have not been spent in a timely fashion in recent years. These funds in the 'pipeline' have given rise to some members of Congress stating that USAID is not able to effectively implement programmes for the total appropriated funding level. In 2015, the US Congress placed stipulations on these unspent pipeline funds that they might be allocated elsewhere if not spent, and requested periodic reports on the level of appropriated funds not yet spent. USAID has maintained that some funds have not been spent due to programmes being in areas of conflict, political uncertainty and transition in implementing countries and due to the time required to actually plan, design and implement large-scale funding projects.

In addition, by focusing education funding on early grade literacy, programmes for secondary level education have been de-emphasised and suffered cutbacks.

As with all USAID policy, all indicators are disaggregated by sex to ensure interventions are being measured for gender impacts. Youth programming is integral to two of the three USAID educational goals and USAID is in the process of developing a more cohesive, focused approach to engaging young people. USAID support to inclusive schooling of marginalised groups focuses on removing barriers for learners with disabilities. In line with Goal 3 of the Education Sector Strategy, there is significant focus on children in conflict-affected areas.

Although USAID's education strategy doesn't specifically identify equal access to education for girls and other marginalised groups, empowerment of girls and women (including education) was a core priority of Secretary Clinton's tenure at the State Department. However, there has since been less of a focus on equitable access for marginalised groups including children with disabilities and ethnic and religious minorities.

USAID has recently elevated education to one of its 'core' objectives and subsequent significant staff increases in the education sector of USAID indicate a renewed focus on education. In 2015, USAID is continuing outreach to the US public through the work of Ms. Christie Vilsack, Senior Advisor for International Education, conveying the message of the importance of global education funding and programmes. Considerable effort has been placed on sharing this message on college campuses and with community events.

106. www.un.org/en/development/desa/policy/cdp/ldc/ldc_list.pdf
107. www.oecd.org/dac/governance-peace/conflictandfragility/docs/List%20of%20fragile%20states.pdf
108. www.foreignassistance.gov/web/ObjectiveView.aspx?budTab=tab_Bud_Spent#ObjAnchor

Overall aid strategy and focus on education in donor strategy

The stated mission of USAID, according to the 2014–2017 strategic plan, is to ***"shape and sustain a peaceful, prosperous, just, and democratic world, and foster conditions for stability and progress for the benefit of the American people and people everywhere"***.[109] Within that mission, USAID has defined three main goals for education aid:

- Improved reading skills for 100 million children in primary grades by 2015;
- Improved ability of tertiary and workforce development programs to generate workforce skills relevant to a country's development goals; and
- Increased equitable access to education in crisis and conflict environments for 15 million learners by 2015. [110]

USAID's education aid is premised on the idea that education is both foundational to human development and linked to broad-based economic growth and democratic governance.[111]

Conclusions and Recommendations

As the world's largest bilateral donor, the US must maintain support for education for all as we reach the final stages of the MDG targets and move to establish new targets through the Sustainable Development Goals. GCE-US calls on the government to:

- Maintain support for basic education in the developing world by ensuring that US aid for basic education does not fall below the level of US$800 million annually.
- In addition, continue to support the Global Partnership for Education, by supporting a financial contribution of US$125 million to the Global Partnership for Education.
- Support education initiatives that represent a broad definition of learning, beyond literacy and numeracy, to include global citizenship, critical thinking and other life skills required for individuals to be effective participants in the local, national and global political and economic arenas.
- Ensure that programmes are included that deal with secondary education attrition, particularly among girls and those most marginalised due to violence and conflict, geography, disability, language and ethnic backgrounds.

109. United States Department of State and USAID, *Strategic Plan FY 2014–2017*, US Department of State and USAID, 2014 www.state.gov/documents/organization/223997.pdf
110. USAID, *USAID Education Strategy 2011–2015*, USAID, 2011 http://pdf.usaid.gov/pdf_docs/PDACQ946.pdf
111. *Ibid*.

3

MULTILATERAL PROFILES

European Union[112]

Executive summary

EU aid declined for the first time in 2012, after a long period of growth starting in 2000, and is now levelling off. Globally the EU is a major contributor to education, being the sixth largest donor in 2013. Of total aid disbursed to education in 2013, close to 8% came from the EU, while around 7% of all aid to basic education came from the EU.

Education spending went from being 9.8% of total aid in 2010 (when it hit an all-time high as a percentage of total aid) to 6% in 2013. While the EU has remained firm on achieving MDG2, the aid money it contributes is simply not following its rhetorical commitments in recent years. However, things look even worse for the level of basic aid to education from the EU. As with many other donors, basic education has been hit hardest within the overall education aid reductions. From 2012 to 2013, aid to basic education was reduced by a third.

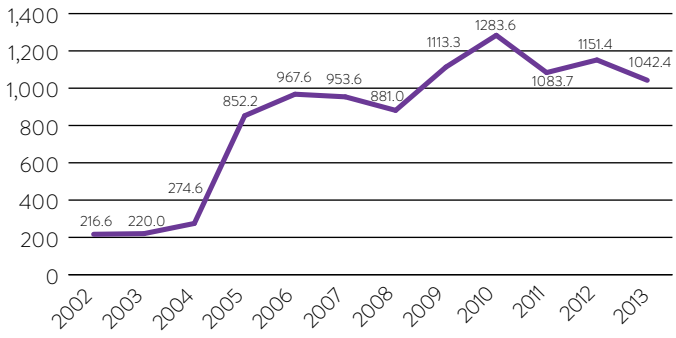
There has been a major increase in aid to post-secondary education, with large increases in the ount channelled to scholarships from EU aid in the last few years. This has risen from US$16 million in 2007 to nearly US$200 million in 2013. This could be set to increase in the future: of the EU's announced €2.5 billion for education over the 2014–18 period, well over half (or at least €1.5 billion) will go to the future Erasmus for All programme – an academic exchange programme between EU and overseas universities, which has helped pupils improve their education by gaining experience of studying abroad.

Despite a decline since 2010, overall the EU has increased its aid to education since 2006, and it could play a major role in the landscape of aid to education if monies are channelled away from post-secondary and towards helping those most in need, and clear, equitable and ambitious targets are set for its support for the post-2015 education agenda.

112. This profile benefitted greatly from a report by Alliance 2015 and Ibis Scaling up, published in 2014: 'EU impact on education post-2015' Alliance2015/IBIS 2014 www.alliance2015.org/fileadmin/Texte__Pdfs/Text_Documents/Round_Table_CPH_2014_Education/Scaling_up_EU_impact_on_education_post_2015_final_including_foreword_and_disclaimer_15may2014.pdf

Overall EU aid commitments

FIGURE M1: European Union **Total aid to education, 2002–2013, US$ millions (US$, constant 2013)**



This section looks at the ODA which is spent from 'EU institutions'; that is, ODA managed by EU institutions such as the European Commission or the European Development Fund, and which comes mainly from member states' contributions.[113]

EU aid has grown steadily from around 2003 to 2012, when it reached a peak of US$17.5 billion. However, after a slight drop of around 13% in 2013, in 2014 went back to US$16 billion.[114]

The EU commitment to education

The EU institutions' development assistance is guided by the 2012 EU development policy *An Agenda for Change*, which on the one hand prioritises human rights, democracy and good governance, and inclusive growth for development (including sustainable agriculture and energy, human development and private sector engagement) on the other.[115] Countries neighbouring Europe, and sub-Saharan Africa, have been identified as clear priority regions, with an emphasis on support to fragile, crisis and post-crisis states. As a result of this geographical re-prioritisation, EU institutions are expected to phase out 16 bilateral programmes in middle-income countries in Asia and Latin America over the coming years.

Globally, the European Union is a significant and important donor to education. In 2013 they were the sixth biggest donor (multilateral

113. The remainder of this section looks at aid from the 'EU institutions', although it uses this term interchangeably with the term 'EU aid'. This could refer to all aid which is allocated via the 28 EU member states but for the purpose of this report we are using this as shorthand for aid provided by EU institutions.

114. The DATA report 2014: *Fighting Poverty and Financing Africa's Future* Available here: www.one.org/us/policy/data-report-2014

115. Council of the European Union (2012) 'Increasing the Impact of EU Development Policy: an Agenda for Change – Council Conclusions', http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%209369%202012%20INIT

and bilateral) of education,[116] and the fifth largest donor to basic education. Of total aid disbursed to education in 2013, close to 8% came from the EU, and around 7% of aid to basic education came from the EU. This has stayed roughly the same for aid to education since around 2003.

The EU has launched a number of initiatives aimed at helping to deliver on the objectives outlined in the 'Agenda for Change'. A new internal structure, seven-year programming periods, and a strategic choice to limit support to three sectors per country provide the basis on which the EU aims to meet the commitments in the 'Agenda for Change' development policy. Included within this policy is a clear commitment to education.

In May 2013 Development Commissioner Andris Piebalgs announced that at least 20% of the 2014–2020 aid budget would be dedicated to human development and social inclusion. Education was a major component of this, with €2.5 billion expected to be mobilised, confirming education as a priority for development post-2015.[117] In addition, the EU has a parliamentary requirement that 20% of its aid budget should go to health and education in the 2014–20 programming period.[118]

However, there is a lack of clear equity and quality targets and the EU does not have an education strategy to set out how education will be prioritised. A lesson learned from the past period of global commitments is that, without clearly defined measures and targets, the EU and member states can neither be held accountable, nor can they be regarded as spearheading on equity and quality in learning.

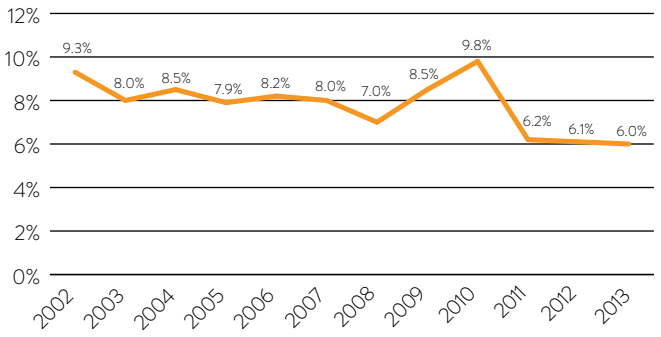
EU aid to education: the gap between rhetoric and reality

In spite of the strong policy and rhetorical support to education, and the commitment to spend 20% of aid budgets on health and education, there is clearly a long way to go – given that in 2013 only 6% of total aid was spent on education.

However, there appear to be few mechanisms to ensure that this target is reached, and the commitment is unclear: it is uncertain how much will be allocated to health, and how much to education. Assuming that half (i.e. 10% of the aid budget) is intended for education, current levels are well below this – and have been decreasing in recent years. Aid to education went from being 9.8% of total aid spending by the EU in 2010 – when it hit an all-time high as a percentage of total aid – to 6% in 2013 (see Figure M2 for overall trends).[119] This has therefore meant an 18% reduction in the amount of aid for education between 2010–2013 – away from the target rather than towards it.

116. For total education this was just behind Germany, France, USA, UK and the World Bank. For basic education this was behind: USA, UK, World Bank and Norway.
117. http://europa.eu/rapid/press-release_IP-13-453_en.htm
118. ECA (European Court of Auditors). 2010. EU Development Assistance for Basic Education in Sub-Saharan Africa and South Asia. Special Report 12. Luxembourg: ECA.
119. This was the highest proportion of aid over the period 2002–2013, and for the period of this report.

FIGURE M2: European Union Total aid to education, 2002–2013, US$ millions (US$, constant 2013)

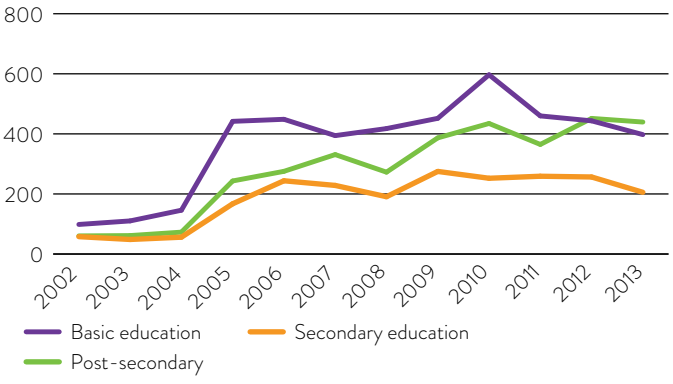


As with many other donors, basic education has been hit hardest within the overall education aid reductions. From 2012 to 2013, aid to basic education was reduced by one third. In the period 2010–2013, direct aid to primary education took a particular hit, with this reducing by over 40%.[120]

Unfortunately, this looks set to worsen. The EU contribution to the global basic education aid pot has actually declined as a total of aid to education across all donors. In 2010, the EU's contribution to basic education as a global total was 10%; by 2013, this was only 7%. This is worrying, considering overall global levels of aid to basic education have been reducing during this period, and suggests that the EU is cutting back its aid to basic education more deeply than the donor average. But most worrying is that some European bilateral donors – such as the Netherlands, which has been reducing its bilateral aid – has pointed to the EU as playing a role in filling the gaps it will leave. Yet this data suggests that not only is the EU not playing a role to 'fill gaps', but it is contributing to the gaps itself.

While EU aid to basic education is falling faster and harder than overall aid to education, the same is not the case for aid to post-secondary education, with aid levels staying broadly the same at this level. As a result, as shown in Figure M2, EU aid to post-secondary education surpassed the total amount given to basic education in 2012.

FIGURE M3: European Union Total EU aid to different education levels, 2002–2013, US$ millions (US$, constant 2013)



120. Note this is for 'direct' aid to education, rather than 'total' – see data source and methodology section for more information on these categories. For this analysis we used 'direct' aid as it is only possible to breakdown the categories within basic education (including for primary education) for direct aid.

In part this increase in post-secondary education is due to large increases in the amount channelled to scholarships from EU aid in the last few years. This has risen from US$16 million in 2006 to nearly US$200 million in 2013: this means that spending on scholarships has gone from accounting for around 5% of EU aid spent in 2007 to 44% in 2013. An even greater concern is that this trend may worsen: of the announced €2.5 billion for education over the 2014–18 period, well over half (or at least €1.5 billion) will go to the future Erasmus for All programme – an academic exchange programme between EU and overseas universities, which has helped students improve their education by gaining experience of studying abroad.

Since 2006 the EU has, overall, increased aid to education, despite a decline since peaking in 2010. However, it has decreased support to low-income countries and sub-Saharan Africa, while prioritising student exchange programmes and aid to middle-income countries, especially in countries close to home. In fact one quarter of all aid to scholarships went to a handful of countries in Central and Eastern Europe,[121] including a number of EU candidate and potential candidate countries such as Albania, Serbia, Macedonia, Bosnia and Herzegovina, and Kosovo.[122]

In 2013 only 10% of direct aid to education went to low-income countries; however, nearly three-quarters went to middle-income countries. It is clear, therefore, that far too much EU aid for education is being spent both in middle-income countries and on higher levels of education, especially on scholarships – a sceptical use of funds if the main aim is to support the poorest children in the world to get a basic quality education.

The EC and the Global Partnership for Education

Countering the recent trends in EU funding to basic education, the European Commission pledged 22% of the total amount committed to the Global Partnership for Education at the June 2014 replenishment conference. The EC made the second biggest contribution at US$419.3 million.

This builds on ongoing and strong support to the GPE, with the EC pledging €31.8 million to the GPE fund between 2011 and 2013. The GPE is in line with the priorities of the EC, and the EC plays an active role on its board. One of the biggest advantages of the GPE for the EC is the fact that it has strong expertise in education, and valuable networks of competent persons that the EC can draw on and align with when supporting countries where it lacks capacity.

EU aid: Spread too thinly?

EU aid to education tends to be spread very thinly. The EU disburses only 40% of its basic education aid to the 41 'priority countries'. In many countries the amount of aid is so low it does not count as one of the major donors – even though the EU institutions as a whole constitute a major donor. According to one study, 49 of its 106 education programmes are classified as non-significant, meaning that they either do not prioritise education or, even where they do, they do not provide sufficient resources to the sector. Meanwhile the high number of countries receiving aid to education from the EU is also combined with a very limited number of staff assigned with expertise in education. An EU evaluation reported that education expertise was weak, which had reduced the EU's ability to maintain sector dialogues in education. The absence of staff with the necessary expertise and seniority weakened in-country dialogue. For instance, of the 44 delegations worldwide where education was a focal sector, more than one third did not have a person assigned to education.

This is a shame as the EU has very broad reach, and at country level it also has the potential to play an important convening and coordination role – not least because the EU's programmes reach more widely than those of any member state to a number of poor and fragile countries. And while considerable coordination does takes place, this is often not very systematic. The EC also has the potential to play a much stronger convening role with member states at country level moving forward.

Conclusions looking towards post-2015

An evaluation of EU aid to basic education in sub-Saharan Africa and South Asia in 2010 concluded that while the EU was contributing substantially to the education sector, and had made progress on objectives targeting access to education and gender parity in primary education, almost no progress had been made in quality education.[123] While the EU has remained firm on achieving MDG2, the aid money they contribute is simply not following their rhetorical commitments in recent years.

Not only has there been a decline in EU aid to basic education in recent years but there has also been a decline in secondary education too – from an alarmingly low level to start with. EU aid to secondary remains very low; in 2013 direct aid to secondary dipped down to around the same level as in 2005. The EU institutions must begin to look towards building up their aid contributions to secondary education, given the need for this to expand beyond 2015. Overall there appears to be little movement to suggest that the EU is anywhere near ready to respond to commitments to expand into secondary education.

Moving forward the EU needs to make more specific and concrete commitments to the promise of allocating 20% of total aid to health and education. Given the importance of EU aid to education in quantity terms, and the role of the EU in helping to shape future members' response to the post-2015 agenda, it is important that the EU sets clear, ambitious, long-term targets for financing education, and moves towards a more equitable split of financing across levels for the post-2015 education agenda. The EU must also limit the amount of ODA being spent on scholarships. Finally, the EU institutions must look to play a far more active role in helping shape education agendas –using its reach and scope to coordinate with other actors. EU aid has been highly valued for its alignment with national priorities, and for offering aid which is untied and grant-based. As such, there could be an important role for EU aid moving forward.

121. Armenia, Bosnia and Herzegovina, Albania, Tunisia , Kosovo, Georgia, Moldova, Albania, Macedonia, Serbia, Armenia, Belarus, Ukraine, Azerbaijan, Kyrgyzstan.
122. The European Union refers to 'Kosovo*', with an asterisked footnote containing the text agreed to by the Belgrade–Pristina negotiations: *"This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence."*

123. EuropeAid, *Investing in People: Mid-term review of the strategy paper for thematic programme 2007–2013* , EuropeAid, 2010.

Global Partnership for Education

Is the Global Partnership for Education filling the gaps?

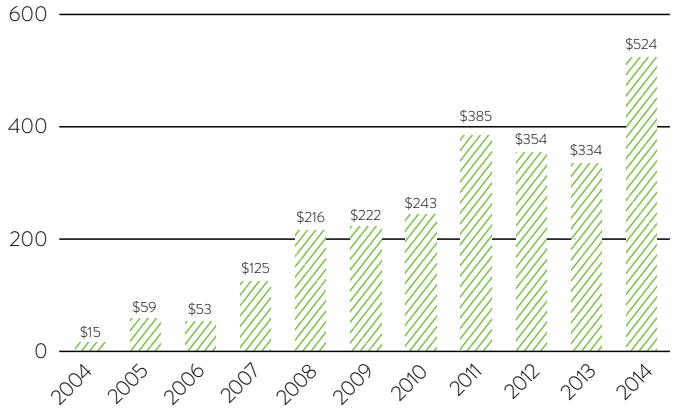
The Global Partnership for Education (GPE) – formerly the Education For All Fast Track Initiative, established in 2002 – was the first global partnership focusing on education in developing countries. Set up to fill a vacuum in international leadership on this issue, the GPE continues to play a unique and critical role in supporting country-level planning. Given it is also the only global, multilateral financing mechanism devoted to financing education systems, with a focus on supporting low-income countries to scale up quality basic education for all, it is an important partnership in light of the reductions in aid to basic education.

In volume terms, the GPE has become an increasingly important source of external financing for basic education in low- and lower-middle-income countries. Between 2004 and 2012, the GPE disbursed close to US$2 billion to low and lower middle income countries for basic education. It accounted for 12% of total external aid to education going to low income countries and 6% of that to fragile states over 2010–2012. It jumped from being the 22nd largest donor to basic education in 2004, to the 13th in 2007, to being the 5th largest donor in 2011; by 2012 it came fourth after the United Kingdom, United States and World Bank.[124] In February 2015, the GPE estimated it had disbursed US$1.597 billion 2011–2014 in support of education plans.[125] This means GPE has continued to be in the top 5 most important donors to education, in terms of total quantity of aid since 2011.[126]

According to the GPE's own calculations, this has helped to get around 22.5 million more children in school. Youth literacy rates have increased to 73% in GPE in 2007–12 compared to 71% in 2000–05 in GPE partner countries. 69% of girls in GPE partner countries now finish primary school compared to 56%. Finally, the GPE has contributed to improving quality by financing the training of around 300,000 teachers.[127]

However, in spite of this GPE has failed to mobilise the resources required to play its envisaged role fully. The 2011 replenishment campaign generated $1.5 billion for the years 2011–2014, compared with the US$2.5 billion requested; the 2014 replenishment campaign has so far generated US$2.1 billion – only 60% of the US$3.5 billion target set. This is well below similar global funds for health: in 2011, country programmable aid disbursed by global health funds was 10 times larger in the health sector in 2011.[128] Moreover, the number of donors which give significant contributions to the partnership remains low: of the of the $2.3 billion pledged to date in the 2015–18 replenishment round, somewhere in the region of 70–80% came from just seven donors.

FIGURE M4: Global Partnership for Education
Disbursements 2004–2014, US$ millions (current prices)



A country-led partnership

Of course, the GPE is more than simply a fund for increased aid resources. At the heart of the GPE is a belief in the value of bringing together developing country governments with donor country governments, civil society, the teaching profession and the private sector, to pool resources and knowledge in support of education, both globally and nationally. Through this approach, it gives coordinated, strategic support to nationally-led education plans that aim to provide every child with a quality basic education. In a world where aid to basic education in low-income countries is reducing, especially in a way which supports country systems, this role becomes ever more important. By supporting and working through local education groups, the GPE has helped to strengthen the framework for donor coordination at the country level.

The GPE has played an increasingly significant role in supporting developing country governments to increase their own ambitions around financing plans. In addition, in the context of reduced aid to basic education and to supporting country plans – in some countries disproportionately to others – there is clearly a very important role to play in continuing to mobilise funds in low-income countries for basic education, or those in the most need.

In fact, it appears that the strength of the partnership lies in its potential to target countries in need, especially in terms of improving coordination and playing a role in reducing the fragmented nature of aid. At present, this is not occurring enough. However, GPE needs more support to play a stronger leadership role in the future. For example, one study looking at 31 countries who have received a programme grant showed that 24% of aid disbursed to basic education came from GPE. For 10 of the 28 countries receiving GPE funds in 2011, these funds constituted no more than one-fifth of aid to basic education. However, the GPE seems to really play a vital role when it can give targeted support to countries, either by

124. Brookings Institution and UNESCO (2013) *Financing for Global Education: Opportunities for Multilateral Action*. A report prepared for the UN Special Envoy for Global Education for the High-level Roundtable on Learning for All: Coordinating the Financing and Delivery of Education. Washington, DC / Paris: Center for Universal Education at the Brookings Institution / Education for All Global Monitoring Report.
125. Global Partnership for Education, *Factsheet: Allocations and Disbursements*, Global Partnership for Education, February 2015.
126. These figures are based on figures submitted to the GCE from the GPE secretariat for use in this report.
127. www.globalpartnership.org/key-results
128. As GPE does not account in the same way as OECD-DAC donors, it is not directly comparable, according to one source, in 2011 they were the fourth and this total figure over the four years would imply they are around the fourth biggest donor over the 2011–2014 period. See Rose paper on multilaterals for 2011 figure.

adding significant funding to country plans or filling gaps left by other donors, sometimes when they are withdrawing support, or where there is a lack of donor support to the country. For instance, in 31 countries, the GPE provided at least half of the external finance for basic education, either because aid from other donors was negligible or because the GPE had channelled significant volumes to some countries. For instance, in the Central African Republic, who has struggled to attract a large base of donors supporting basic education, GPE gave 60% of the country's aid to basic education in 2011, helping to boost donor support to the sector, at the same time they have also helped to play a role in coordinating across partners as well as channelling additional aid. Where this hasn't worked as well, i.e. in Niger, the GPE is giving give less than 10% of external funding for basic education, the GPE seems to have not managed to channel money or play a pivotal role in coordination.[129]

A yet untapped model for future funding?

The overall decline in bilateral and multilateral funding for education alongside the uncoordinated withdrawal from a number of countries seem to suggest that the GPE has huge and, as yet, untapped, potential to help improve country-level coordination, and channel more funds to basic education. In recognition of the important role GPE has played in forging an international partnership, in its report to the UN Secretary General in May 2013, the United Nations High-Level Panel of Eminent Persons on the Post-2015 Development Agenda specifically singled out the GPE as an example of an effective multi-stakeholder financial partnership – pointing to this as an example of the kind of collaboration needed to deliver an ambitious post-2015 development vision. Furthermore, GPE's current and forthcoming strategic plans prioritise quality and the most marginalised children, including girls, children with disabilities and those living in conflict-affected countries, to achieve greater equity and quality in education – both of which remain major concerns.

In addition, and crucially, the GPE's model of support across education systems – in partnership with ministries, donor agencies and civil society among others – behind a shared set of goals and an agreed plan at country-level, offers an opportunity to continue to support both the improvement of quality and the progression along the pathway of lifelong learning, as countries move towards this in realising the SDG goals. However, doing so will involve increased commitments to support education, especially basic education, in low income countries and increased funding channelled through the GPE to do this. Given this, it may now be the time for strengthening and reinforcing the partnership to deliver on the core commitments made around education in the SDGs – helping to support countries most in need to expand into pre-primary, primary and lower secondary – and to reinforce and strengthen this existing partnership.

BOX 3: From FTI to GPE: an ongoing journey to improving the partnership

Twelve years ago donors came together to launch the Education For All Fast Track Initiative (EFA-FTI) with the aim of harmonising their efforts to support developing country governments with credible plans to deliver education for all. It was widely hoped that the FTI would be a catalyst for accelerated progress towards achieving the Education For All goals. The GPE has played, and continues to play, a vital role in achieving these ambitions, although work remains to ensure its effectiveness to meet its mission. In 2011, the FTI was renamed the Global Partnership for Education, and underwent significant reforms to improve efforts to make it a more effective international actor. Many of the reforms in governance, leadership and ensuring more genuine national ownership have been welcomed by civil society. As part of this ongoing process of reform, work is being done to further refine the GPE funding model to bring a clearer sense of the GPE's added value to education policy, funding and delivery at the national level.

A total of 60 pledges and US$1.5 billion were committed by partner countries and donor partners during the 2011 replenishment campaign. The GPE replenishment campaign in 2014 aimed to raise funds for 2015–18 – and was an important moment in the history of the GPE. With aid to basic education reducing, this could have been the moment when new pledges helped to compensate for the reductions in financing for basic education by many bilateral donors. It could have also signalled a change in the direction of travel in terms of raising funds for basic education. In total the pledges from donors fell well short of the target.

In total US$2.3 billion has so far been mobilised in support of the GPE fund for 2015–2018. The EU, UK, Norway, Denmark and Sweden all made significant pledges; Australia and the US also made pledges but less than was hoped; and Canada, while not making a financial commitment during the replenishment conference itself, eventually pledged to double its contribution to GPE. However, France, Germany, Japan, Spain and Italy were deeply disappointing.

Positively, domestic resource commitments surpassed all expectations (see Box 2). In 2014 over $26 billion in pledges came from developing country governments themselves, committing to increase their domestic resource mobilisation for education. This is ten times more than the $2.3 billion pledged by donors so far.

129. Brookings Institution and UNESCO (2013) *Financing for Global Education: Opportunities for Multilateral Action*. A report prepared for the UN Special Envoy for Global Education for the High-level Roundtable on Learning for All: Coordinating the Financing and Delivery of Education. Washington, DC / Paris: Center for Universal Education at the Brookings Institution / Education for All Global Monitoring Report.

BOX 4: A great step forward for transparency as the GPE plans to report to OECD

Currently, the GPE does not report its aid flows to the OECD-DAC, in the way that global health funds such as 'GAVI, the Vaccine Alliance' and the 'Global Fund to Fight AIDS, Tuberculosis and Malaria' do. This means that data cannot be compared with other bilateral and multilateral donors to basic education (something which hampered the analysis for this report).

Given the increasing importance of the GPE in supporting country-level plans it is critical this happens in future. Not only is it vital for keeping track of disbursement of funds at country level, and ensuring no double counting of aid, it is also critical to be able to understand the role of the GPE vis-à-vis other donors. Moreover, many bilateral agencies report their contributions into the fund by classifying this as 'bilateral unspecified': this means that for a certain number of countries, such as Denmark, their full contribution to supporting basic education is not being fully understood.

The GPE has announced its intention to release its data in an IATI[130]-compatible format by the end of 2013 and its intention to report into the OECD-DAC in the same way as other global funds. This is a welcome move towards ensuring a full understanding of aid commitments and the role of the GPE more fully in future.

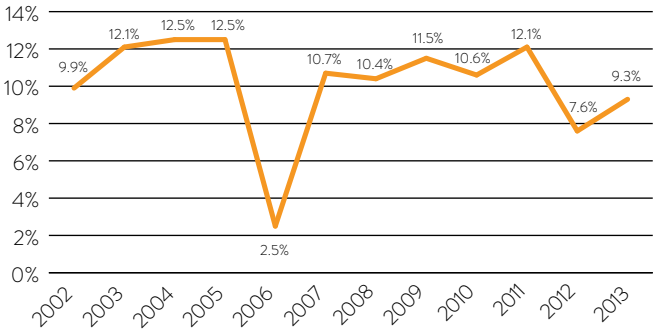
Source: Based on the analysis of the EFA Global Monitoring Report *https://efareport.wordpress.com/2014/07/04/a-great-step-forward-for-transparency-as-the-gpe-plans-to-report-to-oecd*

The World Bank

The fourth largest education donor in 2013, the International Development Association (IDA) of the World Bank is a significant actor in the education sector. Its standing has declined in recent years however, falling from being the second largest donor in education in 2005.

Education aid as a share of total ODA from IDA has dropped from a (relatively) healthy allocation of around 10–12% over the 2007–2011 period down to 7.6% in 2012 and 9.3% in 2013. Apart from a dip in 2006 (due not to a decrease in support to education but to the exceedingly high amounts of total ODA reported by the World Bank that year), 2012 and 2013 represent the lowest proportion of IDA support going to education over the whole of the MDG-EFA period – an unsettling development when opposite trends should instead be seen, as the World Bank should be accelerating support to achieve the education MDGs and EFA goals before 2015. Over the 2002–2013 period (the MDG-EFA period under examination) IDA disbursements to education as a percentage of overall aid averaged around 10%. When compared to other donors in this report, this shows a relatively higher level of support to education – with this level being the sixth highest proportion of aid to education over the 2002–2013 period.

FIGURE M5: World Bank **Aid to education as % of ODA 2002–2013**



IDA has also been one of the most significant donors to basic education over the MDG-EFA period. At the start of the period, its support represented more than one quarter of total basic education aid to all developing countries. However, with increased volumes from certain bilateral donors, IDA's share of aid to basic education, as part of all basic education aid provided by donors, has fallen.

Nevertheless, IDA has been the most significant, or one of the three most significant, donors to basic education for much of the MDG-EFA period. For instance, from 2002–2005 IDA was the largest donor to basic education. In 2006, it dropped to being the second largest and has not regained its title of largest basic education donor since, though it has consistently stayed in top 3–5 donors.

However, there has been a notable decline in overall spending on basic education in recent years. As Figure M7 shows, IDA disbursements to basic education dropped down to their lowest levels in 2012, plummeting to almost half of the average of what it had been in years prior. With these levels, the fruits of the World Bank's 2010 pledge to increase support to basic education by US$750 million or 40% by 2015 are yet to be seen.

Moreover, the level of aid to basic education as a ratio of total aid has also declined – quite dramatically over recent years. While basic

130. International Aid Transparency Initiative.

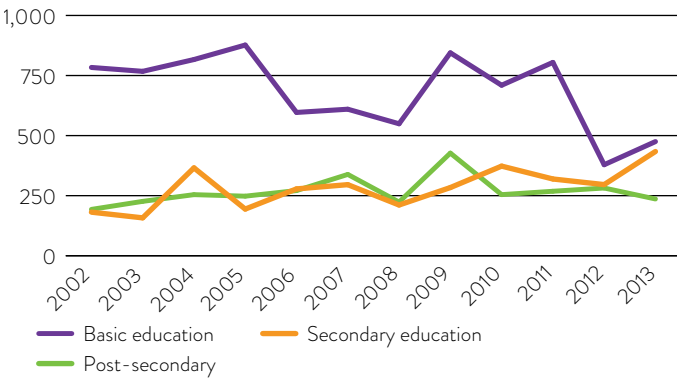
education's share of all IDA disbursements averaged nearly 8% in the first years of the MDGs and EFA goals (2002–2005), it was half that – only 3.9% – in 2013. IDA support has gone from representing close to a quarter of all aid to basic education at the beginning of the MDG-EFA period to only 13% in 2013.

FIGURE M6: World Bank **Total aid to basic education as % of ODA 2002–2013**

Interestingly, while IDA financing has shifted away from basic education, the amount disbursed to least developed countries has remained relatively stable – and with this the ratio of the amount committed to LDCs has skyrocketed from around 25% in 2010 to over 60% in 2013. This suggests that, in spite of an overall reduction in support to basic education, a focus on LDCs has been retained. IDA has also given a large boost to the levels of aid to basic education in fragile states, which has nearly doubled since 2010.

Meanwhile, overall aid to post-primary education is on the increase from the IDA, with a clear shift towards supporting secondary education. The World Bank Education Strategy 2020 highlights the need to support post-primary education to produce skilled populations to become involved in the 'knowledge economy'. In 2013, the total aid to secondary education came very close to that of basic education, due to both reductions in support to basic education and increases in spending on secondary education.

FIGURE M7: World Bank **Education aid by level 2002–2013, US$ millions (US$, constant 2013)**



Conclusions and looking to post-2015

In spite of recent reductions in education aid, and to basic education in particular, the World Bank must continue to focus on education moving forward. In client surveys by the World Bank, demand for education financing, even in the form of loans, was found to be very strong, with 41% of respondents in World Bank client countries identifying this as the most important sector for support. Basic education was also the sector with the highest demand for support and attention from the World Bank (again by 41% of respondents in all client countries). However, support is currently in decline, especially to basic education.

Moreover, the decline – particularly in basic education aid – from major donors like IDA is having a detrimental impact on levels of finance available in a number of countries and overall. The World Bank has pointed to the role of GPE in filling these gaps in basic education, but GPE was not designed to act as a sole donor to national education systems. The World Bank must ensure that it is not contributing to decreases in the finance available for basic education and must ensure coordinated financing of education sector plans with GPE.

The World Bank has a role which goes way beyond that of simply a contributor of aid. In addition to being a major donor with an influential role in its own education programming and support, the World Bank is the Supervising Entity for the majority of GPE grants (around 65%) and a member of the EFA Steering Committee, thus it has an even stronger influence over global education priorities and policies.

As the World Bank plays such an influential role in supporting countries and shaping global policy, it will be even more important to monitor, as the world moves towards implementing the post-2015 development agenda. Low levels of aid to secondary education, as pointed out in the global summary of this report, are a major area of concern. Thus, it is welcome to see IDA scaling up aid to secondary education – one of the few donors to be doing so. Nevertheless this should not be done to the detriment of financing for primary education, where the development agenda is far from complete. Demand for financing for basic education is high, as evident in client surveys and developing country requests of funds from GPE; as such, IDA support to basic education should be restored to and exceed previous levels, and should be coordinated closely with GPE to ensure the greatest impact on the sector.

ANNEX 1: NOTES ON DEFINITION AND DATA SOURCES

The MDG-EFA period

In this report the term 'MDG-EFA period' is used as shorthand for discussing the aid record of a country over the MDG and the EFA commitment timeframe, that is, 2000–2015. This refers, at its broadest level, to:

- the six goals which constituted the comprehensive 'Education for All' (EFA) agenda, covering all stages from early childhood to adult literacy and learning, and including both quality and gender equity, agreed at the World Education Forum in 2000 to be achieved by 2015;
- the Millennium Development Goals (MDGs) agreed at the UN in 2000 to be achieved by 2015, and specifically to MDG 2: 'achieve universal primary education' and MDG 3: 'eliminate gender disparity in primary and secondary education'.

The Education For All goals were agreed by 164 countries, and the EFA Framework for Action included a donor commitment that ***"no country seriously committed to basic education will be thwarted in the achievement of this goal by lack of resources."*** The MDGs were agreed by 189 countries and the world's leading development institutions, and also contained a global commitment (or 'global compact') to channel aid behind the target of ensuring all children completed a primary education by 2015.

Considering the goals and targets, this report aims to take stock of the progress made around donor commitments investing in them – especially around the shared MDG and EFA goal of supporting basic education.

However, as comparable data using the data/methodology in this report (see below) for all countries is only available for 2002–2013, the actual timeframe referred to as the 'MDG-EFA period' is actually only from these years. However, we believe this gives a robust enough period to draw the conclusion for each country on their efforts to support the advancement of the MDG education and EFA agendas.

In a few rare cases data is not available for this timeframe. Specifically, for South Korea, this is only available from 2006–2013, and for Denmark from 2003–2013.

Data sources

Background to data sources

The aid data analysis in this report is focused on concessional financing, or official development assistance (ODA) for education, as defined by the OECD-DAC.

The data is derived from the OECD International Development Statistics (IDS) databases, which records information provided annually by all member countries of the OECD Development Assistance Committee (DAC). The IDS comprises the DAC database, which provides aggregate data, and the Creditor Reporting System (CRS), which provides project- and activity-level data.

DAC ODA statistics are updated in December/January each year for the preceding full calendar year (i.e. December 2014/January 2015 for the full year 2013). This means that the latest detailed figures available via the DAC are for 2013, which have been used in this report. As DAC figures are often out of date due to this time-lag in publishing, we have tried to supplement them with national figures, which are more up-to-date, where these are available/applicable.

In April, total ODA figures are updated for the previous year (i.e. in April 2015 figures on total aid are available for 2014), which means there is a more up-to-date set of comparable figures across total aid as a % of GNI in this report. Accurate disbursement data is only available from 2002, hence the data for this report only runs from 2002 to 2013.

The OECD statistics are:

- available in either aid disbursements (annual expenditures) or commitments (total multi-year value of a project in the year that the commitment is made)
- in current or constant (accounting for inflation and exchange rate changes) US dollars
- based on a calendar year.

All the data used in this report are in constant 2013 US dollars, and are for disbursements, unless otherwise stated.

DAC statistics require donor self-reporting and, in the past, have been more complete for commitments than disbursements, so in some rare cases both have been used. Previously, due to this, the Global Campaign for Education has used commitment data in other reports. However, in this report, all data is in disbursements unless otherwise stated (see commitment and disbursement definitions below).

All calculations are the authors' own. All data was accessed May – July 2015.

Defining different levels of education

The OECD presents DAC-ODA data on education in four categories: 'basic education', 'secondary education', 'post-secondary education' and 'education level unspecified'. As defined by the DAC:

- basic education covers primary education, basic life skills for youth and adults, and early childhood education;
- secondary education covers both general secondary education and vocational training;
- post-secondary education includes advanced technical and managerial training, as well as higher education;

- Education, level unspecified, which refers to any activity that cannot be attributed solely to the development of a particular level of education, such as education research and teacher training. General education programme support is often reported within this subcategory, as is support given to the Global Partnership for Education from bilateral donor budgets.

When these categories have been used in the report this is referred to as 'direct' aid to education, denoting this is direct sector allocable aid. Unless referred to as 'direct aid', the data uses the below classifications to calculate 'total aid to education'.

Calculations used in this report

This report calculates ODA to different levels of education by using the methodology which the EFA Global Monitoring Report uses – defined as **'total aid to education'** in this report. To calculate different levels/categories of education this uses a combination of:

- direct allocable aid using the DAC categories above
- a proportion of level unspecified
- a percentage of general budget support.

Specifically the different levels/categories of 'total' aid to education' are calculated as follows:

1. Total aid to education: direct aid to education plus 20% of general budget support (aid provided to governments without being earmarked for specific projects or sectors) to represent the estimated 15% to 25% of budget support that typically benefits the education sector.
2. Total aid to basic education: direct aid to basic education from DAC categories, plus 10% of general budget support, plus 50% of education 'level unspecified'.
3. Total aid to secondary education: Direct secondary aid to education from DAC categories, plus 5% general budget support, and 25% education level unspecified.
4. Total aid to post-secondary education: direct aid to post-Secondary aid to education, plus 5% general budget support, and 25% education level unspecified.

Multilateral ODA reported in this paper refers to aid attributed to multilateral agencies by OECD-DAC.

Commitment and disbursement figures

A commitment is a firm obligation by a donor, expressed in writing and backed by the necessary funds, to provide specified assistance to a country or multilateral organisation.

Disbursements record the actual international transfer of financial resources or of goods or services. As the aid committed in a given year can be disbursed later, sometimes over several years, the annual aid figures based on commitments cannot be directly compared to disbursements.

National profiles information

From time to time the country profiles have used data in national currency or from a source other than DAC. Where this is the case, it is indicated in the data section, or is clearly footnoted.

ANNEX 2: GLOBAL RANKING TABLES

For the methodology used please see Annex 1.

All data is taken from CRS. All calculations: Global Campaign for Education.

AID TO EDUCATION AS A % OF OVERALL ODA													
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Average 'EFA-MDG' spend
France	21.4%	17.5%	22.5%	14.0%	16.9%	25.9%	23.3%	21.8%	20.1%	17.2%	16.4%	18.2%	19.60%
Germany	5.3%	19.1%	20.8%	13.6%	15.7%	15.2%	15.1%	20.8%	18.0%	17.9%	16.9%	15.2%	16.13%
Republic of Korea					14.3%	20.7%	11.5%	12.3%	16.1%	17.7%	17.1%	15.7%	15.68%
Ireland	18.6%	17.2%	14.2%	12.9%	10.8%	12.2%	13.2%	13.6%	12.0%	11.8%	9.0%	9.7%	12.93%
Canada	21.9%	19.6%	11.5%	7.7%	9.4%	11.9%	9.3%	11.5%	12.2%	8.8%	7.9%	7.8%	11.63%
World Bank	9.9%	12.1%	12.5%	12.5%	2.5%	10.7%	10.4%	11.5%	10.6%	12.1%	7.6%	9.3%	10.13%
UK	6.3%	10.2%	10.6%	5.5%	7.7%	12.0%	7.5%	12.0%	10.5%	12.9%	12.0%	13.5%	10.06%
Australia	12.6%	9.2%	9.5%	5.9%	8.7%	8.9%	10.8%	12.1%	8.6%	10.5%	12.1%	9.8%	9.90%
Spain	11.5%	9.4%	8.0%	11.0%	9.8%	10.0%	9.5%	8.1%	8.4%	10.6%	9.9%	6.8%	9.42%
Norway	9.4%	8.1%	11.8%	10.2%	9.9%	10.3%	10.0%	9.7%	9.0%	8.5%	8.3%	7.0%	9.33%
All DAC donors	7.2%	9.3%	9.1%	6.9%	8.3%	10.2%	8.9%	10.1%	9.4%	8.8%	9.2%	8.5%	8.83%
All donors	8.0%	9.6%	9.4%	7.5%	6.2%	9.9%	8.8%	9.7%	9.1%	8.7%	8.4%	8.1%	8.62%
EU	9.3%	8.0%	8.5%	7.9%	8.2%	8.0%	7.0%	8.5%	9.8%	6.2%	6.1%	6.0%	7.79%
Denmark		8.0%	5.9%	6.0%	5.9%	6.4%	5.4%	5.1%	7.4%	9.4%	9.8%	6.4%	6.88%
Japan	2.5%	8.4%	5.8%	5.7%	6.4%	7.2%	6.3%	8.2%	7.2%	6.1%	6.3%	6.2%	6.35%
Netherlands	7.6%	6.9%	8.2%	8.7%	12.8%	16.4%	12.4%	11.8%	11.3%	9.4%	6.9%	6.0%	9.86%
Italy	2.5%	3.2%	10.9%	3.0%	3.0%	3.3%	4.8%	11.3%	7.3%	4.2%	8.1%	5.6%	5.60%
USA	1.4%	3.0%	2.3%	2.2%	2.3%	3.3%	3.2%	3.4%	3.2%	2.6%	3.7%	3.3%	2.83%

AID TO BASIC EDUCATION AS A % OF OVERALL ODA													
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Average 'EFA-MDG' spend
Ireland	10.7%	9.7%	9.0%	8.0%	7.2%	7.4%	7.5%	8.4%	6.8%	7.5%	4.8%	4.6%	7.6%
UK	4.2%	7.2%	8.4%	4.3%	6.2%	9.0%	4.8%	7.7%	6.0%	8.1%	7.3%	6.8%	6.7%
Canada	8.3%	8.8%	5.5%	5.4%	6.6%	8.3%	6.4%	6.0%	6.0%	5.2%	4.7%	4.1%	6.3%
Netherlands	5.6%	3.8%	4.8%	5.1%	10.0%	12.6%	8.4%	6.9%	6.4%	4.7%	3.0%	2.4%	6.1%
Norway	5.1%	5.0%	7.4%	6.6%	6.1%	6.7%	6.7%	6.4%	5.9%	6.1%	6.0%	5.2%	6.1%
World Bank	6.7%	8.1%	7.1%	8.3%	1.3%	5.2%	5.8%	6.3%	5.6%	7.0%	3.0%	3.9%	5.6%
Australia	3.7%	3.3%	3.9%	3.3%	4.2%	3.6%	6.0%	4.7%	4.1%	5.6%	6.9%	5.5%	4.6%
Spain	3.9%	3.0%	2.7%	4.2%	3.6%	5.2%	4.9%	4.5%	4.7%	3.9%	3.9%	3.0%	4.0%
Denmark		4.4%	3.7%	3.8%	3.5%	3.9%	3.2%	2.6%	3.9%	5.2%	4.6%	2.9%	3.8%
All donors	3.5%	3.6%	3.8%	3.1%	2.5%	4.1%	3.8%	4.2%	3.9%	3.8%	3.4%	3.0%	3.6%
EU	4.2%	4.0%	4.5%	4.1%	3.8%	3.3%	3.3%	3.4%	4.5%	2.6%	2.3%	2.3%	3.5%
All DAC donors	2.6%	2.9%	3.1%	2.2%	3.0%	3.9%	3.5%	4.0%	3.6%	3.4%	3.6%	3.2%	3.3%
Republic of Korea					2.6%	4.3%	2.0%	2.9%	2.4%	3.1%	3.4%	3.3%	3.0%
France	2.9%	2.1%	2.5%	0.8%	1.4%	3.6%	4.3%	4.2%	4.1%	3.1%	2.8%	2.7%	2.9%
Germany	1.9%	2.0%	2.3%	1.1%	1.5%	1.4%	2.2%	3.5%	3.4%	3.6%	3.0%	2.4%	2.4%
Italy	1.1%	1.0%	4.8%	1.3%	1.2%	1.1%	1.6%	5.3%	2.5%	1.7%	3.4%	2.3%	2.3%
USA	0.8%	2.0%	1.8%	1.6%	1.6%	2.4%	2.3%	2.6%	2.4%	2.0%	3.0%	2.6%	2.1%
Japan	1.3%	1.9%	1.8%	1.3%	1.6%	2.0%	1.6%	2.4%	2.2%	1.6%	2.0%	2.6%	1.9%

TOTAL AID TO SECONDARY EDUCATION AS % OF OVERALL ODA (UNESCO CALCULATION)													
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Average 'EFA-MDG' spend
Republic of Korea					4.2%	6.9%	6.2%	4.6%	7.8%	7.0%	6.8%	5.7%	6.2%
Ireland	3.5%	3.4%	2.0%	2.4%	2.0%	2.2%	3.2%	2.9%	2.6%	2.2%	2.0%	2.4%	2.6%
Spain	3.4%	2.6%	2.2%	2.8%	2.7%	2.1%	1.9%	1.9%	1.9%	2.9%	3.2%	2.0%	2.5%
World Bank	1.5%	1.7%	3.2%	1.8%	0.6%	2.5%	2.2%	2.1%	2.9%	2.8%	2.4%	3.5%	2.4%
France	1.9%	1.3%	1.5%	0.3%	1.0%	3.9%	4.4%	4.3%	3.5%	1.9%	2.1%	2.3%	2.4%
Australia	2.3%	2.1%	1.9%	1.3%	1.3%	1.9%	2.1%	5.6%	2.4%	2.0%	2.4%	1.8%	2.3%
Germany	0.9%	1.7%	2.0%	1.4%	2.6%	2.3%	1.7%	2.2%	1.7%	1.8%	1.7%	1.6%	1.8%
Canada	2.1%	2.4%	1.3%	1.2%	1.3%	1.7%	1.4%	2.3%	2.1%	1.5%	1.8%	2.2%	1.8%
EU	2.5%	1.8%	1.7%	1.5%	2.1%	1.9%	1.5%	2.1%	1.9%	1.5%	1.4%	1.2%	1.7%
UK	1.2%	1.6%	1.1%	0.6%	0.7%	1.1%	1.1%	1.9%	2.0%	2.3%	2.1%	3.8%	1.6%
Denmark		1.7%		1.1%	1.3%	1.3%	1.3%	1.6%	1.6%	1.6%	2.0%	1.2%	1.5%
Italy	0.6%	0.7%	2.9%	0.6%	0.7%	0.9%	1.3%	2.3%	2.6%	1.0%	2.1%	1.6%	1.4%
All donors	1.3%	1.2%	1.4%	0.9%	0.9%	1.6%	1.4%	1.7%	1.6%	1.4%	1.5%	1.7%	1.4%
All DAC donors	1.0%	1.1%	1.0%	0.8%	1.0%	1.4%	1.4%	1.7%	1.4%	1.3%	1.4%	1.5%	1.3%
Japan	0.4%	1.1%	1.2%	0.7%	0.8%	1.1%	1.0%	1.4%	1.0%	1.1%	1.3%	1.3%	1.0%
Norway	1.2%	0.8%	1.4%	1.2%	1.4%	1.0%	0.9%	1.0%	0.9%	0.8%	0.7%	0.6%	1.0%
Netherlands	0.5%	0.4%	0.5%	0.9%	0.5%	0.9%	1.0%	1.2%	1.1%	1.0%	0.9%	0.7%	0.8%
USA		0.4%	0.1%	0.3%	0.3%	0.4%	0.4%	0.3%	0.1%	0.2%	0.2%	0.2%	0.3%

TOTAL AID TO POST-SECONDARY EDUCATION AS % OF OVERALL ODA (UNESCO CALCULATION)													
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Average 'EFA-MDG' spend
France	16.6%	14.1%	18.4%	12.9%	14.5%	18.4%	14.6%	13.3%	12.5%	12.2%	11.5%	13.3%	14.4%
Germany	2.5%	15.4%	16.5%	11.1%	11.6%	11.4%	11.2%	15.1%	12.9%	12.6%	12.2%	11.2%	12.0%
Republic of Korea					7.6%	9.6%	3.3%	4.8%	5.9%	7.6%	6.9%	6.7%	6.6%
All DAC donors	3.6%	5.3%	4.9%	3.8%	4.3%	4.8%	4.1%	4.4%	4.4%	4.2%	4.2%	3.8%	4.3%
Canada	11.7%	8.6%	5.1%	1.6%	2.1%	2.1%	1.8%	2.7%	4.0%	2.1%	1.5%	1.5%	3.7%
All donors	3.2%	4.7%	4.3%	3.5%	2.8%	4.2%	3.6%	3.8%	3.6%	3.4%	3.5%	3.2%	3.7%
Japan	0.7%	5.5%	2.8%	3.6%	4.0%	4.2%	3.7%	4.4%	4.0%	3.4%	2.9%	2.4%	3.5%
Australia	6.6%	3.8%	3.7%	1.2%	3.2%	3.4%	2.7%	1.8%	2.1%	2.9%	2.8%	2.5%	3.1%
Spain	4.3%	3.8%	3.2%	4.0%	3.4%	2.7%	2.7%	1.7%	1.8%	3.8%	2.8%	1.8%	3.0%
Netherlands	1.5%	2.7%	3.0%	2.7%	2.4%	2.9%	3.0%	3.7%	3.8%	3.7%	3.1%	2.8%	2.9%
Ireland	4.4%	4.1%	3.2%	2.6%	1.6%	2.6%	2.5%	2.4%	2.6%	2.2%	2.2%	2.7%	2.8%
EU	2.6%	2.2%	2.3%	2.3%	2.3%	2.8%	2.2%	3.0%	3.3%	2.1%	2.4%	2.5%	2.5%
Norway	3.0%	2.3%	3.1%	2.3%	2.4%	2.5%	2.4%	2.3%	2.1%	1.6%	1.6%	1.3%	2.2%
World Bank	1.6%	2.4%	2.2%	2.4%	0.6%	2.9%	2.4%	3.2%	2.0%	2.3%	2.2%	1.9%	2.2%
Italy	0.7%	1.5%	3.3%	1.1%	1.1%	1.3%	1.9%	3.7%	2.2%	1.5%	2.6%	1.7%	1.9%
UK	1.0%	1.4%	1.1%	0.6%	0.8%	1.9%	1.6%	2.5%	2.5%	2.5%	2.6%	2.9%	1.8%
Denmark		1.9%	1.2%	1.2%	1.1%	1.1%	1.0%	0.9%	1.9%	2.6%	3.2%	2.3%	1.7%
USA	0.4%	0.7%	0.4%	0.3%	0.4%	0.5%	0.5%	0.5%	0.7%	0.4%	0.5%	0.5%	0.5%

About the Global Campaign for Education

The Global Campaign for Education is a civil society coalition that calls on governments to deliver the right of everyone to a free, quality, public education. Operating in over 90 countries and dozens more across our regional and international networks, GCE members include grassroots organisations, teachers' unions, child rights groups and international NGOs.

GCE members & coalitions (by region/classification)

Italics denote coalitions supported by GCE through the Civil Society Education Fund, but which are not yet GCE Members.

Africa

Angola: Rede de Educação Para Todos (EPT); **Bénin:** Coalition Béninoise des Organisations pour l'EPT (CBO-EPT); **Burkina Faso:** Coalition Nationale EPT du Burkina Faso (CNEPT); **Burundi:** Coalition pour l'Education Pour Tous (BAFASHEBIGE); **Cameroon:** Cameroun Education For All Network (CEFAN); **Cape Verde:** *Rede Nacional da Campanha de Educação Para Todos (RNCEPT) Cap Vert;* **Côte D'Ivoire:** Réseau Ivoirien pour Education Pour Tous (RIP-EPT); Democratic Republic of **Congo:** Coordination Nationale Pour l'Education Pour Tous (CONEPT); **Djibouti:** *FADE;* **Ethiopia:** Basic Education Association in Ethiopia; **Gambia:** EFA Campaign Network (EFANET); **Ghana:** Ghana National Education Campaign Coalition (GNECC); **Guinea-Bissau:** Réseau de la Campagne de l'Education Pour Tous Guiné-Bissau (RECEPT/GB); **Kenya:** Elimu Yetu Coalition; **Lesotho:** Campaign for Education Forum (CEF); **Madagascar:** *Coalition Nationale Malgache Pour l'Education Pour Tous;* **Malawi:** Civil Society Education Coalition (CSEC); **Mali:** Coalition des Organisations de la Société Civile pour l'Education Pour Tous (COSC-EPT); **Mauritania:** Coalition des Organisations Mauritaniennes pour l'Education (COMEDUC); **Mauritius:** DCI; **Morocco:** Moroccan Coalition of Education for All; **Mozambique:** Movimento de Educação para Todos (MEPT); **Niger:** Coordination Nationale des Associations, Syndicats et ONGS pour la Campagne EPT (ASO-EPT); **Nigeria:** Civil Society Action Coalition for Education For All (CSACEFA); **Rwanda:** *Rwanda Education For All Coalition (REFAC);* **Senegal:** Coordination des ONG et Syndicats pour la Défense d'une Education Publique de Qualité (COSYDEP); **Sierra Leone:** Education For All Sierra Leone (EFASL); **Somalia:** Education For All Somalia (EFASOM); **Somaliland:** Somaliland Network for EFA (SOLNEFA); **Sudan:** Sudanese Coalition For Education For All (SCEFA); **Swaziland:** Swaziland Network Campaign for Education For All (SWANCEFA); **Tanzania:** Tanzania Education Network/Mtandao wa Elimu Tanzania (TEN/MET); **Togo:** Coalition Nationale Togolaise pour l'EPT; **Uganda:** Forum for Education NGOs in Uganda (FENU); **Zambia:** Zambia National Education Coalition (ZANEC); **Zimbabwe:** Education Coalition of Zimbabwe (ECOZI)

Asia

Afghanistan: Movement for Support of Quality Education in Afghanistan (MSQEA); **Australia:** Australia Coalition for Education and Development (ACED); **Bangladesh:** Campaign for Popular Education (CAMPE); **Cambodia:** NGO Education Partnership (NEP); **India:** National Coalition for Education NCE; **Indonesia:** NEW Indonesia; **Japan:** Japan NGO Network for Education (JNNE); **Mongolia:** All For Education! National Civil Society Coalition of Mongolia (AFE Mongolia); **Myanmar:** *National Network for Education Reform;* **Nepal:** NCE Nepal; **Pakistan:** Pakistan Coalition for Education (PCE); **Papua New Guinea:** PNG Education Advocacy Network (PEAN); **Philippines:** Civil Society Network for Education Reforms (E-Net Philippines); **Solomon Islands:** Coalition For Education Solomon Islands (COESI); **Sri Lanka:** Coalition for Educational Development (CED); **Timor Leste:** Timor Leste Coalition for Education (TLCE); **Vanuatu:** *Vanuatu Education Policy Advocacy Coalition (VEPAC);* **Vietnam:** Vietnam Coalition on Education for All (VCEFA)

Latin America

Argentina: Campaña Argentina por el Derecho a la Educación (CADE); **Bolivia:** Campaña Boliviana por el Derecho a la Educación (CBDE); **Brazil:** Campanha Nacional pelo Direito à Educação; **Chile:** Foro por el Derecho a la Educación; **Colombia:** Coalición Colombiana por el Derecho a la Educación; **Costa Rica:** Agenda Ciudadana por la Educación; **Dominican Republic:** *Foro Socioeducativo Républica Dominicana;* **Ecuador:** Contrato Social Por la Educación Ecuador; **Guatemala:** Colectivo de Educación para Todas y Todos; **Haiti:** Regroupement Education pour Toutes/Tous (REPT); **Honduras:** *Foro Dakar Honduras;* **Mexico:** Incidencia Civil en la Educación (ICE); **Nicaragua:** Foro de Educación y Desarrollo Humano De La Iniciativa Por Nicaragua; **Paraguay:** Foro por la Derecho a la Educación; **Peru:** Campaña Peruana por el Derecho a la Educación (CPDE)

Middle East

Egypt: Egyptians Without Borders For Development; **Iraq:** Iraqi Alliance for Education (IAE); **Jordan:** Jordanian National Coalition for EFA; **Lebanon:** Arab Network for Popular Education (ANPE); **Palestine:** Palestinian Education Coalition; **Yemen:** Yemeni Coalition for Education for All

Europe/North America

Albania: Albanian Coalition for Child Education (ACCE); **Armenia:** Armenian Constitutional Right-Protective Centre; **Denmark:** The Danish NGO Education Network; **France:** Solidarité Laïque; **Georgia:** Georgian Coalition For Education For All; **Germany:** Globale Bildungskampagne (GCE Germany); **Ireland:** GCE Ireland; **Italy:** Coalizione Italiana delle Campagna Globale per l'Educazione (CGE); **Moldova:** *Work Group of Education For All;* **Norway:** GCE Network Norway; **Portugal:** Campanha Global pela Educação; **Romania:** Coalitia Globala pentru Educatie – GCE Romania; **Spain:** Campaña Mundial por la Educación en España; **Sweden:** Swedish EFA Forum; **Switzerland:** Reseau Suisse des Partenaires pour l' Education; **The Netherlands:** GCE Netherlands; **UK:** GCE UK; **USA:** GCE US

Regional

Africa Network Campaign for Education for All (ANCEFA); Arab Campaign for Education for All (ACEA); Arab Network for Civic Education (ANHRE); Asia South Pacific Association for Basic and Adult Education (ASPBAE); Campaña Latinoamericana por el Derecho a la Educación (CLADE); Consejo de Educación de Adultos de América Latina (CEAAL); Fédération Africaine des Associations Nationales de Parents d'Elèves et Etudiants (FAPE); Forum for African Women Educationalists (FAWE); Fe y Alegria; Fundacion Ayuda en Accion; Red de Educación Popular Entre Mujeres de América Latina y el Caribe (REPEM)

International

ActionAid International; CBM; Education International; Global March Against Child Labour; IBIS; International Council for Education of People with Visual Impairment (ICEVI); International Day of the African Child and Youth (IDAY); Light for the World; Oxfam International; Plan International; RESULTS; Save the Children; SightSavers International; VSO International

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