



EDUCATION AID WATCH 2013

GLOBAL CAMPAIGN FOR
EDUCATION

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GCE is a civil society coalition which calls on governments to deliver the right of everyone to a free, quality, public education. Operating in 97 countries with members including grassroots organisations, teachers' unions, child rights groups and international NGOs, its mission is to make sure that States act now to deliver the right of everyone to a free, quality public education.

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Executive Summary

Everyone in the world has the right to a quality education. In 2000, the governments of the world committed to make this right a reality. If they succeed, it will transform the lives of individuals, support low-income countries to escape from poverty, empower women and girls and reduce disease. There is overwhelming public support for making education a public priority – both domestically and in foreign aid budgets. Yet, despite all this, progress towards the goal of achieving Education for All is actually slowing – and, meanwhile, donor governments are slashing their aid budgets for basic education. This is partly a result of falling aid levels overall, but the cuts in aid to basic education are particularly severe, and are falling especially on low-income countries. While some few donor countries are maintaining or even increasing education aid levels, others are reducing dramatically. This is a betrayal both of people's aspirations and of the commitment made in 2000 by 184 governments that "no country shall be thwarted from meeting the [EFA] goals due to lack of resources". Reversing this fall is affordable; it would be the best long-term investment in the future of individuals and of nations, and would make an overwhelming difference in the lives of hundreds of millions of girls, boys, women and men currently missing out on their right to education.

Education is well established as a fundamental human right, and it is one, moreover, that offers access to other rights

and transforms lives – altering fundamentally the potential future for individuals, families, communities and nations. Securing quality Education for All, as the world committed to do in 2000, would have overwhelmingly positive impacts: empowering women, reducing disease, dramatically reducing poverty, lessening inequality and driving sustainable economic growth. The "My World 2015" global survey being conducted by the United Nations, online and offline, shows that "a good education" is the top global priority for individuals and their families around the world. Public opinion polls in donor countries repeatedly show that supporting education is one of the most – often the most – popular priority for the use of foreign aid.

In recognition of this, the world set a goal in 2000, as part of both the Millennium Development Goals and the Education for All goals, that all children will complete a quality primary education by 2015. With only two years to go, this target should be nearly complete. Certainly, remarkable progress has been made. The number of children of primary and lower secondary school age who are out of school has fallen by 75 million since 2000¹. But there are still 126.7 million children missing out on either primary or lower secondary school², and progress in further reducing these numbers has reached a virtual standstill. Many of those left out are the most marginalised, and hardest to reach. Moreover,



there are serious concerns about the quality of education – whether children are even learning to read and write, let alone developing more complex analytical, creative and problem-solving skills. One major reason for this is that even when children are enrolled in school, governments often are not investing in sufficient, well-trained teachers. All this means that while there has been considerable progress, much of the hardest work remains to be done.

Developing countries have put enormous emphasis and resources into meeting their part of the bargain and are increasing domestic resources for basic education. But – at this critical moment, when progress has been seen but further progress is difficult – donors are withdrawing their support. This is leading to a widening of the financing gap in meeting the needs for basic education in the developing world. In recent years the gap in financing for pre-primary and primary education and basic adult literacy has actually grown by US \$10 billion, to a total US \$26 billion, largely due to a lack of donor support. If we include lower secondary education, the total gap is US \$38 billion.

The Global Campaign for Education's analysis of global trends, and the detailed analysis of 11 donor countries spending patterns contained in this report, show that large reductions are taking place in aid to education. This mirrors overall aid trends in the fall-out of the global financial crisis.

But the report also shows that support to basic education is falling deeper and faster than other areas of education aid, which demonstrates a trend among donors to shift their spending away from basic education. Funding to basic education is falling in low-income countries in particular, with many donors completely shutting down operations in some of the world's poorest countries. Unless these trends are halted, aid to education will fall even further.

The world needs an urgent action plan to secure a renewed focus on filling the US \$38 billion financing gap for basic and lower secondary education. Donor country governments must now step up their efforts, and strengthen their partnerships with governments in aid-recipient countries, making a renewed push to secure the financing needed to help every child realise their right to a quality education. They need to increase overall aid levels, and massively re-prioritise resources within education. Far too small a share of overall donor financing is currently going to basic education. As promised in Dakar, lack of financing must not be the obstacle that keeps 126.7 million children out of school and denies teachers and quality education to millions more. On the contrary, even a small shift in donor priorities – to align with public priorities – can have a massive impact on progress towards making the right to education a reality for all, securing opportunities for millions of people to build a better future.

Section one: Overview

1. Introduction

Education is a fundamental human right. It is also a vital foundation for development, with the potential to unlock progress across many other areas, acting as an enabler of other rights and development goals. The “My World 2015” global survey being conducted by the United Nations, online and offline, shows that “a good education” is the top global priority for individuals and their families, and that this is true for both women and men, in low-, middle- and high-income countries, and for every age group except those 55 and over³. In recognition of this importance of education, the world set a target to ensure that, by 2015, children everywhere - boys and girls alike - will be able to complete a full course of primary schooling.

With the world heading for the finish line in their commitment to ensure all children are receiving a quality education by 2015, how are we doing? Remarkable progress has been made on many fronts. The number of children out of primary school has halved since 1990, and those not attending primary or lower secondary school has fallen by 75 million – nearly 40% – since 2000⁴. Gender gaps have narrowed and more children are completing a basic education. Some of the world’s poorest countries have demonstrated that scaling up basic education and achieving universal primary education is attainable. Twenty-one million more children were enrolled in primary school across sub-Saharan Africa in 2010 compared with 2005⁵. That is remarkable progress in such a short space of time.

of just 3% – 1.9 million children – in the number of children missing out on primary school, and only 0.3% – not even 250,000 children – at lower secondary level⁶. At this rate of progress there would still be more than 50 million children out of primary school at the 2015 deadline, or 119 million including lower secondary level. That is 119 million children who would remain without the education to which they have a right, and thus without the knowledge, skills and competencies they need to realise their potential.

Moreover, an estimated 120 million are completing up to 4 years of schooling without having learned to read or write, let alone developed the more complex analytical, critical, creative and problem-solving skills that are core to a quality education. There is a gap of 1.7 million teachers to achieve universal primary education by 2015 – without even taking into account the fact that millions of those teachers who are in post still need professional training.

We urgently need a renewed effort in support of education. But just as the world is reaching the 2015 finishing line, when there is a clear need to focus on the quality of education and on the most marginalised children, rather than a last dash to meet the goals, donors have been withdrawing their support. Total aid to education – which has anyway never been at a level commensurate with the scale and importance of the education gap – is falling, with financing to basic education in the world’s poorest countries, where it is most needed, declining the hardest and the fastest.

Box 1: Why invest in education?

There is overwhelming evidence that education has a transformative impact on individuals, communities and nations. The potential development benefits of education range from expanding employment and livelihoods, improving health outcomes, reducing inequality, and building stronger and more stable democracies.

Here are just a few concrete examples of the development potential that can be unlocked through education:

- **Rights:** Education is recognised as a human right, which states have a duty to provide.
- **HIV and AIDS:** Seven million cases of HIV& AIDS could be prevented in the next decade if every child received an education.
- **Livelihoods:** One extra year of schooling increases an individual's earnings by up to 10%. One additional school year can increase a woman's earnings by 10% to 20%.
- **Poverty reduction:** If all students in low-income countries left school with basic reading skills 171 million people could be lifted out of poverty.
- **Child survival:** each additional year in the average length of women's schooling decreases child mortality by 10%. An estimated 4.2 million children's lives were saved in 2009 because of improvements in women's education since 1970.
- **Maternal survival:** Women with no education are more than two and a half times as likely to die in childbirth as women with 12 years of education.
- **Agricultural output:** if all women attended primary school, agricultural yields in sub-Saharan Africa could increase by 25%.
- **Democracy:** in sub-Saharan Africa, citizens who have completed secondary education are three times more likely to support democracy than those with no education.
- **Peace:** increasing secondary school enrolment by 10% reduces the risk of war by 3%.

Sources: Global Campaign for Education estimates as part of the Fund the Future Initiative. Available here:

<http://www.campaignforeducation.org/en/campaigns/education-financing>

Global Partnership for Education, the case for investment.

Statistics are also available here: <http://www.globalpartnership.org/who-we-are/the-value-of-education/>

But with only 2 years to go before the goal of ensuring universal education by 2015 is due, there are still 127 million children of primary school or lower secondary school age who do not attend school. After making considerable strides forward in reducing the number of out-of-school children, progress has now ground to a virtual standstill. Most of the progress in reducing out-of-school numbers actually took place in the first decade of the 21st century. In recent years the brakes have come on, halting progress on the numbers of children out of school, mainly as a result of falling aid. The data shows that from 2010 to 2011 there was a tiny reduction

Decreases in aid are leaving large holes in the budgets of developing countries desperately trying to meet their commitments to provide a quality Education for All. There has been tremendous financial commitment from African governments over the past ten years in supporting universal primary education, with real expenditure on education rising by 6% annually across sub-Saharan Africa. Only one country – the Central African Republic – has reduced its spending on education over this time⁷. Significant new financing is being raised domestically – more than ever. Thanks to economic growth in recent

years in some low-income countries, an additional annual US \$3 billion has been raised domestically for basic education⁸. But there are still large gaps in financing for education, which needs to be supported through increased financing by donor governments.

The Education For All Global Monitoring Report (GMR) recently calculated that the current annual financing gap for achieving pre-primary and primary education and basic adult literacy stands at US \$26 billion⁹. This gap has actually grown by US \$10 billion over the past three years, and the GMR demonstrates that this increase is primarily because aid donors have not kept their promises¹⁰. Moreover, the gap including lower secondary education is \$38 billion¹¹.

Aid is absolutely central to supporting most low-income countries to educate their children. In sub-Saharan Africa, for example, sustained aid levels have played – and must continue to play – an enormously important role in supporting governments to scale up their provision of quality Education for All. In nine sub-Saharan African countries, aid has accounted for a quarter of the education budget over the last decade or so, contributing significantly to their progress. Mozambique, for instance, saw spectacular increases in access to schooling, with numbers out of school declining from 1.6 million to less than 0.5 million between 1999 and 2010. During much of this period, 42% of the education budget was funded externally¹².

This report analyses donor progress on aid to education, with a particular focus on basic education, and on the efforts of 11 donor countries, in each of which a Global Campaign for Education (GCE) coalition is actively campaigning for change in their governments' aid policies and programmes. These 11 donors – Australia, Canada, Denmark, France, Germany, Ireland, Japan, the Netherlands, Spain, the UK and the USA – make up around 80% of all annual bilateral overseas development aid expenditure, and around 80% of all aid to education¹³. They also include the significant donors to the Global Partnership to Education and to the World Bank. Given their collective significance to education, their decisions and spending have a significant impact on global trends. These overall global trends, and the lessons to be drawn in them, are explored in the next chapter. This is followed by a country-by-country 'profile' section including much more in-depth analysis of each individual donor programme.

2. Aid trends among donors

Aid is in decline

After reaching a global peak in 2010, overall aid levels have begun to reduce in the wake of the global financial crisis. Over 2011 and 2012, aid fell for two consecutive years – the first time since 1997 – with the latest aid figures showing a 4% reduction in 2012, following on from a 2% reduction in 2011¹⁴.

Of the donor countries profiled here, only Denmark and the UK have kept their commitments to increase their aid budgets in the face of the global economic crisis. The US and Australia have more or less maintained aid levels.

Economic stagnation and recession, coupled with austerity measures in many European countries have left domestic anxieties obliterating global commitments, and aid budgets have been massively reduced or frozen. The biggest cuts from donors in this report have been made by Spain, whose aid budget has been drastically reduced in the face of their economic problems. The latest OECD figures show Spain has cut its overall aid budget by more than 40% between 2010 and 2012¹⁵.

Reductions in total aid levels are leading to declining ratios of aid to national income; in aggregate, the percentage of national income spent on aid by the 23 members of the OECD Development Assistance Committee (DAC) has fallen from 0.31% in 2011 to

0.29% in 2012. Rich countries are thus now moving backwards on their long-standing, and long-overdue, commitments to raise spending and spend 0.7% of their gross national income (GNI) on international development assistance¹⁶. European countries – who specifically committed in 2005 to concrete targets for reaching 0.7% of GNI in aid by 2015 – are among the countries moving backwards the quickest.

Of the 11 donor countries profiled in this report only three – UK, Denmark and the Netherlands – have met the international commitment of allocating 0.7% of GNI to development assistance. The UK met their target this year, with the government confirming in March 2013 plans to achieve the target of spending 0.7%. They are the first G8 country to meet this historic global target, and they have remained steadfast in spite of a troubled financial climate in the UK.

The Netherlands, who for 30 years have consistently met the 0.7% target, are now starting to make reductions in aid which will bring them below the 0.7% threshold, to 0.55% in 2017.

Box 2: Financing for education trends within the European Union

The European Union – including the European Commission and individual Member States – collectively provides over 50% of global aid. The European Commission on its own is the second largest Overseas Development Assistance (ODA) donor, with an annual budget for development cooperation of €9.5 billion in 2010, dropping to €9 billion in 2011. The European Parliament has called on the European Commission to dedicate at least 20% of the development budget to health and basic education but the most recent figures from the OECD-DAC show that they are only reaching 10%, with the bulk of EC funding to education going through general budget support. In 2010, the EU collectively committed €3.8 billion to the education sector, of which €495 million came from the EC, with around €170 million specifically to basic education.

An evaluation of EC aid to basic education in sub-Saharan Africa and South Asia in 2010 concluded that while the EC was contributing substantially to the education sector, it had only met 45% of its targets. And while they had made progress on objectives targeting access to education and gender parity in primary education, almost no progress had been made in quality education. The evaluation's finding was that generally the indicators used by the European Commission have an appropriate focus on the MDGs, although insufficient attention is paid to indicators for education quality.

The current EU budget runs out in 2013 and negotiations about the next seven year Multi-annual Financial Framework (MFF) are now taking place. Member States have proposed the first ever real terms cut in the EU budget: development cooperation (which falls under 'Heading 4: Global Europe') will be affected by this cut, essentially keeping the budget at 2013 levels throughout the lifetime of the MFF. Programming for the next EU budget is being carried out concurrently with the budget negotiation process, and will determine the allocation of the budget to education.

Outside this process, the EU has taken a lead on establishing alternative sources for development financing, in particular the Financial Transaction Tax (FTT). Eleven countries have now been given approval by the European Commission to move forward with implementing an FTT in the Eurozone. The EU commissioner for Development has proposed setting aside revenue from the proposed FTT to fight poverty, as an investment against global instability. France is the frontrunner on this, having already set aside existing national FTT revenue for spending on development. There is considerable potential to use revenue from the FTT to shore up development financing by individual member states. It is estimated that less than half of 1% on financial sector transactions can generate hundreds of billions each year in the

cont...

US alone—economists estimate as much as \$350 billion. Countries implementing an FTT must commit substantial parts of the revenue to development, and increase the share of education in their development budgets.

Sources: EU Donor Atlas 2012: <http://development.donoratlas.eu/Global-Trends.aspx>

OECD DAC statistics: <http://www.oecd.org/dac/stats/EU.gif>

EU Court of Auditors report: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=SRCA:2010:12:FIN:EN:PDF>

Aid to education: heading in the wrong direction

The 2012 Education for All Global Monitoring Report noted that trends in education aid generally follow the same patterns as overall aid flows. So when aid budgets go down, education budgets also go down. In 2010, as aid started to stagnate, so too did aid to education; since 2010, as aid budgets have fallen, education budgets have also fallen¹⁷. Aid to basic education fell by 7% between 2010 and 2011 alone¹⁸.

GCE's analysis of the 11 countries profiled here reinforces this analysis, insofar as recent large reductions in aid to education are taking place in countries that are making reductions to their overall aid spend. But, even more worryingly, it shows that support to basic education is falling even faster than aid overall, which points to another trend highlighted in this report: aid to basic education is falling not only because of overall aid declines, but also because a number of significant donors are shifting away from basic education as a priority.

Support to basic education is low and plummeting

Less than half of the US \$13.5 billion aid spent on education is currently going to basic education and only a fraction of that is supporting basic education in the low-income countries most in need¹⁹. Between 2010 and 2011, overall aid to basic education fell from US \$6.2 to US \$5.3 billion. Funding to education decreased in 19 low-income countries, and many donors are completely shutting down operations in some of the world's poorest countries²⁰.

GCE's analysis of the 11 bilateral donors profiled in this report shows that there have been reductions in aid to basic education by all but four of the 11 since 2008 – UK, Australia, Germany and Denmark. The most worrying aspect is that future trends identified in the report show that aid to basic education could decline even further in the next few years.

A number of donors have made drastic cuts in the last few years to aid for basic education. Possibly the most prominent has been the Netherlands, which has made deep cuts in support to basic education. In just one year – between 2010 and 2011 – there was a 40% reduction in aid to basic education, after a radical re-shaping of Dutch development policy²¹.

Other donor records also raise red flags for declining donor support for reaching the goal of universal primary education. Spain has seen massive reductions in their budget to education. Even before their total aid budget was cut, Spanish support to education was falling, as funds for supporting basic services dropped by 15% of total aid between 2007 and 2010. The GMR has predicted that Spain will drop from its previous position within the ranks of the top ten biggest donors to basic education, to 16th place between 2010 and 2013. Aid to basic education is forecast to shrink almost three-fold between 2008 and 2013. This will result in the loss of access to education for some 97,000 children²².

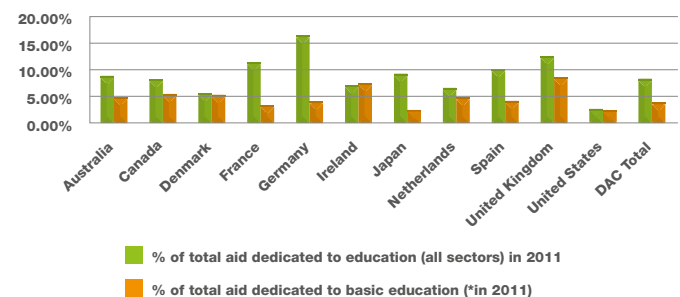
Aid to basic education was also cut in the United States from

2009 and 2011, decreasing from a very low level of 2.42% of aid allocated to basic education in 2009, to just 1.67% in 2011. This cut is partly due to a lack of support within the current administration for allocating aid to education compared to other sectors. Reductions in 2011 in United States aid to basic education moved it from the largest bilateral donor to basic education to second place in 2011²³.

Japan's spending on basic education is declining, from 1% of all aid in 2008 to 0.65% in 2011 – which was already starting from a *very* low baseline²⁴.

These falls are happening in a context in which basic education is already under-funded, and is therefore aggravating a situation in which far too little of overall donor education financing is going to basic education. GCE calls on donors and developing countries to ensure that they spend 10% of their total budgets on basic education (see Box 7). It means that not only are most donors far away from the 10% target, but that most are actually moving away from it. The best performers are the UK, Ireland, Australia and Denmark, who should be commended for their progress – albeit against a very poor overall backdrop.

Graph 1: Percentages of aid towards education across different donors (2011)



* This is using the GMR definition of aid to basic education: it includes all spending coded in the DAC database as going to early childhood education, primary education and basic life skills for youth and adults, as well as half of all education coded as level unspecified (which includes facilities, teacher training, etc.) and 10% of general budget support. This may vary from the method of calculation used in donor profiles, as each country has done detailed national research (see data notes for an explanation)

Bright spots in the gloomy overall picture

Despite the troubling picture overall, it is not all bad news, and some of the world's most important donors are continuing to support to basic education.

Australia has become something of a star performer in recent years. The government has made bold and substantial pledges to increase support to education in the coming years, including committing to spending 25% of all their aid on education by 2016. They have also committed to increase their support within this for basic education in low-income countries. According to GCE's analysis of spending levels from 2008 to 2011, Australian aid to basic education in low-income countries doubled from US \$15 million to nearly US \$30 million between 2008 and 2010.

The UK government has continued to increase their contributions towards education. Total aid to education - across all levels of education - has risen steadily from around 9% in 2008 to 12% in 2011. Meanwhile, the UK continues to give a solid proportion of their aid to basic education, with this accounting for 8% of all UK aid in 2011. This is significantly above other donors' contributions towards

basic education. Recent cuts in education spending by other large donor countries, coupled with the UK's on-going commitment, means the UK is now the world's largest bilateral aid donor to basic education²⁵.

Meanwhile, Denmark is giving significant increased support to basic education, with this rising from US \$48 million to US \$69 million from 2008 to 2011²⁶.

The problem is that these donors cannot alone achieve the levels needed to support basic education, and their good progress is being let down by far too many other donors.

Africa and low income countries are missing out the most

There are particular concerns about the declining aid levels to basic education in sub-Saharan Africa. Given that more than half of all primary school aged children out of school are on the African continent, and in one-third of African countries half of all children do not complete a primary education²⁷, donor spending patterns are not commensurate with need²⁸. Moreover, a disproportionate amount of aid is currently going to middle-income countries, at the expense of low-income countries. Far too many donors are making aid decisions influenced by economic, political or historical interests, rather than basing on them on an assessment of where assistance could have the greatest impact.

For instance, Canada's cuts to aid have led to severe reductions or a closing of programmes in 13 countries – 10 of which are countries in the bottom quarter of the UNDP's Human Development Index (HDI) ranking for 2011²⁹. Canadian aid to basic education in Africa took a particularly large hit between 2010 and 2011, with a 38% decrease in spending, and a massive 61% cut in commitments.

From 2007 to 2010, the amount of Spanish aid to basic education in low income countries fell by around 70%, while aid to basic education in Africa plummeted even further, by around 80%.

French county-by-country expenditure is particularly skewed by historical ties and geopolitical concerns, often neglecting countries with the greatest need. The top four recipients of aid from France are all emerging economies, with China – itself a newly emerging donor to education – ranking as the second highest recipient of French aid to education. French aid in support of basic education in Africa is shockingly low. In 2011, basic education in Africa received only 7% of the total education budget, and support for basic education in sub-Saharan Africa is even lower, at only 4%.

Ireland bucks many trends by maintaining spending on basic education in Africa, even while cutting budgets. Following the global financial crisis, Ireland sank into deep recession, and has been slashing government budgets in a severe round of austerity measures. The aid budget has been one of the many casualties of this process, leading to large cuts in aid spending, including to education. But Ireland has maintained a focus on supporting children in the poorest countries to get a good quality basic education, with almost all of basic education spending directed at Africa and 70% of all aid going to the continent.

Where is the money going?

So, if the bulk of education aid isn't being spent on providing a basic education for children in the poorest countries, what is it being spent on? Some is being spent on secondary education – which is an important part of the Education for All agenda. As more pupils go through the full primary school cycle, demand for secondary school is increasing, and some donors are responding to this with greater investments in secondary education. But the amount of aid going to secondary education across the 11 countries in this report is still very low, at around 0.5% of total aid.

Instead, far too much is being spent on 'post-secondary education': all but two donors in this report have a higher spend on post-secondary than secondary education. Post-secondary education accounts for nearly half of all Japan's aid to education, and 73% of the total French budget to education³². This could play an important role in supporting capacity development, for example if it were spent on high quality teacher training in low-income countries – but it rarely reaches developing countries. A huge proportion of this is spent on supporting foreign students coming to study within donor countries. This spending is classified into two categories: scholarships, and imputed student costs (costs incurred by the donor country in hosting the person). Around three-quarters of all aid to post-secondary education in 2010 – equivalent to about US \$3.1 billion – fell into one of these categories³³.

According to existing OECD rules on aid spending, donors can include in their figures public resources they spend on students from developing countries studying in their own country. However, categorising this as aid is highly dubious, and not all donors do so. Firstly, students benefiting from this expenditure are highly unlikely to be the poorest people from developing countries, for whom access to a full cycle of primary and secondary schooling is often out of reach. There is also no guarantee that the students who are supported will return to their countries and contribute to the country's development process. This is at least partly supported by figures from the French Ministry of the Interior, which showed that a third of international students who study in France remain there to work³⁴. It is therefore primarily a subsidy to the education sector of the donor country, not a transfer of resources to a developing country, and should not technically qualify as 'aid'.

Yet spending on this massively inflates some donors' aid figures, misrepresenting their activities. With these costs removed, many donors seem far less generous in their support to education than it first appears. In fact, close to one quarter of donors' direct aid to education – US \$2.4 billion – never even leaves donor countries, but remains as student costs and scholarships³⁵. France, Germany and Japan are notable culprits in this regard, with staggering proportions of their aid, far more than the average, made up by these costs. In 2010, almost 40% of Japan's direct aid to education went to scholarships for students studying in Japan³⁶. In France, spending on scholarships amounts to nearly five times the amount spent on basic education, or more than half of education aid. In 2012, 62% of Germany's education aid was spent on scholarships, up from 54% in 2010, signalling that this is a worsening trend³⁷.

Box 3: French aid to education is unduly skewed towards French territories

In 2010, the tiny Comoros island of Mayotte was receiving 52% of all French aid allocated to education in sub-Saharan Africa, due to its status as a French overseas territory. Until 2011 France counted their education support to the island within their reporting to the OECD. But in 2011 this was no longer classified as an official development assistance-eligible country by the OECD. The impact of this on their already dismal aid giving to education in Africa is yet to be fully seen.

But the practice continues in other French territories. The Pacific islands of Wallis and Futuna come 7th on the list of recipients of French education aid. France's USD\$67 million in direct aid for education to the islands – which averages US \$1,854 per pupil per year³⁰ – is not huge in comparison to domestic education spending in rich countries, although it far exceeds the median spending of \$57 per pupil per year at primary level in low-income countries. But including this in aid budgets represents a massive distortion. The islands are receiving more than the total amount of French aid currently going to support basic education in the whole of sub-Saharan Africa³¹.

The money from imputed student costs and scholarships could instead be spent – far more equitably and with much more widespread impact – to support children in the world’s poorest countries to get quality early childhood or primary education. Calculations by the GMR show that the money spent on one German scholarship alone could pay for over 100 students to go to school in Nepal. For the amount it costs for one Nepalese student to study on scholarship in Japan, as many as 229 young people could have access to secondary education in Nepal³⁸.

3. Looking towards the 2015 horizon

Looking towards the 2015 horizon, we are off-track for meeting the goal to ensure all children are receiving a primary education and even more drastically off-track with other EFA goals, for example on adult literacy and quality education. Worryingly, the country analyses in this report suggest trends that have the potential to drag the world even further off-track by 2015.

Some of this results from shifts in donor priorities. Many countries are increasingly focusing on climate and food security issues, while health has almost doubled its share of total aid to its current level around 17% over the last 10 years³⁹. These sectors are undeniably crucial areas for investment, but donors must not mistakenly believe that the hard work on education is done, and that it therefore needs comparatively less investment. The reality is the opposite. Yet, of the donor countries covered in this report, GCE is aware of even more planned cuts by four: Canada, Germany, the Netherlands and Spain.

Recent analysis by the Canadian GCE points to even bigger cuts in support to basic education in the next few years. Their analysis of future commitments to basic education suggests aid to basic education will be ‘greatly diminished in the latter part of the decade’ unless substantial investments expiring between 2012 and 2015 are renewed⁴⁰. Meanwhile, according to Canada’s 2013 plans, low-income countries will take the biggest overall cut both in terms of actual cuts and as a percentage of their budget⁴¹.

The analysis by GCE Germany (Globale Bildungskampagne) of support to basic education shows large fluctuations in its spending commitments between 2010 and 2012; GCE Germany’s analysis suggests a worrying drop in commitment to basic education⁴².

Box 4: The Global Partnership for Education

The Global Partnership for Education (GPE) - formerly the Education for All Fast Track Initiative (EFA-FTI) – is a partnership of southern governments, bilateral and multilateral donor agencies, teachers, civil society and the private sector, aiming to realise Education for All through coordinated support. Established in 2002, the GPE’s unique strength is its focus on national education sector plans, and coordinating support around them. Partner countries that wish to receive GPE funding must submit national education plans, and mobilise domestic resources to fund them. Drawing on its pool of funds contributed by a number of bilateral donors, the GPE will then provide financing on the basis of these sector plans, rather than for specific projects.

Plans are approved by a local coordination group of the government and donors, which should include civil society engagement. The GPE approach can therefore, in theory, reinforce democratic ownership and strengthen citizen engagement with education systems – although in practice, in many countries there is a long way to go to ensure full and meaningful civil society participation in these processes. GPE’s national processes must fully reflect the principles articulated by the GPE Board and Secretariat, and it needs stronger engagement in oversight of these processes from diverse members of the partnership.

In November 2011, the first pledging conference for the GPE was held in Copenhagen. The Pledging Conference featured a

total of 60 pledges (not all of them financial) by donor and developing country governments, multilateral, civil society and private sector organisations to advance progress towards Education for All between 2011 and 2014 in low-income countries. Donors gave a total of \$1.5 billion in pledges, and \$2 billion was pledged in domestic funding from developing countries. The Global Campaign for Education estimated at the time that this funding, if spent well, would allow approximately 3.3 million more children per year from 2012 to 2015 to enter education.

Despite almost universal support for the GPE, few of the donors profiled here have made the kind of financial investments that they can and should provide (the UK and Australia are notable exceptions). The GPE secretariat is currently estimating a \$400 million gap between the funding requests from countries in the current replenishment cycle - ending in 2014 - and the contributions expected to be received over the same period. Looking to the future of the GPE, the upcoming replenishment round - currently scheduled for June 2014 - is going to be a vital element in the fight to compensate for the reductions in financing for basic education by many bilateral donors.

Recent reductions in aid to education by the Netherlands present a marked contrast to the period from 2002 to 2010, when basic education was a top priority, and the government passed a motion to increase aid expenditure for basic education to 15% of overall Dutch aid. A radical re-shaping of development priorities since then, to focus on supporting economic development and fair trade, has seen the percentage of aid going to basic education fall from 9% in 2007 to 2.9% in 2011⁴³. And it is going to get worse: the Netherlands aid to education will suffer another 75% reduction from 2010 to 2014 and – despite public concern, highlighted by GCE Netherlands and partners – the government intends to phase out bilateral support to basic education by 2017⁴⁴.

Reductions in aid to education in Spain can at least be partly seen as a result of their shift away from supporting basic social services – which saw a 15% reduction in total after 2007.

Given overall aid trends in a number of other countries there are also likely to be further cuts in education aid, notably in France, Ireland and Japan. US aid looks likely to stay stagnant into 2014, after a slight rise in 2013. Given the size of the US contribution – as a result of their economic size – this is significant and has the potential to mitigate against other reductions. However, with education currently a low development priority for the Obama administration, there is no guarantee of increased funding going forward after 2014.

Australia is the only donor country in this report that has recently upped its stakes through large new commitments from 2013 through 2015, though recent announcements give cause for concern.

One major area of concern for the Global Campaign for Education, which we believe needs to be heavily monitored, is the trend of uncoordinated reductions in support to specific countries – and in some cases outright donor withdrawal. A number of countries are seeing donors pull out, and these appear to have some degree of overlap. The Netherlands has phased out, or is phasing out, bilateral education support in 11 countries. Canada is cutting aid to eight bilateral programs. Spain is also cutting programmes in a number of countries. It is important that declining support is coordinated – and that countries don’t just find the rug collectively pulled from under them.

How support is delivered is also a concern. Some donors, both those reducing and those maintaining support, are showing changes in overall development strategies, shifting focus away from supporting governments’ own efforts in delivering public education systems, towards greater emphasis on the private sector as a deliverer of their development priorities. Countries such as Canada, Germany

and the UK are increasingly looking towards greater cooperation with the private sector for the delivery of their aid programmes. This is going hand-in-hand with reductions in support directly to developing country governments, for example through budget support. The risk is that this will undermine public education systems, and thus the equity and universality of education provision.

Other donor countries are increasingly prioritising what they are calling “value for money”, sometimes measured through results-based frameworks. This is the case in Australia, UK and US who have introduced measurable targets. In some respects, these changes are being introduced as a result of huge pressure to prove results in their own countries where aid budgets are under attack. But they also hold the potential to impose a new type of aid conditionality, or can undermine elements of aid effectiveness such as countries being able to determine their own priorities, donor coordination, and a focus on long-term goals.

General budget support – one of the hallmarks of aid effectiveness – is also in dramatic decline. Countries profiled in this report all state their commitment to the principles of aid effectiveness as adopted at Paris, Accra and Busan, including country ownership, donor alignment and harmonisation, results and mutual accountability. But the trend for all donor countries apart from France is towards declining budget support. Declining budget support is a particular concern among donors who have historically given more, such as the UK and Germany. Only France has increased its budget support, from 3% of aid in 2009 to 7% in 2011.

The Global Partnership for Education (GPE) remains an important but radically under-funded tool for improving coordination and harmonisation in funding to basic education in low-income countries (see Box 4 for more information). The GPE could play a positive role in turning back the tide on some of the negative trends in supporting basic education in low-income countries. This will be largely dependent on how successful the GPE 2014 replenishment campaign is. But with a pre-existing financing gap of US \$400 million, even in the current financing round, and with demand from developing countries far outstripping supply by donors, donors must significantly shift their efforts to ensure that the 2014 replenishment round does not end up drastically under-funded.

Box 5: The emergence of non-DAC donors in Education Financing

With the scaling back of aid to education overall, the education sector is urgently seeking new sources of funds to help plug the current and future financing gaps for education.

‘Non-DAC donors’, including growing middle-income economies, are potentially an expanding source of finance for education. These are official government donors that have aid programmes but are not currently one of the 26 members of the OECD’s Development Assistance Committee (DAC). While some call these donors “new” or “emerging”, many have a history in development aid, although some are now expanding these programmes thanks to recent economic growth.

Non-DAC donors contributed at least US \$11 billion in development funds in 2010, representing 8% of global aid⁴⁵. China is the largest non-DAC donor, accounting for US \$2 billion alone⁴⁶. China and India both make comparatively large contributions to development assistance, but it can be difficult to differentiate between economic investment and aid⁴⁷. Critics accuse these countries of charging interest at or above market rates. Moreover, investments tend to be geopolitical in nature and do not necessarily support agreed global goals – such as the EFA goals – to reach the most vulnerable or marginalised.

The Forum on China-Africa Cooperation (FOCAC), held in 2006 and 2009, has clarified China’s goals, specifically within the education sector in Africa⁴⁸. Chinese interventions in education

are described as “demand driven”, and “win-win” collaborations⁴⁹, ⁵⁰. The four areas that the FOCAC highlights include: providing scholarships; building rural schools; training of educational officials; and establishment of Confucius Institutes to teach the Chinese language⁵¹. It is not clear if China will continue to set its own agenda in support for development, engaging directly with its partners, or align itself to the international education agenda⁵².

Other significant donors include Korea and the Gulf states. According to OCED statistics, Kuwait contributed more than \$150 million in education aid from 2010 to 2012, and the UAE contributed nearly \$130 million to education. The Russian Education Aid for Development, a trust fund established in collaboration with the World Bank, allocated over \$96 million toward education over the same time period. South Africa, Mexico, Turkey and Indonesia have also been mentioned as regional leaders in investing in education^{53,54}.

While these amounts are still small compared to the biggest bilateral donors, they are not insignificant – and they are growing. If these donors are to make a significant contribution to closing global financing gaps for EFA, they must increase their contributions, and be increasingly present in global EFA debates.

4. Conclusion and recommendations: Towards an action plan for filling the basic education financing gap

The world needs an urgent action plan for a renewed focus on filling the US \$26 billion financing gap for basic education – and the additional US \$12 billion needed to close the gap on lower secondary. While the gap seems huge, there is considerable consensus about the steps that should be taken to fill it, including improved domestic financing, increases in new and innovative financing sources, and – crucially – donors doing better at meeting their aid commitments and prioritising basic education.

Box 6: Domestic financing for education

While this report focuses on aid, GCE’s broader agenda includes ensuring more sustainable long-term finance for education through increased domestic revenue in developing countries, and ensuring this is spent more equitably on providing basic education for the poorest children. Action must also be taken internationally and nationally to prevent the massive haemorrhaging of finances from developing countries into tax havens, as well as towards building more progressive taxation systems in these countries, so that they are generating more domestic revenues to be spent on basic social services. GCE will also campaign for the FTT and other innovative financing sources to support development and education specifically. But these will not unlock enough finances in the near-term future to meet the urgent and immediate financing needs for basic education, and aid must continue to be one priority area for filling the finance gaps.

See forthcoming (2013) GCE briefing on domestic financing of education.

In 2000, donors promised that “no country shall be thwarted from meeting the [EFA] goals due to lack of resources.” As total aid budgets have been reduced in the aftermath of the global financial crisis, some donors have chosen to make deep cuts to aid that supports the poorest children of the world to go to school and get a quality education. If promises are to be met, and to enable Education for All to become a reality, this trend must be reversed. Donor governments must now step up their efforts, working in partnership with governments in aid recipient countries, and make sure finance is not the obstacle standing in the way of enabling millions more children and adults to receive the quality basic education to which they have a right.

Table 1: Global comparison table on aid to education

	Trends over 2008-2011 in aid to basic education	Likely future spend on basic education	% Aid GNI 2011	% Aid GNI 2012	% Of total aid dedicated to education (all sectors) in 2011	% Of total aid dedicated to basic education* in 2011
Australia	Increased	Increasing	0.34	0.36	8.80%	4.73%
Canada	Decreased	Reducing	0.32	0.32	8%	4.77%
Denmark	Increased	Increasing	0.85	0.84	5.48%	3.49%
France	Decreased	Not known	0.46	0.45	11.48%	2.03%
Germany	Increased	Reducing	0.39	0.38	17%	2.32%
Ireland	Maintained	Not known	0.51	0.48	7.20%	4.70%
Japan	Decreased	Not known	0.18	0.17	9.33%	2.00%
Netherlands	Decreased	Reducing	0.75	0.71	6.50%	4.67%
Spain	Decreased	Reducing	0.29	0.15	10.40%	2.21%
United Kingdom	Increased	Increasing	0.56	0.56	12.80%	8.05%
United States	Decreased	Not known	0.19	0.2	2.20%	1.80%
All DAC donors			0.31	0.29	8.40%	3.41%

Source: OECD-DAC Creditor Reporting System

*This is using the GMR definition of aid to basic education: it includes all spending coded in the DAC database as going to early childhood education, primary education and basic life skills for youth and adults, as well as half of all education coded as level unspecified (which includes facilities, teacher training, etc.) and 10% of general budget support. This may vary from the method of calculation used in donor profiles, as each country has done detailed national research (see data notes for an explanation)

GCE is calling for priority action by donors in the following areas:

AID TARGET 1: Meet the long-standing commitment to allocate 0.7% of GNI to aid.

This is a commitment that donors made decades ago – which many have been slow in meeting – and current tough economic climates cannot be an excuse for donors to turn their backs on this promise. Increasing overall aid envelopes will make more available for education. Donor countries that have not already established timed plans to reach this target should do so, including realistic but ambitious time lines.

AID TARGET 2: Introduce a target of 10% of aid going to basic education, including this in post-2015 goals and re-allocating current aid budgets to meet it.

There must be a massive re-prioritisation of education aid towards basic education. Low-income governments dedicate an average of 10% of their budgets to basic education; donors only allocate on average 3.41% of their aid to basic education (including a share of budget support)⁵⁵. It is time for donors to start matching developing-country levels of commitments. Both developed and developing

countries should work towards allocating 10% of their budgets to basic education. This should also guide future funding priorities and inform the post-2015 development goals and targets. Enshrining a concrete target can give the world a measurable yardstick with which to hold donors accountable – moving us past the less tangible goal of ensuring “no country shall be thwarted from meeting the [EFA] goals due to lack of resources.”

AID TARGET 3: Stop counting student costs inside donor countries as education aid.

Too many countries are spending money on areas which have little to do with meeting either the EFA or MDG targets, such as imputed student fees. For a couple of countries, this is the majority of what they count as aid to education. If some of the huge sums of money being spent on supporting students to study in donor countries were redirected back to developing countries, it could help address huge gaps.

AID TARGET 4: Re-align aid to low-income countries or countries with the most need.

Resources are simply not being prioritised according to the greatest need, but are increasingly aligned to geopolitical and economic

BOX 7: Why should donors allocate 10% of aid to basic education?

GCE has endorsed an internationally-recommended benchmark for domestic spending on education of 20% of total government budgets to be spent on education. It is widely agreed that at least 50% of education budgets should be allocated to basic education, which 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 analysis of the latest figures for 23 low-income countries in 2012 showed that they were allocating an average of 9.5% of their budgets to basic education, even without including adult education costs, or – for nearly half – early childhood education. The actual figure is therefore likely to be around 10%.

In this context, GCE believes that a similar standard should be set for international donors to show equal commitment and match the investment that partner countries are making – with a target of 10% of their ODA budgets being committed to basic education. In calculating 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 budget support.

ambitions in far too many of the donors analysed in this report- often resulting in aid spending focused on middle income countries. This trend is worsening. While this is not new behaviour, when times are tough and budgets are tight, it becomes even more important to not allow national geopolitical priorities to overshadow genuine development priorities. Donors need to start focusing more on low-income countries and those countries with the greatest needs in reaching the EFA and MDG targets.

AID TARGET 5: Halt the decline in budget support.

Budget support is dramatically declining despite commitments from all donors to increase aid effectiveness. Providing funds as long-term, predictable budget support allows governments to direct resources to their own priorities, rather than donor preferences, and to devote funds to recurring costs such as teacher training and pay. It is vital that donors provide a greater proportion of ODA as general or sectoral budget support.

AID TARGET 6: Harmonise aid behind government plans and support the GPE.

Increased support to the Global Partnership for Education and the development of national education sector plans is the best means to harmonise aid to education. Currently there are huge shortfalls in the current GPE funding round and developing country needs are not being met by donors. This needs to increase considerably. The replenishment round in 2014 must become a space for a serious re-commitment to the GPE.



"...no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources."

Dakar Framework for Action, April 2000



Section Two: Country Profiles

Section two of this report analyses the efforts of 11 bilateral donors in supporting education, with a focus on support to primary, early childhood and basic adult education. The Global Campaign for Education (GCE) national education coalition in each country researched and led the drafting of these country profiles. Each of these coalitions is actively campaigning for change in their governments' aid policies and programmes. The countries are: Australia, Canada, Denmark, France, Germany, Japan, Ireland, Netherlands, Spain, UK and the USA.

Each profile outlines the general trends and government priorities in aid to education in that country. To get a sense of direction of travel, we have examined the trends over the period 2007/08 through to 2010/11. This enables us to map donor trends (especially in the critical years since the global

financial crisis has begun to impact on aid levels). Generally, reliable data is only available up to 2011; where data is available we have also looked at 2012 and 2013 data or projections.

Each donor profile includes specific recommendations for that country's aid programme; the overall recommendations in the overview section of this report are the global standards to which GCE holds all donors, whilst the national recommendations are more closely tailored to country contexts.

Data sources vary slightly for some donors where nationally-sourced or more up-to-date data is available. This is indicated in each profile and a data table summarises key data used at the end of country overview. More information on data sources is available at Annex 1.

Country Profile: Australia



Summary

Australia has significantly increased its overall aid levels in the last decade, in line with the Australian government's pledge to raise aid to 0.5% of GNI by 2015.

The Australian government has demonstrated solid support for education as a central plank in their development strategy. Aid to education

has had a strong share of overall expansion in aid, and the government made substantial concrete commitments, including a pledge to increase aid to education by 25% between 2010 and 2015. The Australian government has also shown good support for basic education in some of the world's poorest countries in recent years, with aid to basic education in low-income countries doubling from US \$15 million to nearly US \$30 million from 2008 to 2010. This has been a welcome trend, particularly when seen in contrast to many other donors' cuts in aid to basic education in the world's poorest countries.

But in mid-2013, the Australian government announced cuts of almost \$1bn over four years to the aid programme in order to fund its asylum seeker and detention policies. The deadline by which they will be allocating 0.5% of GNI to aid was pushed back to 2017-18, but this is now also looking an unlikely target. As Australia faces an election in September 2013, the main opposition party has accepted the government's cuts and has also abandoned the previous bi-partisan promise of 0.5% by 2015-16.

This is an unfortunate turn in Australian aid policy, meaning it will take some years and renewed resolve before Australian aid will reach the target of 0.5% of GNI.



General aid trends

Australia has steadily increased aid over the last decade, in line with the Australian government's pledge to increase aid to 0.5% by 2015. This has led to aid levels rising from 0.23% of GNI in 2002 to 0.35% by 2012⁵⁶. In 2012, however, the brakes were applied to these increases, with the government delaying promised aid increases by one year, and aid set at 0.35% of GNI in 2012-13 (accounting for a total of AU \$5.2 billion). The government has promised to get back on track in 2013-2014, by increasing aid levels to 0.37% in the 2013-14 budget round, and reaching the promised 0.5% by 2016-17⁵⁷. But with some sections of the media and the public critical of these aid increases, and with economic growth beginning to slow down, concerns that these commitments may be under threat were realised in mid-2013, when the Australian government announced cuts of almost \$1bn over four years to the aid programme in order to fund its asylum seeker and detention policies. The deadline by which they will be allocating 0.5% of GNI to aid was pushed back to 2017-2018, but this is now also looking an unlikely target.

Now is not the time for Australia to back-track on their commitments to increase aid, especially as existing pledges remain well below the internationally agreed target of allocating 0.7% of GNI to development assistance. Given that Australia currently ranks 13th in the OECD list of aid-givers, and that they have weathered the economic crisis relatively well, they must keep on track with this welcome but modest target⁵⁸.

Aid to education trends

Australia has made significant commitments of aid to education up until 2016, demonstrating strong political will in supporting education for all, and particularly towards supporting basic education for the world's poorest children. This has meant that as overall aid levels have risen, aid to education has benefited even more than other areas.

In 2011, the Australian government pledged to increase their aid to education to a total of 25% of their aid budget. With this pledge, they are committed to becoming one of the largest bi-lateral donors to education in the coming years⁵⁹.

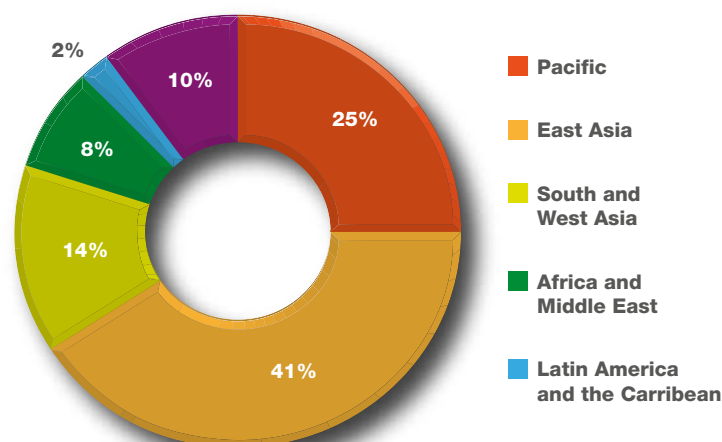
In line with all Australian aid – reflecting the country's location – Australia's support to education is particularly focused on the East Asia and Pacific region, with these regions collectively taking up 65% of all aid to education commitments in 2012-13.⁶⁰

Australia has greatly expanded support to education in low-income countries, with aid to basic education in low-income countries doubling from US \$15 million to nearly US \$30 million between 2008 and 2010. This is particularly welcome when many other donors are decreasing their allocations to these countries, which include those with the greatest challenges in making education for all a reality. Aid to basic education is fairly strong – at around 30% of all education aid in 2011 – although an even greater focus on early childhood, primary and basic adult education, as well as on lower secondary education, would be very welcome.

Support to the Global Partnership for Education (GPE)

Australia has also demonstrated strong support for the Global Partnership for Education (GPE): it is currently the fourth-largest donor and has made significant commitments from 2011 through to 2014. It has also recently been a champion of civil society engagement in and oversight of the education sector, something

Graph A1: Regional breakdown of Australian aid (in commitments for 2013-2014)

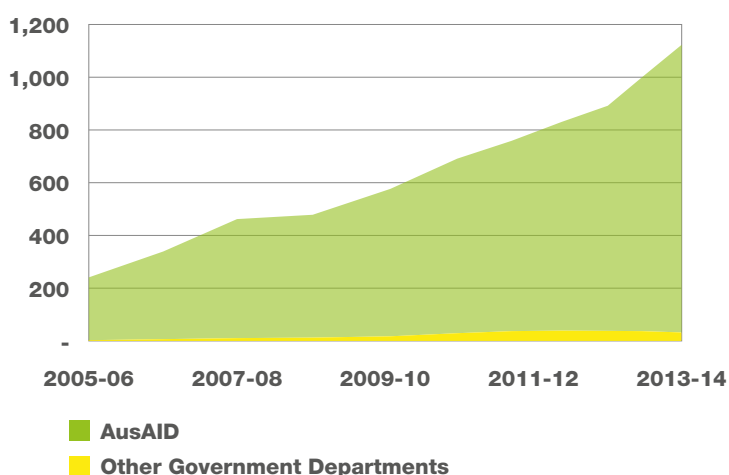


Source: These are based on data on future commitments, taken from AusAid website <http://www.ausaid.gov.au/aidissues/education/Pages/home.aspx>

that is obviously fundamental to GCE's vision and theory of change: the Australian government provided support to the Civil Society Education Fund during 2012, as a 'bridge' between the original and the current support provided by the GPE.

At a time when many donors are shying away from making firm new commitments to help deliver the right to education for the world's poorest children, the Global Campaign for Education welcomed these pledges and the support of the Australian government to education.

Graph A2: Growth of Australian aid to education, 2005-2014 Including future predictions of aid spending 2013-14



Source: AusAid statistics available here: <http://www.ausaid.gov.au/aidissues/education/Pages/home.aspx>

Education Strategy and Framework

The Australian government is committed to a 'high-level results framework' and a 'transparency charter', which ensures that data is published in a comprehensive, accessible and timely way.

In 2011, the Australian government released a new aid policy, in which it undertook to develop a Comprehensive Aid Policy Framework to guide future increases in the aid budget around clear

and measurable targets to be met by 2016. For education, the targets are to:

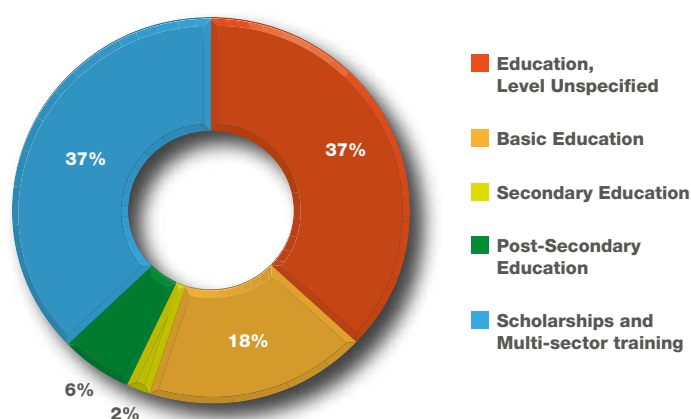
- Support 4 million more boys and girls to be enrolled in school
- Contribute to 20 million boys and girls obtaining a better quality education
- Build or upgrade 24,000 classrooms
- Support 1.2 million students with financial or nutritional support
- Train 190,000 teachers and 300,000 school officials
- Provide 12 million textbooks.

Progress towards these results is tracked and reported on an annual basis. According to recent Australian government reports, progress is 'on track' to meet these targets⁶¹.

The Australian government's support to education is guided by the thematic strategy 'Promoting Opportunities for All: Education', which was drafted in 2011 and commits AusAid to delivering their work until 2015 around three pillars for Australia's investment in education. Firstly, they are committed to improving access to basic education; secondly they are committed to improving learning outcomes; and finally they will work with developing-country governments to support their delivery.

Within the overall strategy, there is a solid commitment to ensuring that Australia's education programmes are designed to improve access and quality of learning for poor and marginalised children and young people. There are also strong commitments to deliver good quality aid, aligned with the education development priorities identified by partner countries.

Graph A3: Australian aid commitments by education level (DAC definitions) 2013-14



While the Australian government states that its main focus remains on providing more children in developing countries with a quality basic education, there is a concern that aid is increasingly being directed towards support for scholarships, which could be inflating 'real' aid figures. Pillar three of the education strategy states that education aid will build local capacity, provide scholarships and directly support tertiary systems and institutions, with "4000 new scholarships a year awarded from 2014"⁶². Government projections indicate that a sizeable 37% is being allocated towards 'scholarships and multi-sector training' in 2013-2014 – see Graph A3 – which could be leading to a significant amount of overall aid

to education supporting these costs⁶³. While not all of this may be directed towards scholarships, it certainly raises concerns that potentially significant areas of the budget being spent as 'aid to education' is being directed towards such programmes.

It is hoped that this does not spell a trend for Australia to use greater amounts of their education resources directed at scholarships, rather than for basic education. A further concern is the minimal amount spent on literacy for adults and out-of-school youth.

Conclusion and recommendations

Australia has made some significant and bold pledges to support education in some of the world's poorest countries in recent years. Its pledge to ensure that 25% of the aid budget will be spent on education assistance is one of the most significant announcements in supporting Education for All by any donor in recent years. GCE is calling for these firm commitments to be met (notwithstanding recently-announced aid cuts), and for Australia – a champion country of the UN Secretary General's Global Education First Initiative (GEFI) – to continue prioritising education in its future development strategy.

The GCE recommends that the Australian Government matches its pledges to actual spending on education and commits to:

- Ensure that overall aid levels rise to the predicted level of 0.5% by 2017-17 or sooner, and that additional funding is invested in programmes to support basic education in the poorest countries, including adult literacy programmes.
- Ensure that the commitment to spending 25% of all aid on education by 2017-18 is met, and that 10% of all aid is directed towards basic education, in line with GCE recommendations.
- Ensure that Australian aid is strongly focused on basic education for the poorest children, avoiding disproportionate allocations of overall aid towards projects which inflate real aid spending, such as scholarships in Australia.
- Use its position as a GEFI champion country and a strong performer on education aid to encourage stronger commitments from other donors.
- Continue to use its position as a leading donor to the GPE to help ensure that GPE meets its commitment to country ownership, including meaningful participation of civil society in national GPE processes.

Australia donor profile data and statistical sources

Aid to education trends for Australia				
	2008	2009	2010	2011
Aid as a % of GNI	0.31%	0.31%	0.32%	0.31%
Total aid to education as a % of overall ODA	9.3%	9.9%	6.8%	8.8%
Aid to different education levels as a percentage of overall ODA				
Basic Education	4.80%	3.56%	3.32%	4.70%
Secondary Education	0.87%	4.03%	1.4%	0.62%
Post-secondary Education	1.4%	0.8%	1.1%	1.35%
Regional and income grouping breakdown of total aid to basic education				
Africa, Total	1.59	0.78	1.57	0.73
America, Total	0.015	0.028	0.089	0.013
Asia, Total	174.94	105.33	99.61	125.37
Low-Income Countries, Total	26.90	36.29	51.45	57.42
Middle-Income Countries, Total	182.09	117.05	94.62	142.138

Notes

- Data is extracted from the OECD Credit Reporting System: all development countries, ODA, all channels, all types. Accessed June 2013
- The data is based on 2011 constant figures in US \$ millions.
- All data is calculated using disbursements
- Total aid to basic education is calculated using UNESCO formula: direct aid to basic education, plus 10% of general budget support, plus 50% of education, 'level unspecified'.
- Aid to regional and income groups is calculated using total aid to basic education UNESCO formula (as above)
- For more information on UNESCO calculations please see Annex 1.

Country Profile: Canada



Summary

Canada has significantly cut its aid in recent years, with budgets expected to fall from a total of 0.32% of GNI in 2010, to 0.24% in 2015. There have also been sharp declines in Canada's support to the education sector. This is a result not only of declining aid levels overall, but also of specific reductions in the budget for aid to education, with education

having taken a larger hit than some other sectors.

There is a particular concern that aid to basic education in low-income countries is being cut disproportionately. Canada was giving a relatively high 6% of all aid to basic education in 2010. Since then, major cuts have led to significant reductions in this allocation.

Moreover, Canada's reductions in aid are often focused on some of the world's poorest countries, with programmes closing in certain countries. Canadian aid to basic education is showing signs of shifting away from Sub-Saharan Africa, in particular, where spending was cut drastically by almost 50% over 2008 to 2011.

General aid trends

In spite of Canada weathering the global financial crisis relatively well, the government has introduced significant spending cuts across all government agencies over the last two years. In 2010, as a result, the aid budget was frozen⁶⁴.

Total Canadian aid in 2011 stood at 0.32% of Canada's GNI⁶⁵. The budget for fiscal year 2012 to 2013 contained reductions that imply Canadian aid will decline by close to 10% between 2011 and 2015. This will reduce Canada's aid to 0.24% of GNI by 2015, well below the commitment of dedicating 0.7% of GNI to aid.⁶⁶

Canada channels 80% of all its aid to 20 focal countries and regions: Bolivia, the Caribbean Region, Colombia, Haiti, Honduras, Peru, Afghanistan, Bangladesh, Indonesia, Pakistan, Vietnam, Ukraine, the West Bank and Gaza, Ethiopia, Ghana, Mali, Mozambique, Senegal, Sudan and South Sudan, and Tanzania. In 2012, CIDA completely cut its geographic funding to eight countries (Cambodia, China, Malawi, Nepal, Niger, Rwanda, Zambia and Zimbabwe) and reduced funding by \$69 million to five of its 20 focus countries (Bolivia, Ethiopia, Mozambique, Pakistan and Tanzania). Ten of the 13 countries affected lie at the bottom quarter of the UNDP's Human Development Index (HDI) ranking for 2011.⁶⁷

According to CIDA's own 2013 plans, low-income countries will take the biggest overall cut both in terms of actual cuts and as a percentage of CIDA's total budget – this will shave \$126.4 million from the amount these countries receive and will account for a 13.2% reduction⁶⁸. This is leading to a massive withdrawal of support in aid to low-income countries.

Box C1: Perspectives in 2013: Canada's interests abroad⁶⁹

Contrary to the 'ODA Accountability Act'⁷⁰, which requires that poverty reduction and human rights standards be the determining factors for international assistance, Canada is following in the footsteps of other bilateral donors which use aid to promote their country's national economic interests. In a 2012 speech, Minister Julian Fantino argued that if the aid and business sectors were to work together, the two could contribute to "Canada's long-term prosperity and security".

In light of some of these trends, a recent OECD peer review called on Canada to ensure that development objectives and partner-country ownership are paramount in the activities and programmes Canada supports⁷¹. Yet, in the recent 2013 budget, the government announced that it will be shutting down the Canadian International Development Agency (CIDA) and housing Canada's international assistance programme within the Department of Foreign Affairs and International Trade in order to "promote greater international policy coherence and achieve improved outcomes for Canadians" and "put development on equal footing with trade and diplomacy." There is widespread concern within civil society that this signals a decline in Canada's commitments to aid effectiveness.

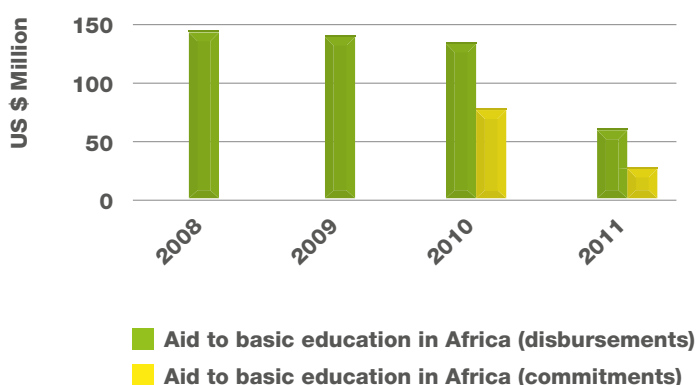
Aid to education trends

Canada has a strong track record of support to education, particularly in terms of supporting basic education. Canada's support to both education and basic education increased significantly and consistently from 2000 up to 2009. Support to basic education over the same time period also significantly

increased from 3.8% of all aid in 2000 to 6% in 2010. Canada's total aid to education subsequently fell from highs of 12% of total ODA in 2009 and 2010, to 8% in 2011.

Basic education continues to take up the lion's share of overall education spend. However, aid to basic education in Africa took a particularly large hit between 2010 and 2011, with a 38% decrease in disbursements. Previously, Africa had been a strong focus; analysis by the Canadian Global Campaign for Education in March 2010 showing that between 50% and 60% of CIDA's programming in basic education⁷² since 2000 had been disbursed in Africa.

Graph C1: Canadian aid to basic education commitments and disbursements



Source: DAC database. This includes both new commitments and disbursements for the years 2010 and 2011 to demonstrate significant differences⁷³

Conversely, the Americas have experienced an 81% increase in spending on basic education during this time, due largely to aid to Haiti, currently Canada's largest aid recipient. Overall declines in support to Asia between 2010 and 2011 were mitigated by an increase in specific commitments to Afghanistan, Bangladesh and Pakistan.

The Canadian Global Campaign for Education (CGCE) has also found that a significant number of commitments to countries which have been a priority for Canada previously were due to terminate in 2012⁷⁴. This could lead to a substantial reduction in support to basic education in the next few years if new commitments are not made soon. A 2012 report by CGCE argues that "without substantial announcements of increases in new commitments in 2011 and 2012, programming in basic education could be greatly diminished in the latter part of the decade."⁷⁵ The latest OECD data on donor reporting seems to support this worrying prospective.

The overall decline in aid to education is in contrast to other areas. The CGCE report found that between 2005 and 2011 aid to basic education grew by 62%, while aid to basic health and agriculture grew 120% and 302%, respectively⁷⁶. Canada's interest in maternal, newborn and child health since 2010 can account for the significant jump in basic health spending from 15% of ODA in 2010 to 22.59% in 2011. It seems at the same time as the overall aid package is declining in Canada, the priority placed on education is also decreasing.

Support to the Global Partnership for Education (GPE)

Since championing the need for a multilateral funding body for education at the 2002 G8 Summit in Kananaskis, Canada has

taken an active role in the Global Partnership for Education (GPE, previously the Education for All Fast-Track Initiative, FTI).

In 2011, the Government of Canada showed an ongoing commitment to the GPE by giving concrete commitments of contributions – albeit a modest CA \$45 million to 2013 - of which CA \$21 million was new funding. It is hoped that this commitment will be fully delivered, given cuts in education aid. It is also important that Canada continues its support to the GPE in the next funding round.

Education sector strategy and framework

The Canadian government has five thematic priorities for its aid programme: food security; children and youth; sustainable economic growth; advancing democracy; and, ensuring security and stability. The bulk of education work sits in the ‘Children and Youth’ strategy. Under the strategy, CIDA supports education initiatives that address access to basic education (especially for girls), improves the quality of education (with a particular focus on teacher training, quality curriculum and teaching and learning materials), and increases learning opportunities and life skills training. In addition, under the safe and secure futures path, CIDA works to ensure that “schools are safe and free from violence and abuse and are child-friendly learning environments that provide learning opportunities to boys and girls.”⁷⁷

Further investment in education falls under a second of CIDA’s priority themes: Stimulating Sustainable Economic Growth. Education interventions within this strategy include “investments in human capital, such as labour-market-driven vocational training, including literacy and numeracy.”⁷⁸

Conclusions and recommendations

Increase Canadian aid to education

With Canada’s aid budget currently frozen there are concerns that aid to basic education will decline in the crucial years leading to the 2015 targets for EFA and the MDGs. To ensure aid to education continues to support progress in these final years, the CGCE calls on the Canadian government to:

- Ensure CIDA disbursements to basic education do not fall below \$329 million annually in the crucial years leading to 2015.
- Increase aid to basic education, commensurate with increases in Canada’s overall aid budget to meet the UN target of 0.7% of GNI.
- Ensure increases in basic education aid support countries furthest away from achieving the MDG and EFA goals, including countries affected by conflict.

Improve the effectiveness of Canadian aid to education

While the volume of aid to education is important, the effective use of those resources is equally critical. CGCE calls on the Canadian Government to:

- Ensure 66% of Canadian aid to education is channelled through programme-based approaches in line with the Paris Declaration on Aid Effectiveness.
- Provide independent funding to civil society education coalitions or networks, alongside sector budget support, in recognition of civil society roles as innovators, reaching

the marginalised, holding governments to account and representing citizens’ voices.

- Continue to support an independent and robust Global Partnership for Education, including addressing the broader EFA agenda.

The CGCE also calls on the Canadian Government to show specific support to key areas within their funding and programme decision, particularly:

- Ensure gender equality in education access and attainment through focusing on girls, by: including gender equality targets and results as a key requirement for Canadian aid; supporting innovative programmes that increase access for girls at primary and secondary levels; and, supporting countries to end formal and informal user fees in education.
- Invest in teachers to improve education quality by enabling Canada’s education aid to support the recruitment, training and retention of sufficient numbers of qualified teachers, representative of the communities they serve.
- Focus attention and resources on early childhood and youth education as part of a revitalized EFA agenda.

Canada donor profile data and statistical sources

Canada's ODA to Education, in both commitments and disbursements						
	Disbursements				New Commitments	
	2008	2009	2010	2011	2010	2011
Aid as a percentage of GNI	0.33%	0.30%	0.34%	0.32%		
Total aid to education as a percentage of overall ODA	9%	12%	12%	8%	9%	6%
Aid to different education levels as a percentage of overall ODA						
Percentage of total aid to early childhood education, primary education and basic adult education					3%	2%
Percentage of total aid to basic education*	6%	6%	6%	5%	4%	3%
Percentage of total aid to secondary Education (including vocational)	0.5%	1%	1%	0.7%	0.8%	0.5%
Percentage of total aid to Post-secondary Education	1%	2%	3%	1%	2.7%	1.6%
Regional and income grouping breakdown of total aid to basic education						
Africa, Total	\$141.3	\$138.6	\$133.4	\$81.9	\$80.5	\$31.2
America, Total	\$29.0	\$24.5	\$30.9	\$55.8	\$54.2	\$47.8
Asia, Total	\$43.7	\$53.6	\$70.4	\$49.1	\$31.1	\$46.9
Low-income countries, Total	\$153.1	\$159.2	\$160.6	\$141.5	\$96.4	\$86.9
Middle-income countries, Total	\$54.9	\$47.4	\$43.7	\$41.9	\$64.5	\$33.3
Top 10 Recipient Countries of ODA to Total Education 2011	Haiti, Mozambique, Afghanistan, Mali, Senegal, Pakistan, Bangladesh, Burkina Faso, Peru, Ghana				Haiti, Afghanistan, Vietnam, Bangladesh, Honduras, Pakistan, Burkina Faso, Kenya, Sudan, Malawi	

Notes

- This analysis is based on a 2012 CGCE paper, which gives an even greater in-depth look at trends in aid to education: 'Canadian ODA Directed to Education and Basic Education: A Backgrounder. Ottawa: CGCE, Tomlinson. It is available here: <http://www.cgce.ca/storage/BackgrounderAidToEducation.pdf>
- **'Basic education' contributions are calculated in line with the GMR method, including all spending on early childhood and primary education and basic education, as well as 50% of spending on education at unspecified levels, and 10% of general budget support. This method of calculation is used throughout this profile.
- All data is based on OECD DAC figures.
- All data is in USD \$ unless otherwise stated.
- The Canadian GCE uses both disbursements and new commitments to analyse CIDA's efforts, in order to provide a clearer picture of current aid trends. For a

small donor like Canada, the variations in commitments and disbursements can be large, as new programmes are not necessarily approved each year. The importance of the annual value of commitments is to develop an idea of future disbursements for a given purpose in the coming few years. It is also important to remember that it takes sometimes more than 2 years to move a project or programme to Ministerial approval, at which point it is recorded as a commitment. Therefore understanding future disbursements must also take into account how many projects are in the planning pipeline – which is important for looking at current cuts to Canada's aid budgets.

- Disbursements figures are in constant 2010 US \$.
- Commitments figures are in current 2011 US \$.
- For the top 10 Recipient Countries of ODA to Total Education, the DAC Code for Total Education only, no additional calculation applied.

Country Profile: Denmark



Summary

Since 1978 Denmark has consistently met the target of allocating 0.7% of GNI to aid. Denmark has a goal of reaching 1% within a few years, making Denmark one of the most generous donors in the world.

The Danish government is committed – increasingly so – to education within their overall approach to development assistance, with education aid almost tripling from 2008 to 2011, and the share of education in total aid more than doubling in the same period. Data for 2011 reveals that aid to primary and basic adult education combined receive a significant share of all aid to education, accounting for 43% of the total.

Danish aid to education also places a significant and welcome emphasis on supporting national sector plans, and supporting civil society to hold their government to account for delivering education. Denmark has become something of a leader in their support for the Global Partnership for Education, and is beginning to channel increasing resources through it. All of these trends give Denmark a good record on supporting education for all.

General aid trends

Since 1978, Denmark has consistently met the 0.7% of GNI to aid target. In spite of a significant slowing of the economy since 2007 - due to the combined impact of a domestic property crash and the global crisis - Denmark has continued to give substantial levels of overall aid. In fact, the current government has a goal of allocating 1% of GNI to aid within a few years (although with no concrete timetable for doing so). All this makes Denmark one of the most generous bilateral donors in the world.

The regional distribution of Danish aid shows that Denmark prioritises its aid towards the countries with most need, offering substantial support to low-income countries: 33% of aid goes to Africa, while Asia and Latin America receive 14% and 3%, respectively. Large parts of Danish aid are also directed through multilateral institutions.

Aid to education trends

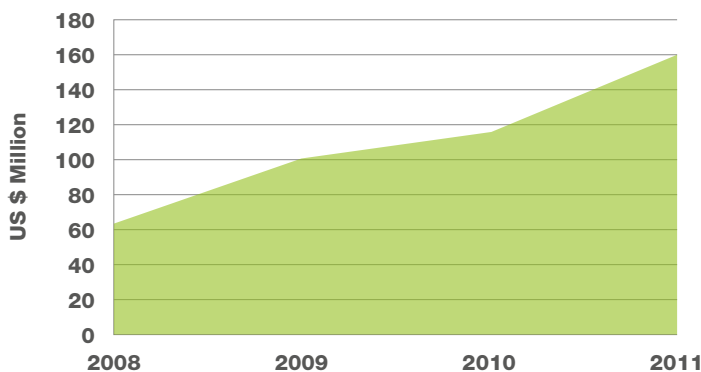
Denmark has given solid support to education in recent years. This was globally recognised when it was named a ‘Champion Country’ for the UNSG’s ‘Global Education First Initiative’ (GEFI) in 2012, and the Prime Minister has given strong personal support to this initiative, emphasising Danish political will and commitment to support education in developing countries.

This increasing support for the education sector is reflected in recent aid to education trends. Overall aid to education almost tripled from US \$58 million in 2008 to US \$160 million in 2011.

Moreover, data shows significant increases in support directed at basic education, which increased from US \$48 million to US \$69 million between 2008 and 2011. Data for 2011 reveals that basic education – at the level of primary education and basic adult life-skills – is the major target of Danish aid to education, accounting 43% of all education spending. (The bulk of this, and the bulk of the increase, is in aid to primary education.) This is a much higher proportion than many other donors, and demonstrates a strong level of support for basic education from the Danish government.

Secondary education has only experienced modest increases. Aid to early childhood education is almost non-existent: in 2008 this area received US \$1.5 million (see Graph D1 for a breakdown of spending on different levels).

Graph D1: Danish total aid to education



While Danish support to education commendably targets primary education, the Danish Minister for Development has recently announced a new initiative funded under the Danish Finance Act supporting scholarships for students to study at Danish

universities. It is certainly worrying that aid budgets might be spent in this way, especially given Denmark’s generally commendable performance in supporting partners’ national frameworks and institutions.

Support to the Global Partnership for Education (GPE)

Denmark has played an active leadership role in the Global Partnership for Education (GPE) since 2007 and is one of the main donors to and global champions of the Partnership.

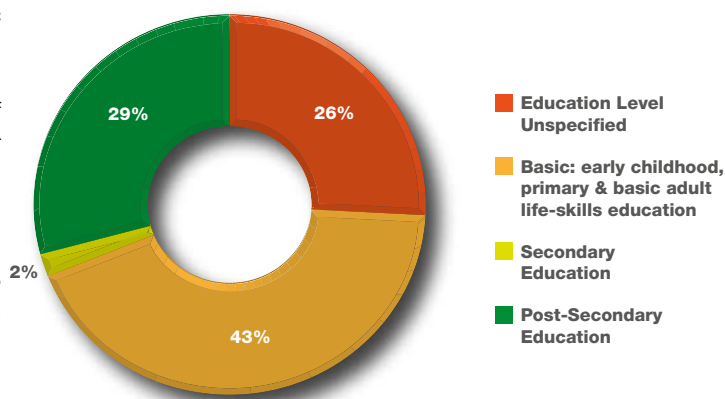
Denmark has highlighted the importance of the GPE in supporting education sector plans and monitoring by national civil society coalitions, as opposed to supporting donor projects or alternative funding mechanisms. This has helped the GPE strategy to place emphasis on sectoral budget support instead of programme support, something for which the Global Campaign for Education has lobbied.

Growing financial support from Denmark to the GPE is expected to give Denmark an even more active and influential role in the allocations of funds.

Table D1: Commitments to the Global Partnership for Education 2011-2015⁷⁹

	2011	2012	2013	2014	2015
Commitments (Current USD)	46,881,511	52,090,568	52,090,568	52,090,568	64,454,090

Graph D2: Danish aid by education levels



Education sector strategy and framework

Denmark’s approach to development gives priority to working with fragile states, delivering effective humanitarian and development aid, and focusing on gender equity and environmental issues. The current strategy, “Denmark’s Development Cooperation: The Right to a Better Life” launched in June 2010; it has four focus areas:

- 1) **Human Rights and Democracy**
- 2) **Green Growth**
- 3) **Social Progress**
- 4) **Stability and protection.**

Education is a part of the ‘Social Progress’ programme, but is also mentioned in the other focus areas. The new strategy applies a

rights-based approach to development, ensuring that Denmark's development cooperation is "based on the aid effectiveness principles of ownership, harmonization, alignment, results and mutual accountability"⁶⁰.

Danish aid, including for education, tends to be of high quality in that it supports countries' own efforts and also provides support for the Global Partnership for Education. Since 2001, aid to education has been driven by the overall development policy framework rather than through a stand-alone education strategy, with specific targets and indicators. This is due, in part, to Denmark's increasing backing for general and sector budget support, which has moved them more towards supporting developing countries' own plans. Most education programmes are currently designed in dialogue with national governments in programme countries and aligned with their respective national education frameworks.

Even though Denmark does not have a specific education sector strategy, they do have certain broad priority areas. Denmark emphasises both access and quality in education, applies a holistic and rights-based approach and gives priority to basic education, girls' education, teacher training, minority groups and education in fragile states. Denmark also promotes education systems based on democratic values, active citizenship and non-discrimination. There is also an over-arching focus on gender equality and women.

Danish support to education focuses increasingly on delivering their programmes through the Global Partnership for Education (GPE). This means that this is strongly driven by sector budget support. The provision of large and increasing amounts of funds through the GPE is occurring alongside phasing-out and closing of eight bilateral sector programmes. GCE Denmark welcomes the Danish focus on the Global Partnership for Education.

There are, nonetheless, a few areas that need to be tracked carefully in future, including ensuring that levels of aid to education are maintained, and that the focus on low-income countries is sustained. With funds going through the GPE, it becomes more difficult to trace in more detail education sector support, so this needs to be carefully monitored. Finally, the loss of bilateral sector programmes could run the risk of losing Danish expertise and insight in the education sector as on-the-ground personnel and technical advisers are withdrawn, so efforts should be made to retain some of this knowledge.

Conclusions and recommendations

Denmark is in many ways a 'high-achieving' donor, embodying many of the principles and practices for which the GCE advocates in both education aid and more broadly in development. Its commitment to leadership in education must be continued – especially in the current climate of other donors reducing support to education. It will be of utmost importance to sustain and increase financial contributions over the coming years and actively promote equitable access to quality education for all as a key priority in the ongoing process of identifying the post-2015 education goals. GCE Denmark calls on the Danish Government to:

- Use their contributions to GPE and their influence to ensure that education is a priority in multilateral institutions such as the World Bank, the Regional Development Banks, the UN and the EU.
 - Work towards setting quality, equity and financing of education high on the international agenda for post-2015 goals, at the same time as contributing to finishing the work related to the MDGs.
 - Listen to the proposals for a post-2015 agenda which is formulated by and not only for developing countries, be flexible and provide spaces for national governments and civil society to influence policies and decision-making processes.
 - Make special efforts to ensure that the new development goals are based on long-term capacity-building of the education sector as a whole.
 - Join the work towards identifying new and alternative sources for education financing, such as the Financial Transaction Tax.
 - Support national governments in developing new policies and mechanisms on financing education e.g. through allocation of domestic income from extraction of natural resource extraction.
-

Denmark donor profile data and statistical sources

Aid to education trends for Denmark				
	2008	2009	2010	2011
Aid as a percentage of GNI (OECD)	0.82%	0.88%	0.91%	0.85%
Total aid contributions (OECD)	2803.26	2810.88	2871.24	2931.13
Danida total aid contributions			\$2730.76	\$2730.76
Total aid to education as a percentage of overall aid	2.09%	3.55%	3.97%	5.48%
Aid to different education levels as a percentage of overall aid				
Education, Level Unspecified	0.11%	1.64%	2.45%	1.42%
Primary Education	1.61%	0.25%	0.96%	2.31%
Basic Lifeskills for Youth and Adults	0.06%	0.04%	0.03%	0.05%
Early Childhood Education	0.06%	0%	0.02%	0%
Early childhood, primary & basic adult combined	1.73%	0.29%	1.01%	2.37%
Secondary Education	0.16%	0.43%	0.43%	0.25%
Post-secondary Education	0.09%	1.19%	0.25%	1.61%
Regional and income grouping breakdown of total aid to basic education				
Africa, Total	11.92	11.60	7.82	12.26
America, Total	*	0.32	1.02	0.63
Asia, Total	11.70	3.64	2.71	2.33
Low-income countries, Total	20.74	10.39	8.12	8.44
Middle-income countries, Total	2.44	4.82	3.34	2.76

Notes

- All statistics based on OECD databases.
- Total aid is stated using both the OECD and Danida statistics, as Danida and OECD do not agree on how to calculate total net aid – this leads to small discrepancies.
- All data is for disbursements.
- All data is in constant US \$ 2010.

Country Profile: France



Summary

Education is the largest single sector recipient of French development aid: in 2011 it represented 11.43% of total aid. As a result, France's bilateral education aid programme has been one of the biggest in the last few decades. However, after 2009 this began to change, with large cuts in spending on education. From 2009 to 2011 there was a 15% cut in aid to education.

Of greater concern, perhaps, is that France is following the trend of other major donors to education by reducing aid to basic education. These cuts are to allocations that are already low, as France has traditionally given the majority of its aid to post-secondary level. In 2011, France only allocated around 10% of its total education aid budget to basic education, with an enormous 73% going to post-secondary education.

Moreover this aid to post-secondary level is greatly inflated by costs of supporting students in France. The huge imputed student costs in France's aid to education amounts to nearly 5 times the budget for basic education, or more than half of education aid. France also includes the support being given to education support in the French Overseas Territories: until 2011 50% of all aid allocated to education in sub-Saharan Africa had been going to the island of Mayotte.

France needs to address these issues in the transparency of its aid reporting, and genuinely focus its education aid budget on support to basic education in low-income countries.

General aid trends

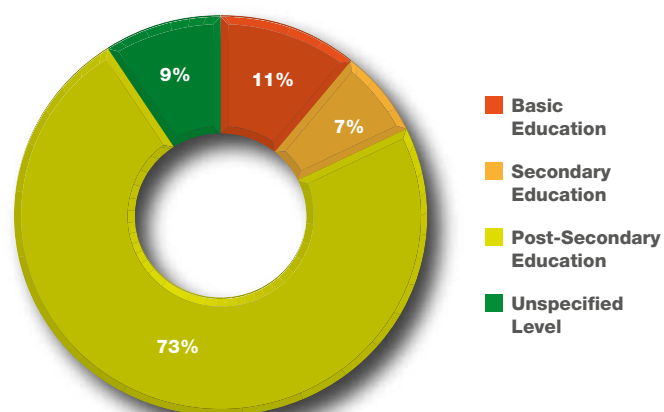
French aid is under strain as the economy has been struggling, and the last two years have seen ongoing cuts to the French overseas aid budget. From 2010 to 2011, cuts reduced the aid budget from 0.5% of GNI to 0.46% of GNI. In 2013, French aid will decrease by €200 million, dragging it down to around 0.45% of GNI.

In spite of its stated commitment, France will not reach the target of allocating 0.7% of GNI to aid by 2015 - as shown by the three-year budget projections below. The French President announced in March 2013 that France's aid will not increase, and future increases will be conditional on "the resumption of economic growth". He has therefore effectively abandoned the 0.7% commitment, even though aid continues to enjoy support among the public. A recent poll showed that the majority of citizens do not support cutting aid⁸¹.

Aid to education trends

Education ranks first in French contributions to development. It accounted for 11.5% of total aid in 2011 and 15.1% of in 2010. With this level of contribution, the French government has been giving significant support to education; for the last decade France has been one of the biggest bilateral donors of aid to education. Since 2009, however, support in absolute terms has fallen. Large cuts in aid to education have seen the budget drop to \$1.53 billion in 2011, compared to \$1.78 billion in 2010 and \$1.81 billion in 2009. This is a 16% cut in education aid from 2009 to 2011.

Graph F1: French education aid by level, 2011



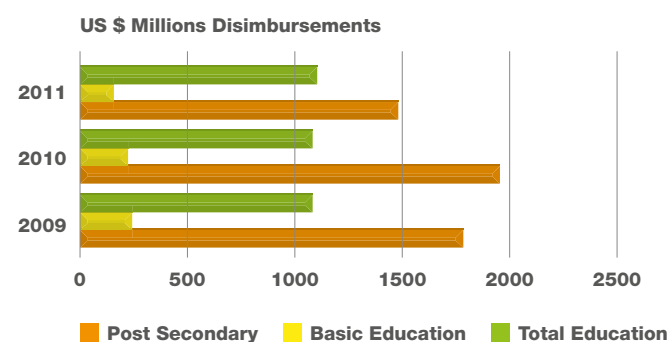
*Basic education is here defined as early childhood education, primary education and basic adult life-skills education.

Perhaps even more worrying are the reductions in aid to basic education: with the French government following the trend of other major education donors, and reducing aid to early childhood, primary and basic adult education. This is on top of already very low levels of French support to these levels of education. Traditionally France has given the largest share of its education aid budget to the post-secondary level. In 2011 France only gave around 10% of total education aid to basic education, with 73% going to post-secondary education (see graph F1).

French county-by-country expenditure is also skewed against

some of the countries with the most need in education, both in terms of these countries' resources and their percentages of out-of-school children. France has 17 priority countries for its aid, all of which are African countries⁸². However, only Senegal and Guinea appear among the top 10 recipient countries in aid for education. The list of the top ten education aid recipients reveals that the first four are emerging economies. China - a middle-income country, which has very low percentages of out of school children - ranks as the second-highest recipient of aid. Overall, Africa receives just over half of French aid for education. However, low levels of support to basic education, coupled with low levels of support to Africa, and high levels of support to imputed student costs (see below) means that basic education in Africa received only 7% of France's entire 2011 education aid budget, and support for basic education in sub-Saharan Africa education received only 4%.

Graph F2: Trends in France's aid giving across different education levels



Problems with French aid spending on education: What exactly does it pay for?

It should be noted that even with these figures there are a number of problems which mean that large portions of aid to education can be counted as 'inflated aid'⁸³. That is, they may not be 'real' aid to education, if that is understood in terms of support given to education in developing countries.

According to a note to the Foreign Affairs Committee on the Finance Bill for 2013, "All expenses loosely related to development aid represent nearly €2 billion, or 18% of the French-declared ODA". But France has a rather broad reading of the criteria for reporting aid to the OECD.

Imputed Student Costs

A closer examination shows that France's aid to education is being massively inflated by imputed student costs. These costs cover supporting students from developing countries to study in France, through scholarships or the costs associated with schooling in France.

According to existing OECD rules on what types of spending can be counted as aid, donors may include in their figures public resources they spend on students from developing countries studying in their own country. It is problematic to categorise this as aid, as it does not make a direct contribution to education in developing countries, and there is no guarantee that students supported will return to their countries and contribute to the country's development process - a fact that is supported by figures from the Ministry of the Interior⁸⁴, showing that a third of

international students coming to study in France remain there to work.

The inclusion of the cost of foreign students probably explains the over-representation of the “post-secondary education and higher education instruction” sector and the presence of emerging and middle-income countries such as China, North African countries, and Vietnam in the top 10 recipients of education aid.

This is a major area of concern for France’s aid to education, due to the extraordinarily large amount of imputed student costs in figures on aid to education. This amount alone accounts for nearly 5 times the amount of basic education, or more than half of education aid⁸⁵. Moreover, these costs are constantly growing (€665.2 million in 2009, €696.8 million in 2010, compared to €636.5 million in 2008)⁸⁶.

Similarly, based on the same arguments, the categorisation as ‘aid’ of costs for students enrolled in French schools located in developing countries, or, to use the language of the Ministry, “centres of excellence of French higher education abroad” is a very loose definition of aid to education.

The inclusion of costs incurred for the benefit of the French overseas territories

In 2011, the French overseas territory Mayotte became an overseas department, and French financing for Mayotte stopped being classified as official development assistance by the OECD. Previously, 50% of aid to education in sub-Saharan Africa had been going to the Comoros island of Mayotte. In fact, large amount of previous aid to basic education were spending on Mayotte.

This is still an issue for the islands of Wallis and Futuna. The islands currently ranks number 7th in countries receiving French aid to education - receiving US \$67 million in direct aid for education, which is nearly half of the aid to Oceania and almost as much as that going to Senegal, which is classified as a ‘priority country’⁸⁷.

Support to the Global Partnership for Education (GPE)

At the 2011 Global Partnership for Education (GPE) pledging conference, France committed to increase their bilateral aid to education. They also re-committed multi-year funding for the Global Partnership Fund, which amounted to €7 million from 2011 to 2013.

Education sector strategy and framework

Despite the large share of French aid contributed to education, it has much less importance and impact within French development cooperation policy, compared to other sectors such as health and climate change.

The priorities established for French cooperation in the education sector are:

- 1) The achievement of universal primary school education and strengthening of basic education**
- 2) The quality of education through improved teacher training**
- 3) The concentration of efforts on the least-developed countries (Francophone Africa in particular)**
- 4) Promotion of the goal of gender equality in education (EFI Strategy)**

In reality, these priorities seem to bear little resemblance to what a large amount of aid is spent on, and are certainly not resulting in sufficient allocations of aid to basic education. Furthermore, figures for different areas often vary greatly from one year to the next, indicating a lack of strategy.

Conclusion and recommendations

In conclusion, GCE France (Campagne Mondiale pour l’Education pour Tous en France) believes that it is crucial that the French government make better use of aid to education in order to genuinely make progress on the EFA goals. They must stop inflating aid or prioritising funding which has little to do with supporting poor countries to meet the EFA goals. In particular the unduly high amount spent on higher education and imputed student costs needs to be re-allocated towards supporting basic education. This is crucial if France is to meet its pledge to support increases in aid to basic education in low-income countries.

GCE France calls on the government to

- In the medium-term: make aid more transparent and predictable so it is possible to better understand France’s contribution to education in terms of ‘real aid’ and so that partner countries can better plan.
- In the longer-term: ensure aid is dedicated to strengthening educational systems on the ground in developing countries.
- Put aid money behind stated plans: there is a conflict between the current priorities set out in ministerial strategies and where aid money is in fact targeted.
- France needs to improve spending within education, focusing on countries most in need and with the most out-of-school children, especially through their support to basic education in sub-Saharan Africa
- Ensure that French aid provides genuine resources for development that are available to partner countries to invest in education, by scrutinising the use of imputed student costs.
- Outline what contributions will be made for France’s next contribution to the GPE, given this expires in 2014: it is vital that France makes a new contribution to the fund.

French donor profile data and statistical sources

Aid to education trends for France				
	2008	2009	2010	2011
Aid as a percentage of GNI	0.39	0.47	0.50	0.46
Total aid contributions ODA		13.87%	15.12%	11.48%
Aid to different education levels as a percentage of overall ODA				
Basic Education (early childhood education, primary education, basic adult life-skills)		1.89%	1.74%	1.3%
Secondary Education		2.40%	1.9%	0.87%
Post-secondary Education		8.4%	8.39%	8.54%
Regional and income grouping breakdown of total aid to basic education				
Africa, Total		184.86	177	109.35
America, Total		17.89	20	13.4
Asia, Total		11.24	10.18	7.92
Low-income countries, Total		67.43	53.76	51.66
Middle-income countries, Total		73.59	60.57	92.34
Top 10 Recipient Countries of ODA to Total Education 2011	1) Morocco: 176.26 2) China: 153.966 3) Algeria: 131.041 4) Unspecified LDCs: 102.002 5) Tunisia: 84. 6) Senegal: 70.028 7) Wallis & Futuna: 67.184747. 8) Vietnam: 41.571 9) Guinea: 35.633. 10) Lebanon: 35.097			

Notes

- All statistics based on OECD databases.
- All data is for disbursements.
- All data is in constant US \$ 2010.

Country Profile: Germany



Summary

Germany has stated a commitment to meeting the target of allocating 0.7% of GNI to aid by 2015; but rather than making progress towards this, the government is currently cutting aid budgets and will almost certainly not make the target on time.

The German government's support for education for all has varied in the last decade or so. From 2008 through to 2010 spending on education increased considerably. Commitments to education between 2010 and 2012 did not match the increase in spending. In fact, commitments fluctuated quite considerably, before they peaked in 2012. Lately, education takes up a considerable percentage of the total aid spend – as much as 17% of the overall aid budget in 2010. However, commitments to basic

education gets a relatively small proportion of the overall spend. In the last few years, trends in the level of new commitments made by Germany are a cause of concern. Between 2010 and 2012 commitments to basic education are falling – especially in Africa, where most out-of-school children live.

Finally, there is one area of German aid to education which is a major concern: the extraordinarily high level of funding being directed towards supporting overseas students to study in Germany. This accounted for 54% of all aid to education over the period 2008 and 2011.

General aid trends

Germany was the second largest bilateral aid donor in 2011 with a total budget of US \$14.5 billion⁸⁸. This represents 0.39% of GNI being spent on aid. However, in the last few years the German government has reduced spending, meaning that it is actually moving further away from the stated target of spending 0.7% of GNI on aid.⁸⁹

In 2010, Germany committed itself to reaching the 0.7% goal by 2015, and recommitted to this goal in 2012. However, current trends indicate that this target is highly unlikely to be met, with Germany's medium-term plans foreseeing a budget reduction of 9.2% in 2013⁹⁰. Recently released government figures for the first round of the budget cycle in 2014 have also shown a significant decrease in the budget for development by €14 million, with the budget now falling to around €6.2 billion.⁹¹

Aid to education trends

Germany allocates a considerable percentage of its overall aid to education: in 2010, around 17% of the overall aid budget went to education. German aid to education gradually increased between 2008 and 2011 but basic education accounts for a small amount of the total education budget (see graph G1 for 2010 breakdown). Secondary education, which received only 1.9% of total education aid commitments in 2012, is still neglected, although numbers are improving. In contrast, commitments to vocational training have increased constantly from €56 million in 2010 to €110 million in 2012.

Germany's track record in supporting basic education is marred by large fluctuations in its commitments between 2010 and 2012, which reached a low of €54 million in 2011. New commitments in 2012 did not match the levels of disbursement in 2009 and 2010, suggesting that Germany may have curtailed its support for MDG 2 (see data table for an explanation).

In June 2013, UNESCO noted that Germany was one of only four countries that had been increasing their expenditure on education in the last few years, and that this is helping to mitigate cuts from other donors, helping ease the global decline in support to basic education⁹². But if the trends in commitments translate into future cuts in basic education, it would be a disaster for the world's children.

The latest overall increase in commitments to education results predominantly from increased commitments to Africa, which were raised drastically to €132 million in 2012. The German government should be commended for this focus on Africa. If this trend continues, funds for Africa should soon double from 2008 figures. However, a cautionary note is necessary in the reading of this data: while the commitments to overall education aid for Africa are increasing, allocations to basic education in Africa are decreasing. This is due to increased support for other levels of education, such as higher education. It is troubling that support to education in Africa is not being directed to basic education, where the need, and the potential impact on equity, is greatest. With so much still to do to meet basic education needs in Africa – for example in one third of African countries, 50% of all children do not complete a primary education⁹³ – these spending patterns are not commensurate with the levels of need for ensuring children realise their right to a quality basic education.

In its education strategy, the Ministry's stated aim is to increase the

number of its 'partner countries' with a special focus on education, but this is not reflected in analysis of existing data. From the top ten recipient countries in the period of 2010 to 2012, only the first three were partner countries with a special focus on education: this shows that actual action might not be following strategy.

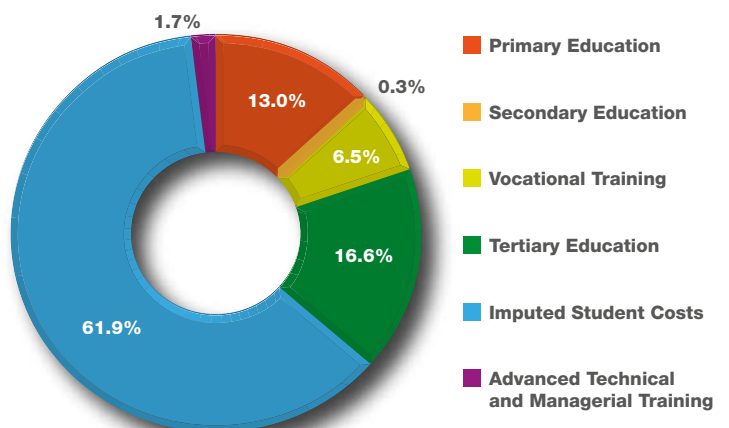
Germany inflates aid to education

One area of particular concern in Germany's aid to education record is their habit to include costs into ODA reporting that derive from students from developing countries who study in Germany. These costs are covered by the federal states.

With an average expenditure of €1.23 billion between 2008 and 2010, Germany was the second biggest donor to education – but only at face value. A closer examination shows that Germany's aid to education is being massively inflated by imputed student costs. The extraordinarily high levels of imputed student costs counted as aid is a major area of concern for Germany's aid to education. It has been calculated that from 2008-2011, imputed student costs accounted for 54% of the education aid budget⁹⁴. In the same period, 14 of 23 DAC donors did not even count these costs as aid⁹⁵.

The extent of German inflation puts it in a class of its own: on average, imputed student costs accounted for 54.2% of the education aid budget, compared to 22.6% across all DAC donors that counted imputed student costs. In 2012, this figure was particularly high at 62% (see graph G1). New research by UNESCO in 2012 noted that Germany is spending 11 times the amount on scholarships and imputed students costs than they spend on supporting secondary education and vocational training. Germany has been repeatedly - and rightly - criticised for this practice because the money is not used to strengthen national education systems or to support children to realise their right to a quality education⁹⁶.

Graph G1: Education spend per level 2010 (with imputed student costs)



Multilateral Funding and Support to the Global Partnership for Education (GPE)

In 1993, the German parliament introduced a budget regulation that only one third of German aid may be channelled through multilateral institutions. In 2009, the government reaffirmed this regulation⁹⁷. The government is therefore not able to increase funds for multilateral institutions and agencies, without increasing overall aid budgets. This constrains the contributions that can

be made to the Global Partnership for Education. From 2010 to 2012, the German aid ministry BMZ⁹⁸ allocated only €17 million to this mechanism for funding basic education for all (€5 million in 2010; €6 million in 2011 and 2012 respectively). Considering that bilateral commitments to basic education are falling, BMZ is missing a chance to balance that loss by increasing commitments to the GPE. Although direct financial support for the GPE Fund is low, they do give valuable support elsewhere to GPE, with Germany recently launching the BACKUP Initiative for Education in Africa⁹⁹ which is a regional capacity-building-programme that supports governments to apply for funds from multilateral agencies such as the GPE.

Education sector strategy and framework

Since 2009, the German aid ministry has been led by Minister Dirk Niebel, member of the Free Democratic Party (FDP) - a liberal party that traditionally advocates for the free market and privatisation. Development Minister Niebel initiated a reorientation of German development assistance. Structurally, the three official development agencies (DED, GTZ, InWent) were merged under the roof of the Gesellschaft für internationale Zusammenarbeit (GIZ), as the implementing agency for the Ministry (BMZ).

To guide BMZ policies, the ministry has produced 20 new strategy papers from 2011¹⁰⁰ - from good governance to land-grabbing and education. An overall guiding principle that has emerged since 2009 is enhanced co-operation with the private sector and the intensified use of market instruments in ODA funding, for example by blending loans and bilateral grants¹⁰¹.

The current BMZ leadership is critical of using budget support as an instrument of German development assistance. One reason is Minister Niebel's ambition to enhance the visibility of German aid, which is better achieved through project funding - although this can often be at odds with good quality aid effectiveness. This point is reflected in the latest numbers. After Minister Niebel took office in 2009, the proportion of budget support halved from 5.99% of ODA to 2.88% in 2010, and increased only slightly between 2010 and 2011.¹⁰²

The coalition agreement of the governing parties CDU (Christian Democratic Union) and FDP (Free Liberal Party) from 2009 has emphasised the importance of education for development and made it a focal point of its overseas development assistance¹⁰³. The leadership of BMZ has repeatedly emphasised this commitment to education and has created a specific, independent education department to lead their work. Their work is guided by the education strategy 'Ten Objectives for More Education: BMZ Education Strategy 2010 - 2013'¹⁰⁴. Launched in 2012, it seeks to situate education as a focus of German overseas policies, but is more of an expression of political will than a strategy that frames policies.

In spite of the positive message that these reforms signal, there are concerns about how much substantial change will result. The major concern is that BMZ has not given indicators or laid out a plan for how they will finance implementation of the education strategy. This makes following up on progress difficult, and gives no mechanisms to hold the government to account on delivering on their stated pledges towards supporting more children to complete a full course of basic education.

Conclusions and recommendations

With the new education strategy, Minister Niebel raised great expectations around Germany's support to education. However, German support to education is currently highly ambiguous. On the one hand, they have bold stated ambitions for supporting education, and the government appears to be increasing its financial support to education; on the other hand, overall funds for basic and secondary fall short of expectations. Declining support for basic education in Africa is disappointing in the light of the learning crisis in Sub-Saharan Africa, where there has been a recent stagnation of the reduction of the number of children who are out of school. The level of aid being directed to scholarships and counted as imputed student costs in their overall budgets is a major concern.

With the Parliamentary elections in September 2013, it will be crucial to keep education at the heart of the German development agenda to further increase German aid to education. As the current education strategy is phased out at the end of 2013, it will be of utmost importance to prepare more precise implementation strategies to improve German education aid.

Recommendations

- Germany needs to increase overall aid to education and agree a realistic timetable for meeting their target of 0.7% of GNI as ODA by 2015, and continue to direct a large share of its budget to education.
- Germany needs to improve spending on countries most in need, especially by improving their support to basic education in sub-Saharan Africa - the region with the highest numbers of out of-school children.
- German aid must provide genuine resources for investment in education development by partner countries by directing the greatest amount of aid to partner education systems, rather than imputed student costs.

Germany donor profile data and statistical sources

Germany's aid to education, in both commitments and disbursements						
	Disbursements in €m				Commitments in €m	
	2008	2009	2010	2011	2010	2011
Aid as a percentage of GNI	0.38	0.35	0.39	0.39		
Total ODA to education	170	233	240	213	202	267
Aid as a total to different education levels						
Education unspecified	33	35	23	33	23	25
Basic Education	57	88	110	113	54	81
Secondary Education	1	2	1	0	0	5
Vocational Training	69	59	55	56	97	110
Higher Education	1	1	40	11	21	27
Advanced Technical & Managerial Training	10	47	11	0	8	20
Aid to basic education by region and income grouping						
Asia	82	79	111	88	72	74
Sub-Saharan Africa	44	79	52	96	57	80
Not apportionable	12	49	53	1	15	31
Latin America	18	10	10	15	34	15
North Africa	8	8	9	0	0.4	14
Europe	6	9	6	9	5	15
Top 10 Recipient Countries of German Education ODA	(Average 2008- 2010) Mozambique*, Afghanistan, Yemen, Indonesia, Malawi, Jordan, Vietnam, China, Uganda, Egypt			(Total 2008- 2010) Afghanistan, Ethiopia, Mozambique, Zimbabwe, Palestinian Region, DRC, Vietnam, Ghana, Kenya, South Africa		

Notes

- All data is based on an in-depth report carried out by Oxfam Germany, a member of GCE Germany (Globale Bildungskampagne): Oxfam Germany (2012): Zehn Ziele für mehr Bildung? Eine Untersuchung der Zusagen im Bildungsbereich. The full report is available in German here, http://www.oxfam.de/sites/www.oxfam.de/files/20121005_bildung_bmz.pdf.
- All figures are in € million
- Disbursements are calculated in constant 2010, and are based on the OECD Creditor Reporting System
- Commitments are calculated in current 2011 and are based on data from German Government (BMZ) data.
- The table gives overall trends in both disbursement and commitments. Commitments are given as well as disbursements for the years 2010, 2011 and 2012. The latest data for commitments from the German government gives a more accurate and up-to-date view of aid to education spending, certainly in terms of where trends are heading, so GCE Germany has chosen to include this.

Country Profile: Japan



Summary

In 2011, Japan had one of the lowest percentages of aid to GNI in the world, at 0.18%, leaving them in third-to-last place of the bilateral donors in the OECD DAC.

While Japan's overall percentage of total aid spent on education is relatively high, at 9.33% in 2011, their support to basic education is extremely low. This is because Japan's education aid budget is highly skewed towards post-secondary education – almost half of their education budget is directed towards it – with very little spent on basic education. Basic education only gets 0.65% of their entire aid budget.

The high level of spending on post-secondary education is due to the high amount of aid spent on scholarships, which is being counted as official aid via imputed student costs. An astonishing 40% of Japan's total aid for education in 2010 is estimated to have been spent on scholarships for students studying in Japan.



General aid trends

Japan has one of the lowest percentages of aid to GNI in the world at 0.18% in 2011. This placed Japan 21st out of the then 23 members of the OECD Development Assistance Committee (DAC)¹⁰⁵. The share of aid as a percentage of GNI is dramatically below the global target of 0.7%. Aid has hovered stubbornly around this low threshold for a number of years, with the government citing their lack of progress on the stagnating Japanese economy and accumulated fiscal debt since 2005.

Things do not look likely to improve in the coming years. The Liberal Democratic Party won a lower house majority at the general election held in December 2012. The party is very domestically focused and less supportive of foreign aid, so it is highly unlikely that aid spending will increase in the coming years.

The top 10 recipient countries of Japanese aid, in descending order are: Indonesia, India, Vietnam, China, the Philippines, Turkey, Afghanistan, Sri Lanka, Pakistan and Peru. The top five countries received 43% of the all aid, the top 10 received 56% and the top 20 received 66%¹⁰⁶.

Japan has a bad reputation – and deservedly so – on the quality of their aid spending. This is showing signs of improving, with Japan adopting their 'Action Plan for Implementing the Paris Declaration' in 2005. This has improved efforts to promote programme-based approaches, while more is starting to be channelled through multilateral mechanisms; traditionally bilateral aid has dominated Japan's overseas development assistance. However, only 6% of Japanese aid goes through budget support, which limits Japan's provision of support to recurrent expenditure in education including teachers' salaries. Finally, 94% of Japanese aid was untied in 2010 but this figure does not include technical cooperation and administrative costs; this is likely to be high in Japan's case, as a large amount of aid goes through technical cooperation.

Aid to education trends

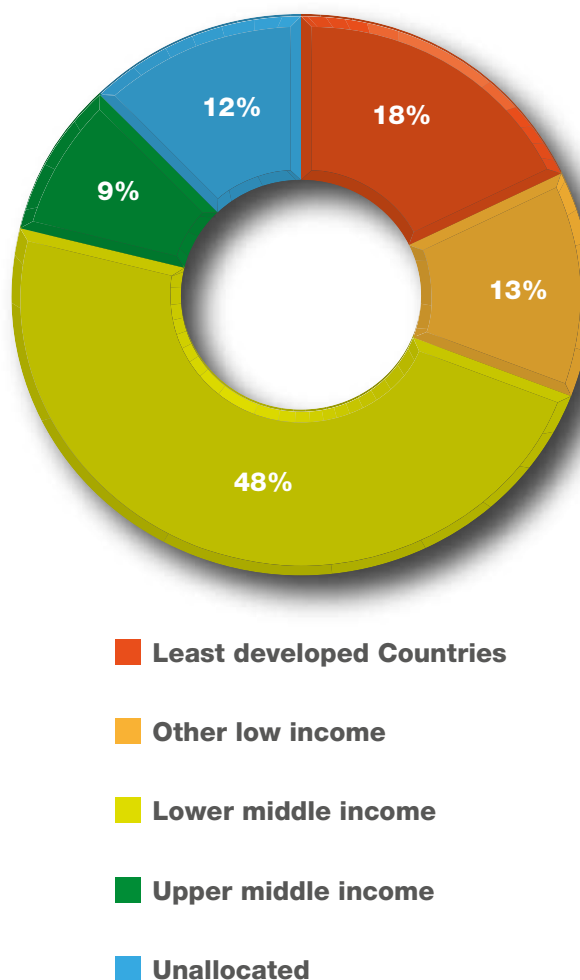
Japan's overall percentage of total aid spent on education is relatively high, at 9.33% in 2011; but the support to basic education within this is extremely low. This is because Japan's education aid budget is highly skewed towards post-secondary education, with half of the total education budget – 4.11% in 2011 – being spent on post-secondary levels. Aid to basic education is dramatically low, at 0.65% of total aid in 2011. In fact, the allocation to post-secondary education was around six times that for basic education in 2011. So, while overall percentages of aid to education appear quite large, there are very small contributions to basic education within this.

This trend towards spending more on post-secondary and less on basic education has actually been deepening. Japan also focuses on technical assistance in the training and vocational sector in many countries. Spending on this area is also larger than the amount allocated to basic education 2011.

One area of particular concern is that Japan massively inflates their overall figures on aid to education, due to the extraordinarily high levels of imputed student costs being counted as aid to education, which also accounts for the high spending on post-secondary education.

According to UNESCO's EFA Global Monitoring Report 2012, 40% of Japan's direct aid to education in 2010 went to scholarships for students studying in Japan. The report estimated that the cost for one Nepalese student studying in Japan could have ensured access to secondary education for 299 young people in Nepal.

Graph J1: Country income groups' share of Japan's gross bilateral ODA, 2009-2010 average

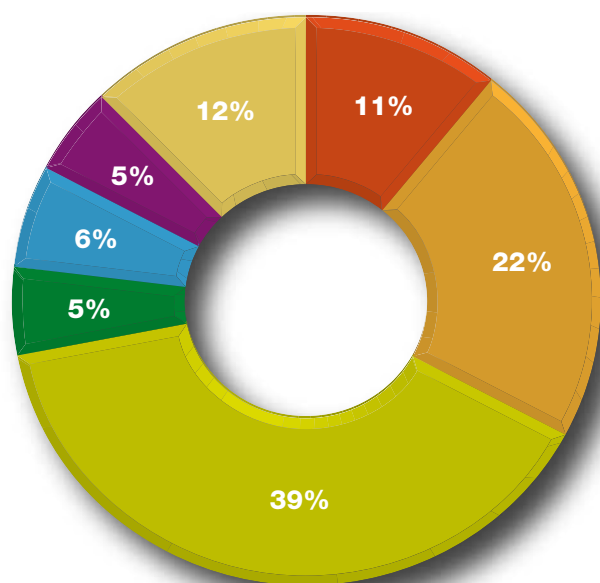


Not only does Japan's aid to education have very little focus on supporting basic education, it also has a relatively small focus on low-income countries, with middle-income countries getting the greatest share (see graph J1). Middle-income countries currently get 57% of education aid. In recent years, however, Japan has begun to pay more attention to low-income countries, which now receive 31% of education aid.

In geographic terms, Japan's aid focuses on Asia and the Pacific region, mainly due to geographical and economic ties with Asian countries and the history of Japan's aid, which started with compensation to former occupied countries before and during the Second World War, including China and Indonesia (see graph J2 for more information on regional allocations).

Japan is currently a Global Partnership for Education (GPE) board member, with an education policy supportive of the GPE. However, only US \$5.4 million was contributed to the GPE fund in 2011 and in 2012. So, while the education strategy is supportive of the GPE, this isn't being matched through funding activities.

Graph J2: Regional allocation of Japan's gross bilateral ODA, 2009-2010 average



- **South and central Asia**
- **Other Asia and Oceania**
- **Middle East and North Africa**
- **Latin America and Caribbean**
- **Europe**
- **Unspecified**

Education sector strategy and framework

Japan announced Japan's Education Cooperation Policy 2011-2015 in 2010, which includes the quality of education, technical and vocational training, higher education and education in fragile states as focus areas¹⁰⁷.

Unfortunately, this policy lacks any measurable targets, so there are no indicators against which the government can track progress and civil society can hold them accountable. For example, gender and inclusion of vulnerable and marginalised populations are mentioned as one of the three guiding principles of the education policy, but there are no indicators to measure the achievements of this principle and there are no indicators to measure how many or what kinds of marginalised populations are supported by Japanese aid to education.

In the areas of early childhood care and education, girls' education, teacher training, and the inclusion of vulnerable and marginalised groups, the education cooperation policy simply makes reference to "strengthening cooperation with NGOs which implement non-formal education, childhood education and emergency education programmes", which does not really give a clear sense of strategy to guide interventions. Early childhood care is completely neglected by Japan. One of the guiding principles of the policy is "answering the needs of marginalised populations."

Conclusions and recommendations

Japanese aid to education is highly skewed towards higher education, with far too little support for basic education. Aid quality to education could also be significantly improved, as well as greater support given to the GPE.

Therefore, the GCE Japan (Japanese NGO Network for Education – JNNE) calls to the government are as follows:

- Aid to basic education is far too low – far below many other donor countries. At an absolute minimum, Japan should increase its average share of aid to early childhood education, primary education and basic adult life-skills from the current 0.81% to the DAC average for 2011 of 2.8%. This implies a more than three-fold increase in the share of Japanese ODA going to these levels of education.
- Japan needs to increase their allocation of education aid to low-income and fragile states from the current 31% to 49%, in keeping with the DAC average
- Japan needs to promote a greater mix of modalities in their aid giving, in order to improve the quality of aid; this would mean giving more budget support to countries where Japan currently provides more technical assistance.

The current contribution to the Global Partnership for Education fund is far too low: the Japanese government must massively increase their ambition and increase contributions by at least 10 times from the current \$5.4 million a year.

Japan donor profile data and statistical sources

Aid to education trends for Japan				
	2008	2009	2010	2011
Aid as a percentage of GNI	0.19	0.18	0.20	0.18
Total aid to education as a percentage of overall ODA	6.63	7.91	7.8	9.33
Aid to different education levels as a percentage of overall ODA				
Basic: early childhood education, primary education, and basic adult life-skills	1.26	0.47	0.86	0.65
Secondary Education	0.23	0.19	0.15	0.12
Post-secondary Education	5.15	4.80	4.61	4.11
Regional and income grouping breakdown of total aid to basic education				
Africa, Total	\$115.18	\$153.78	\$197.02	\$239.26
Americas, Total	\$27.05	\$17.12	\$29.94	\$24.09
Asia, Total	\$548.68	\$531.26	\$564.57	\$591.05
Low-income countries, Total	\$164.09	\$197.48	\$246.94	\$291.19
Middle-income countries, Total	\$555.39	\$523.82	\$556.18	\$584.98
Top 10 Recipient Countries of ODA¹⁰⁸	Indonesia, India, Vietnam, China, Philippines, Turkey, Afghanistan, Sri Lanka, Pakistan, Peru			

Notes

- Data is extracted from the OECD Credit Reporting System: all developing countries, ODA, all channels, all types. Accessed June 2013.
- The data is based on constant figures in 2011 US \$ millions.
- All data is calculated using disbursements.
- Note that the top 10 recipients of aid is for all aid and not only aid to education (like most other profiles).

Country profile: The Netherlands



Summary

The Netherlands has traditionally given substantial overall contributions of aid; for more than 30 years they have consistently met the target of allocating 0.7% of GNI to aid.

Between 2002 and 2010, education was a major priority for the Dutch government, with the Netherlands becoming a recognised global leader in championing and investing in education. This led to the Netherlands becoming the second biggest bilateral donor to basic education in 2008.

In just a few short years, this situation has changed dramatically. A change of priorities in development cooperation has devastated support to education – and will eventually wipe it out almost completely. The Netherlands has plummeted from being the second

biggest donor supporting basic education to the eighth, after massive cuts to education budgets. Between 2010 and 2011, there was a 25% reduction in aid to basic education. Predicted spending by the Dutch government from 2010 to 2014 on aid to education shows that there will be a 75% reduction from 2010 to 2014. By 2017 there will be a phasing-out of almost all education aid.

General aid trends

Traditionally the Netherlands has been a high performing donor country, well exceeding the international commitment of providing 0.7% of GNI as aid. At the end of 2010, however, a 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 0.7% in 2012.

Things are set to get worse in the future, with the current government announcing they will no longer maintain the 0.7% target for aid. As part of overall government budget cuts, the development budget will be gradually decreased by €1 billion between 2014 and 2017. This will bring aid as a percentage of GNI below 0.7% for the first time since 1975.

The first reduction in aid in 2011 was accompanied by a decrease - from 33 to 16 - in the number of 'partner countries' benefiting from bilateral aid. There is currently a gradual phasing out of bilateral aid to these countries, which is scheduled to be finalised by 2015.

While education aid – as well as health aid – was de-prioritized, 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. There has been a significant shift in the overall strategy and focus for aid towards promoting economic development and fair trade – especially in middle-income countries – and away from supporting social sectors. As part of this approach, a major role is foreseen for the private sector and for aid to also advance Dutch economic and trade concerns.

Since the second half of 2012, the Minister for Foreign Trade and Development Cooperation -combining what had previously been two Ministries - is now situated within the Foreign Ministry, symbolic of a general shift towards promoting 'aid for trade'. The Dutch government states that this will encourage a strong emphasis on policy coherence, and that the Netherlands will continue its role in promoting and implementing the aid effectiveness agenda. However, the strong focus on private sector involvement runs the risk of making aid increasingly tied, something that Dutch NGOs will continue to monitor.

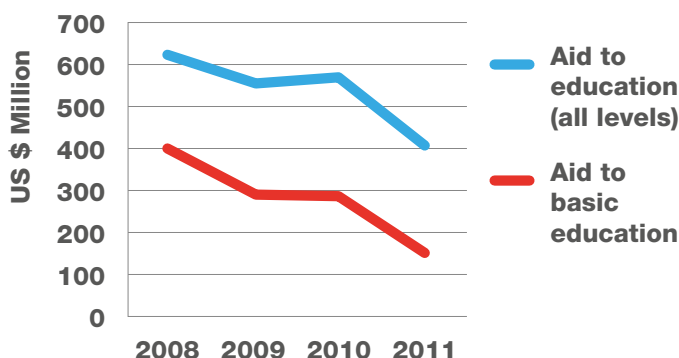
Aid to education trends

The combination of the reduction in aid spending and the shift in strategic focus has had a particularly devastating impact on Dutch aid to education.

From 2001 until 2011, basic education was a high priority for Dutch development cooperation. In 2001, the Netherlands parliament passed a motion to increase aid expenditure for basic education to 15% of Dutch aid overall. This implied a phenomenal level of support for basic education in the developing world, and led to a sharp increase in investments in basic education from US \$285 million in 2002 to US \$601 million in 2007, accounting for 5% of total ODA in 2002 and 9% in 2007.

The aim to invest 15% of aid in basic education was abandoned after 2007. Despite the downward trend, US \$282 million, 5.37% of the total, was invested in basic education aid in 2010. By 2011, the following year, the de-prioritisation of education almost halved this aid to US \$148 million, just 3.2%.

Graph N1: Aid to education (all levels & basic) trends 2008-2011



Source: All figures taken from OECD DAC (2011 constant prices)

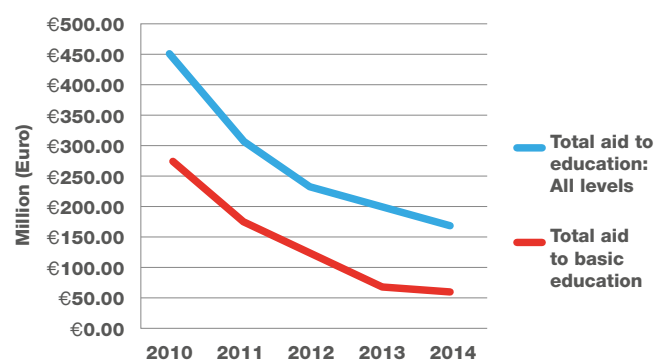
These reductions have moved the Dutch government from its position as the second-largest basic education bilateral donor in 2008 to eighth in 2011. Dutch aid cuts have had a knock-on effect on total global support to education according to UNESCO, with aid to basic education plummeting by a staggering 25% in this one year alone¹⁰⁹.

Predicted spending by the Dutch government from 2010 to 2014 on aid to education reveals that even bigger cuts are in the pipeline, with a 75% reduction planned from 2010 to 2014¹¹⁰.

Table N1: Funding Trends for Education 2010-2014 (€ Millions¹¹¹)

	2010	2011	2012	2013	2014
Total ODA (All sectors, including multilateral and bilateral aid)¹¹²	€4,750.60	€4,521.90	€4,243.80	€4,202.80	€3,754.00
Total (planned) disbursements of aid to education¹¹³	€444.00	€308.00	€229.00	€196.00	¹¹⁴ €102.00
Total (planned) disbursements of bilateral aid to education¹¹⁵	€271.00	€175.00	€113.00	€69.00	€38.00

Graph N2: Aid to education predicted spend: 2010-14



Source: Ministry of Foreign Affairs, Donor Information for GPE survey

It is also worth noting that the figures in the table above for 2014 are already outdated. According to the recently adopted new policy for Foreign Trade and Development Cooperation 2014-2017, education aid will be further cut by €65million in 2014, compared to the previous predicted cuts by the last government. The total

reduction of the aid budget for education will fall by another €125 million in 2017. Taken together, this means that by 2017 only a small budget of about €40 million for education aid will remain¹¹⁶. This will mainly be invested in universities in the Netherlands, for scholarship programmes for students from developing countries and some innovation and research programmes. In 2014 and 2015, the largest part of Dutch education aid will be spent on secondary and higher 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' (FTI), the Netherlands has always been a strong supporter and major contributor to the GPE. The Netherlands has been a critical but loyal partner of the reform process of the FTI/GPE, and has lent full support to GPE policy and priorities.

In 2011, the former government made a commitment to contribute €80 million a year over four years (2011 through 2014) to the 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 has been safeguarded from the drastic cuts happening in other parts of bilateral spending. The Netherlands should continue this support with a robust contribution to the GPE after 2014, which would require a shift from current trends and plans.

Education sector focus and priorities

Although the Netherlands still contributes considerably to education programmes - mainly through multilateral channels - education only plays a minor role in the current Netherlands development cooperation policy. Since 2011, bilateral support for basic education programmes in the former 'partner countries' has been and continues to be phased out, transferred to national governments or to other donors. Bilateral education aid will be terminated in Burkina Faso and Zambia in 2013, in Bolivia in 2014 and in Pakistan in 2015.

In the current development cooperation policy, the remaining bilateral education aid is instrumental in achieving results in other priority areas focused on technical and vocational training and higher education, such as 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. As part of the priority Security and Rule of Law, substantial support is given to a UNICEF programme, Education and Peace-building, in 13 countries (total commitment of €20 million for 2012-2015). However, except with regard to Security and Rule of Law, education is barely mentioned in the strategy papers for these priorities, and no indicators have been developed to measure performance for these activities.

Conclusions and recommendations

GCE Netherlands has identified three priority areas for action by the Dutch government:

1. Secure substantial budgets for technical and vocational training to achieve results in priority areas: peace and security; food security; water; and SRHR and women's rights.

- Given the fact that education is a prerequisite to all other development goals, it is a crucial success factor in achieving results in the priority areas and should be treated as such.

2. Sustain support to GPE after 2014.

- Given the important role of GPE as an alternative for terminated Dutch bilateral aid for education, it is absolutely vital for the Netherlands to give robust support to the GPE in the funding round after 2014.

3. Demonstrate a strong Netherlands stance for education as a priority in EU aid and the post-2015 agenda, and promote measures to increase domestic tax revenues in developing countries, including:

- Now that the Dutch government is phasing out its direct support to education, it is even more important that it advocates for funding for MDGs 2 and 3 of the EFA-goals through other channels, and especially the EU.
- The Netherlands' new 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 FTT)
- 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 not given any indication of how the Netherlands would contribute to this part of the post-2015 agenda, given that most support for social sectors is being phased out. They need to outline how they will play this role. Furthermore, the Netherlands' strong historical role and experience in international development cooperation makes it important for it to play an active role in the post-2015 agenda.

Netherlands donor profile data and statistical sources

Aid to education trends for the Netherlands				
	2008	2009	2010	2011
Aid as a percentage of GNI	0.81%	0.82%	0.80%	0.75%
Total aid to education as a percentage of overall ODA	11.43%	10.99%	10.77%	9.02%
Aid as a total to different education levels as a percentage of overall ODA				
Basic education: early childhood education, primary education & basic adult life skills	7.23%	5.72%	5.37%	3.27%
Secondary Education	0.47%	0.58%	0.60%	0.29%
Post-Secondary Education	2.43%	3.11%	3.32%	2.98%
Regional and income grouping breakdown of total aid to basic education US \$ m				
Africa, Total	\$205.773	\$145.985	\$106.835	\$49.805
Americas, Total	\$25.929	\$18.072	\$12.412	\$1.671
Asia, Total	\$95.869	\$53.106	\$54.183	\$48.786
Low-income countries, Total	\$222.874	\$130.429	\$116.637	\$47.958
Middle-income countries, Total	\$100.231	\$62.080	\$41.805	\$40.437
		\$20.644	\$11.567	\$7.934

Notes

- Data is extracted from the OECD Credit Reporting System: all developing countries, ODA, all channels, all types. Accessed June 2013.
- The data is based on constant figures in 2011 US \$ millions.
- All data is calculated using disbursements.

Country Profile: Republic of Ireland



Summary

The Republic of Ireland is committed to raising its overall aid budget to 0.7% of GNI by 2015. However, following the global financial crisis, Ireland sank into deep recession, and has been slashing government budgets in a severe round of austerity measures. The aid budget has been one of the many casualties of this process, leading to large cuts in aid spending. This has resulted in substantial cuts in aid to education.

That said, Ireland has maintained a focus on supporting children in the poorest countries to get a good quality basic education, with almost all of basic education spending directed at Africa: 70% of all education aid is going to the continent. The government of Ireland should be given credit for ensuring that in these difficult economic times, and with severely squeezed aid budgets, its commitments towards basic education within Africa have remained relatively stable.

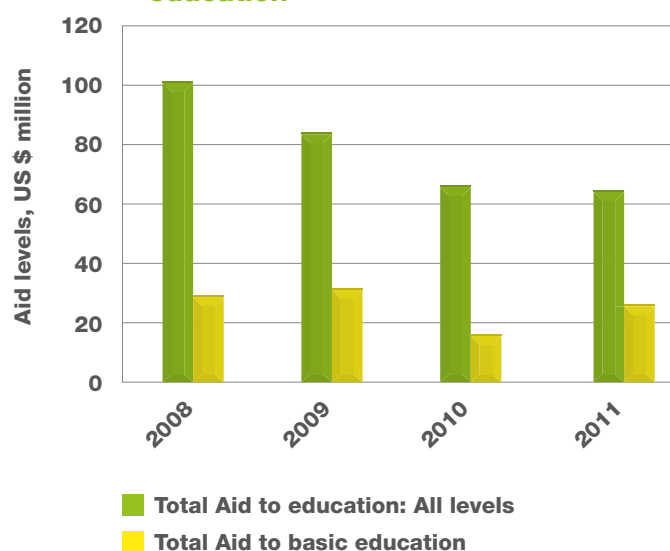
General aid trends

Until very recently, the Republic of Ireland has been a good performer in pledges and delivery of aid. In 2000, Ireland committed to reaching the UN target for spending 0.7% of GNI on aid by 2007. This target was later shifted to 2015. In terms of level of ambition, this put Ireland way ahead of many of its European counterparts. However, following the global financial crisis, Ireland sank into deep recession, and has been slashing government budgets in a severe round of austerity measures since then. The aid budget has been one of the many casualties of this process.

Official figures from the OECD published in April 2013 showed that Ireland reduced its spending on aid by 5.8% in 2012 alone. This was on top of government cuts of 3.1% in 2011. Over the period 2008 to 2012, the Irish aid budget has been reduced by a total of 32%. However, in spite of these cuts, Ireland has managed to keep around 0.5% of GNI going to aid: in 2013, aid stood at 0.48% of GNI, (€622 million) which is still far above the level achieved by many other donor countries¹¹⁷. Official government policy has stuck to its commitment to reach the UN target by 2015 at the latest, although this is looking extremely unlikely.

Ireland's aid is often credited with being particularly high in terms of its quality, with a small proportion being 'tied' or 'inflated' aid¹¹⁸. Ireland's aid also tends to focus heavily on supporting some of the world's poorest countries, with almost 90% of Ireland's bilateral aid going to sub-Saharan Africa¹¹⁹. Ireland has an approach of focusing its aid resources in nine 'partner countries': Ethiopia, Lesotho, Malawi, Mozambique, Tanzania, Timor Leste, Uganda, Zambia and Vietnam.

Graph I1: Irish aid to education & aid to basic education



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 programme, this led to significant levels of Ireland's aid being channelled towards education. However, as a result of the overall reductions in the aid budget, there was a 60% decrease in aid to education from 2008 and 2011.

Yet in spite of cuts in aid budgets it is notable that, as a percentage of overall ODA, aid to education has remained relatively stable – reducing only slightly over the period 2008 to 2011 from nearly 9% to around 7% - suggesting that education has remained an important focus for Irish aid, even if the total financing envelope is shrinking.

Encouragingly, aid to basic education in low-income countries has not taken as big a hit as other areas and has remained fairly steady overall from 2008 (US \$29 million) to 2011 (US \$26 million). While cuts have been made elsewhere, aid to basic education in low-income countries has been shielded from these (see graph I1). This builds on a traditional focus on supporting low-income countries in basic education. The Irish government estimates that they spend around 70% of all expenditure on education in partner countries in sub-Saharan Africa¹²⁰. This rises to as much as 90% in basic education. This is considerably higher than many other donors.

The government of Ireland should be given credit for ensuring that in these difficult economic times, and with overall aid budgets getting severely squeezed, their commitments towards supporting good quality basic education for children in the poorest countries has remained relatively unchanged overall.

Ireland has given solid support to the Global Partnership for Education (GPE), pledging €3.95 million to the Global Partnership for the period of 2011 to 2014. Ireland also pledged to ensure that over 50% of Ireland's aid-to-education budget is channelled directly to four GPE developing-country partners: Lesotho, Mozambique, Uganda and Zambia.

Education sector strategy and framework

Ireland's support to education is guided by Irish Aid's 2008 Education Policy. The policy has a strong focus on supporting education and the achievement of Millennium Development Goal 2, on universal primary education. The strategy focuses on the following three areas:

- 1. Strengthening national education systems for pro-poor service delivery**
- 2. Accelerating progress towards universal access and equity in education**
- 3. Promoting significant improvements in the quality of education.**

The main emphasis is on the provision of high quality primary education in developing countries, especially for marginalised and vulnerable children who are out of school. There is a strong focus on supporting national systems as a means of achieving universal primary education, with an emphasis on supporting governments to deliver well-functioning comprehensive education systems – seeing this as the key mechanism to support governments to meet their commitments to providing quality education for all. Given this focus, aid tends to be delivered to support partner countries' own priorities and plans. Direct assistance to the education sectors of four countries - Uganda, Mozambique, Lesotho and Zambia – is directed to building their capacity to deliver effective education services for all.

The education sector strategy also outlines a number of key focus areas. In terms of the commitment to improving the quality of education, the strategy references support to teacher education,

curriculum development and better systems of assessment. It is of course important – and necessary to success – that all these strategies are developed in consultation with teachers as key stakeholders. Finally, there is also a strong focus on meeting the needs of girls and young women, in particular, within the strategic focus on access and equity¹²¹.

Conclusion and recommendations

Given Ireland's track record of supporting aid to education, and supporting high-quality spending, GCE knows that any increases in Ireland's overall aid will support millions of children to go to school in some of the world's poorest countries. Therefore, GCE calls on the Irish government to meet their commitment to the overall goal for 0.7% by:

- Maintaining and making progress towards the 0.7% ODA target of GNI by 2015.
- Formulating a strategy and setting interim targets for its achievement of the 0.7% level.

It is also important that education aid spending is targeted to ensure the most impact. GCE Ireland recommends the following:

- Continue to focus on education – especially basic education - combined with targeted investment in the education sector.
 - Demonstrate continued political commitment to Education For All by making education a central policy area in its future aid policy. This would send a strong message to both the programme countries and to the broader international community of the importance of investing in education as a means of achieving other development goals.
 - Ireland can also demonstrate its support for education by continued support for the Global Partnership for Education. Ireland should deliver on its GPE pledge and make new commitments in the 2014 GPE replenishment round.
 - It is essential to be accountable for commitments: each commitment to education should have clear targets, expected outcomes, indicators and allocated budget.
 - Continue to support country-led education planning and to strengthen national systems of educational planning based in particular on improved financial planning systems¹²².
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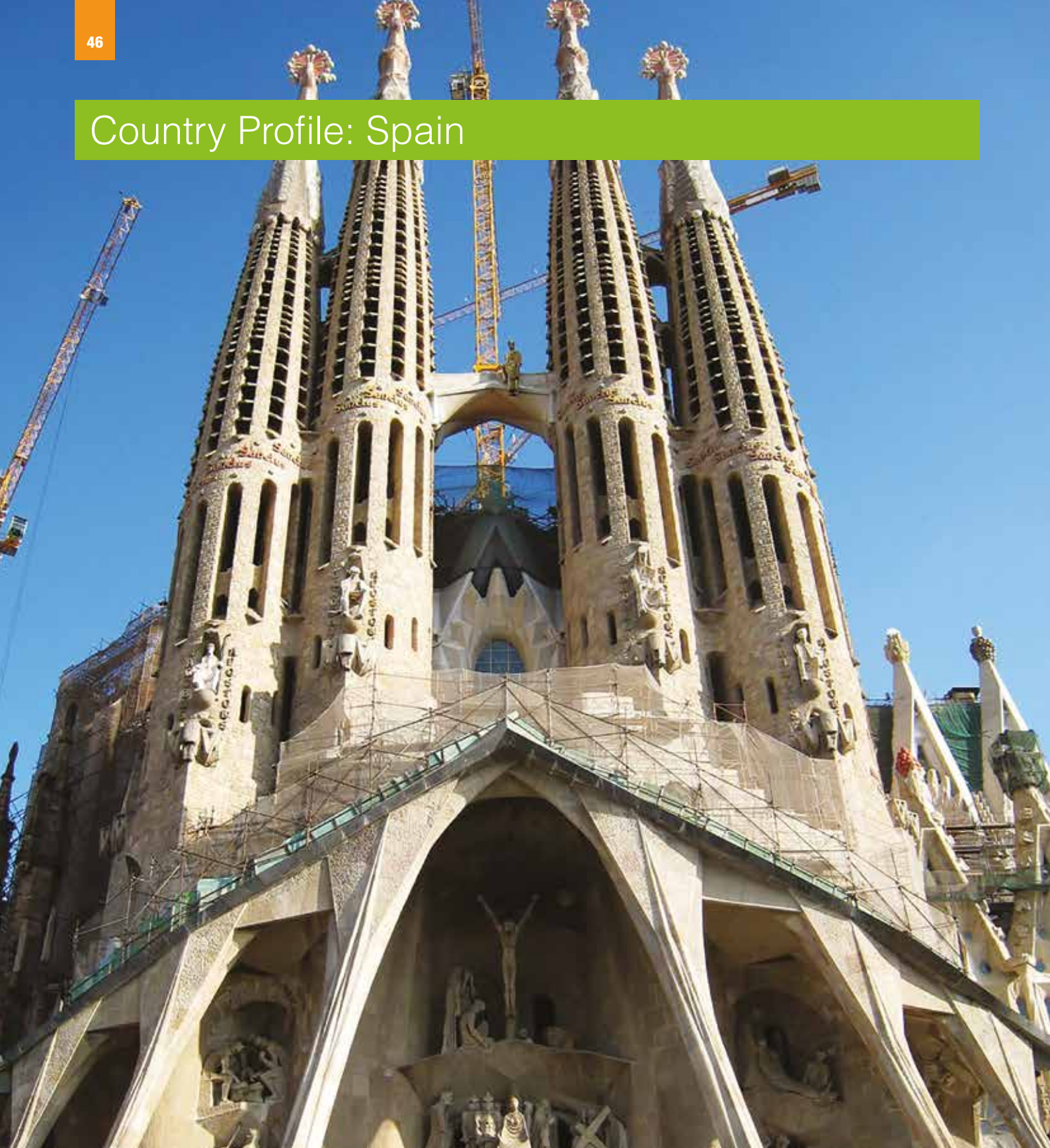
Ireland's donor profile data and statistical sources

Aid to education trends for Ireland				
	2008	2009	2010	2011
Aid as a percentage of GNI	0.59%	0.54%	0.52%	0.51%
Total aid to education as a percentage of overall ODA	8.7%	8.7%	7.2%	7.2%
Aid to different education levels as a percentage of overall ODA				
Basic education (early childhood, primary and basic adult life-skills)	2.4%	3.1%	1.6%	2.9%
Secondary Education	0.8%	0.6%	0.3%	0.4%
Post-secondary Education	0.3%	0.3%	0.3%	0.4%
Regional and income grouping breakdown of total aid to basic education				
Africa, Total	19.39	22.79	7.79	18.76
America, Total	1.77	3.78	1.01	0.97
Asia, Total	1.30	4.36	0.98	0.53
Low-income countries, Total	12.47	15.99	6.21	16.63
Middle-income countries, Total	2.74	1.78	1.94	1.98

Notes

- Data is extracted from the OECD Credit Reporting System: all developing countries, ODA, all channels, all types. Accessed June 2013.
- The data is based on constant figures in 2011 US \$ millions.
- All data is calculated using disbursements.

Country Profile: Spain



Summary

Spain has been one of the countries hit hardest during the Eurozone crisis. Against a backdrop of long-term economic crisis, enforced austerity measures and political unrest, huge cuts have been made in Spanish aid. As a result, latest OECD figures suggest that Spain has cut aid by more than 40% between 2010 and 2012.

The dramatic slashing of aid budgets is likely to have a profound impact on the amount of aid available for spending on education. Even before these cuts, Spanish support to education was falling: funds for supporting basic services in the developing world dropped by 15% of total aid expenditure from 2007 to 2010. UNESCO has predicted that Spain will lose its previous ranking in the top ten biggest donors to basic education,

dropping to 16th place between 2010 and 2013.

The trends in spending across regions and low-income countries are also a cause for concern. From 2007 to 2010, the amount of Spanish aid spent on low-income countries fell by 77%, and aid to basic education in Africa dropped by 80%.

General aid trends

Spain has been one of the countries hit hardest during the Eurozone crisis. Against a backdrop of long-term economic crisis, enforced austerity measures and political unrest, Spain has made huge cuts to its aid budget.

Recent data has shown that overall aid across all donors has decreased in recent years, with cuts in aid two years in a row. But cuts in Spain have been more dramatic than any other donor country. Latest OECD figures suggest that Spain has cut aid by a massive 40% between 2010 and 2012¹²³.

Clearly, with such dramatic cuts, there is no hope of Spain reaching the EU-wide target of spending 0.7% of GNI on aid by 2015. Latest figures suggest that Spain is currently spending 0.23% of GNI on aid.

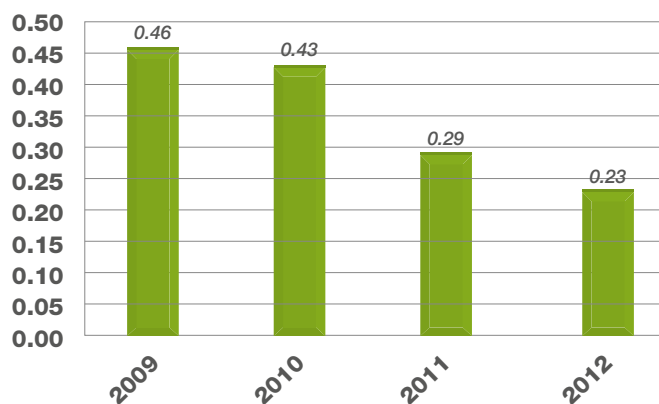
In 2012, the Spanish government also introduced a 'Master Plan 2013-2016' in which they planned to close half of all development programmes, leaving open operations in only 23 countries¹²⁴.

Aid to education trends

The dramatic slashing of budgets in 2012 is likely to have a profound impact on the amount of aid available for spending on education. Data for education aid spending in 2012 is not yet available so much of the worst impact is yet to be seen. However, recent spending trends are indicative of the likely impact on aid to education.

Spanish aid for basic social services remained high for a good part of the last decade, with more than 25% of all aid being spent in 2008 on social services (including education and health). By 2010,

Graph S1: Spanish aid as a percentage of GNI: 2009-2012



funding for basic social services was severely curtailed, with this dropping to 15% of total Spanish aid. A comparison of Spain's aid in 2010 compared to the average Spanish contributions in 2007 to 2009 reveals that funding decreased for every basic social service; for instance, education saw a €5 million cut and health an €8 million cut¹²⁵.

This means that aid to education – as with other basic services – was already reducing even before overall aid cuts took place. It is therefore likely that new aid trends will lead to even more drastic cuts to education. UNESCO has predicted that Spain will drop from its previous position as one of the top ten biggest donors to both basic education and education overall, to 16th place between 2010 and 2013. UNESCO estimates that aid to basic education will have shrunk almost three-fold between 2008 and 2013, from US \$246 million in 2008 to just US \$94 million in 2013¹²⁶.

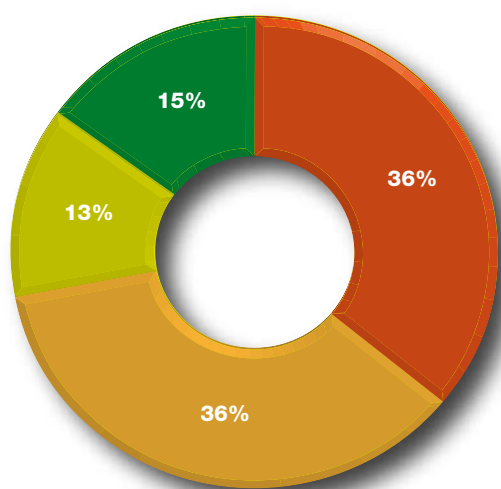
This is particularly worrying given that, prior to these cuts, Spain had been gradually improving its record on aid to education. Between 2007 and 2010, Spanish aid to education focused on basic education. For the first time in history, more funds were allocated to basic education than higher education. During this period, the share of basic education in total bilateral aid was on average 3.4%; although this is still below the recommended allocation, the trend was at least moving in the right direction.

The trends in spending allocated to low-income regions and countries are also a cause for concern. From 2007 through to 2010, the amount of Spanish aid focused on low-income countries fell by 77%, while aid to basic education in Africa dropped by 80% (see graph S3 below). More programme closures in specific countries are also scheduled. The UNESCO Global Monitoring Report identifies the impact that these cuts would have on these seven low-income countries in terms of the number of school children whose primary school education was being paid for by their aid. It found that the reduction in Spain's aid could mean that around 97,000 children will no longer have the chance to go to school¹²⁷.

The combination of massive reductions in aid, declining support to education and the closing of operations in a number of African countries will further deepen these worrying trends.

Finally, there has been a worrying lack of attention paid to all the other goals established in the Education for All Action Framework ratified in Dakar. Between 2007 and 2010, 5.7% of bilateral aid

Graph S2: Spanish aid to education expenditure for different education levels (2010)



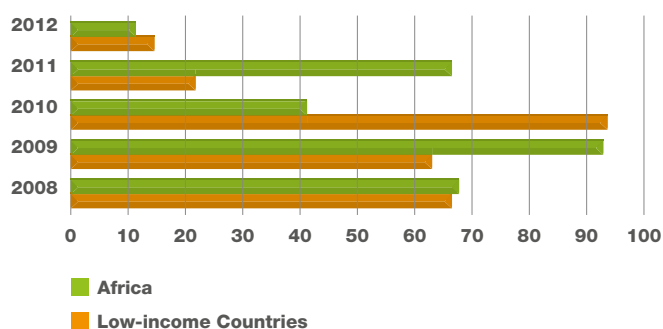
- Education Level Unspecified
- Primary Education
- Secondary Education
- Post-Secondary Education

for education (€17 million on average) went to basic training for youths and adults, three times less than higher education. Early childhood education continues to lack the support envisaged in Spain's Aid Strategy for Education. Between 2007 and 2010, only € million on average was allocated to early childhood education (barely 1% of bilateral aid for education), 16 times less than higher education.

Support to the Global Partnership for Education (GPE)

In recent years, Spain has played a greater role in the Global Partnership for Education (GPE) and reached levels of financial support which made them the third biggest donor. But its aid cuts are having a significant impact on this support. Over the period 2004 to 2010, Spain made contributions of US \$326 million. By contrast, in the 2011 pledging conference Spain committed a hugely reduced amount of US \$28 million for the period 2011 to 2014.

Graph S3: Trends in Spanish aid to basic education



Recommendations and conclusions

GCE Spain (Campaña Mundial por la Educación España – CME España) is very concerned about recent overall cuts in aid and trends in spending on education. Undoubtedly, the current round of aid cuts is going to further eat into the financing available to support children realising their right to education across the developing world. Furthermore, if recent aid trends are anything to go by, cuts in support to basic education in Africa - the continent with the most need - and to low-income countries are likely.

GCE Spain therefore calls on the Spanish government to focus on the following areas:

- ODA funding and quality: the State Covenant against Poverty and several provincial agreements against poverty signed by all parties in Parliament underline the need to allocate 0.7% of GDP to Official Development Aid (ODA). It is essential to prevent further ODA cuts and to commit once again to the 0.7% target.
- Ways to increase funding
 - Put an end to disproportionate cuts in ODA budget allocations.
 - Reinforce a management scheme to improve alignment with partner countries.
 - Implement innovative financing mechanisms, e.g. additional fees on financial transactions.
- There is also a need to improve the quality of aid. This can be done by:
 - Streamlining ODA-related institutional structures.
 - Improving and streamlining the management of instruments.
 - Human resources should be adequate in number, motivated and specialised.
 - Improve assessment-based learning system for the Spanish aid system.
 - Increase transparency and accountability.
 - Prioritize least developed countries (LDCs) and those traditionally linked to Spanish aid programmes which have provided valuable experiences in the past: adapting instruments and priorities to the specific context of each partner country.
- Commit at least 8% of aid to basic education. Education is the best weapon to fight inequality and promote the rights of impoverished populations. Keeping the commitment to primary education means fulfilling all international agreements on matters related to education contained in the Education for All and the Dakar Framework for Action signed in 2000 (ratified by Spain) and the Millennium Development Goals.
- Consolidate the efforts undertaken so far in the education sector. Spain is a specialized actor and should keep supporting specific instruments such as the Global Partnership for Education, sectoral boards, debt swaps or budget support.
- Increase ODA funds for basic education, which today are less than half (3.4%) the 8% target as set out in the two legislative proposals ratified by the Spanish Parliament.
- Quality and Equity: Spain's ODA should support and promote among other things: a debate on equality, inclusion and quality in national educational plans; research and studies that may provide relevant data for assessment; training and motivating teachers; and providing learning environments that are appropriate, accessible and safe.

Spain donor profile data and statistical sources

Aid to education trends for Spain in €millions¹²⁸					
	2007	2008	2009	2010	
Total gross ODA	3914.62	4944.78	5015.30	4769.06	
Total aid to education as a percentage of overall ODA	8.2%	8.8%	6.9%	7.6%	
ODA by sub-sector (€m)					
Education level unspecified	100.10	140.53	99.81	129.47	
Primary education	114.32	144.10	139.88	130.93	
Secondary Education	43.66	60.79	56.75	48.89	
Post-Secondary Education	63.82	90.49	50.25	53.35	
Total gross education ODA	322.20	435.91	346.69	362.90	
Regional and income grouping breakdown of total aid to basic education in US\$¹²⁹					
	2007	2008	2009	2010	2011
Africa, Total	67.94	93.35	41.14	66.72	11.44
Americas, Total	35.97	46.53	42.50	39.16	18.42
Asia, Total	14.08	15.09	55.45	23.79	2.48
Low income countries, total	66.51	63.44	93.90	21.37	14.83
Middle income countries, total	16.02	23.90	16.29	10.96	6.03

Notes

- Data for the analysis of total percentage of aid to education and by level of education is based on a detailed national level analysis carried out by Entreculturas, Alboan & Fundación Etea. Available here http://www.entreculturas.org/files/documentos/estudios_e_informes/InformeAOD_2012.pdf.
- The above research covers the years 2007-2010, hence this covers slightly different years to other donor country profiles. All data here is also in € millions.
- These two data-sets are referenced in the above table.
- Data for the regional breakdown of basic education expenditure is based on OECD DAC reporting and is in constant US \$, 2011 prices.

Country Profile: United Kingdom



Summary

The UK is one of the biggest donors to education and plays a key role both bilaterally and within multilateral donor organisations such as the Global Partnership for Education and the World Bank. In March 2013, the UK government confirmed plans to achieve the target of spending 0.7% of Gross National Income (GNI) on overseas aid. They are the first G8 country to meet this historic global target, and they have remained steadfast in spite of the current financial climate and pressure from some parts of the UK political and media establishment.

The UK government has continued to increase their contributions towards education. Total aid to education - across all levels of education - has risen steadily from around 9% in 2008 to 12% in 2011, according to the analysis carried out by the Global Campaign for Education UK. Aid to basic education in 2011 was a very healthy 8% - far above the level of many other donors.

General aid trends

In spite of continuing economic troubles, the UK has bucked the general donor trends of shrinking or freezing aid budgets. In 2013, the UK coalition government will meet the long-standing commitment to spend 0.7% of GNI on overseas aid. By so doing, the UK becomes the first member of the G8 group of rich countries to meet the long-standing UN target, joining a select group of countries – Sweden, Norway, Luxembourg, Denmark and (for now) the Netherlands – who are already meeting or exceeding the pledge.

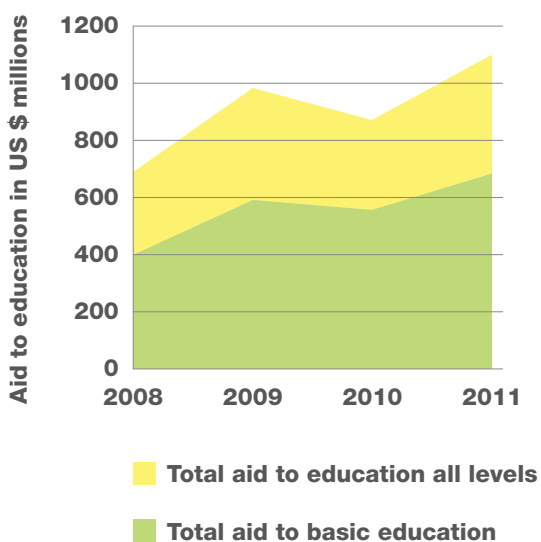
Spending plans were confirmed in the government's annual budget statement in March 2013, which means that the UK aid commitment should rise from 0.56% in 2012 to 0.7% of GNI over 2013¹³⁰. While the total money amount is lower than originally anticipated - due to lower than predicted economic growth - it still represents a substantial increase in aid. In the 2013 to 2014 financial year, there will be an increase of £2.9 billion, taking the total UK aid budget to £10.7 billion¹³¹. This major commitment deserves credit, particularly in the current financial climate, and with significant pressure on the government from parts of the media and their own political parties to slash aid budgets. The coalition government must now ensure that the 0.7% standard is retained in the future, by bringing forward legislation to enshrine the commitment into law, in order to hold all future administrations to this commitment.¹³²

The UK's leadership on international development is also reflected by the key role being played by Prime Minister David Cameron as a Co-Chair of the UN's High Level Panel on Post-2015 Development. It is vital that the UK remains committed to education aid, and uses its position to promote the education sector and encourage other donors towards sustained and increased commitment to achieving education for all.

Trends in aid to education

The UK government has a strong commitment to supporting education for children across the developing world, including in some of the poorest countries. This is evidenced through its aid spending.

Graph UK1: UK aid to education and basic education



The UK government has continued to increase its contributions to education. Total aid to education - across all levels of education - has risen steadily from around 9% in 2008 to 12% in 2011, according to the analysis carried out by the UK Global Campaign for Education coalition. Meanwhile, the UK continues to give a solid proportion of its aid to basic education, with this (including a share of general budget support) accounting for 8% of all aid in 2011¹³³. This is far above many other donors' contributions towards basic education. Recent cuts in education spending by other large donor countries – as outlined in this report – coupled with the UK's ongoing commitment, means that, on the latest figures¹³⁴, the UK is now the world's largest bilateral aid donor for basic education¹³⁵.

The UK government is committed to spending a total of £3.6 billion on education in the current strategy period from 2010 to 2014. According to the UK government's 'results-based framework' – which sets clear targets – the financial commitments made by the UK government over this period is set to support the following results:

- Over the last two years aid from Britain has supported 5.3 million children (2.5 million of them girls) to go to primary school.
- By 2015, a total of 9 million children will have been supported to go to primary school;
- By 2015, 190,000 teachers a year will be being trained
- By 2015 the UK will have supported 2 million children in lower secondary education of whom 700,000 will be girls.

The UK government also continues to give significant priority to countries most in need. Their aim is to align aid to low-income countries (such as Bangladesh, Afghanistan and DR Congo) and to countries which are furthest from meeting MDGs 2 and 3 (such as Nigeria and Pakistan).

Support to the Global Partnership for Education (GPE)

The Department for International Development (DfID) plays an important role within the Global Partnership for Education (GPE). They are committed to providing core funding, whilst also engaging on specific priority issues and using their influence from their position on the GPE Board.

In 2011, the government confirmed a pre-existing £70 million commitment and pledged an additional £150 million to the GPE; bringing total contributions up to £220 million.

New trends in aid

The UK government is keen to emphasise transparency and value for money to UK taxpayers, bringing in 'results-based' financing mechanisms and transparency measures across UK aid expenditure. There have been recent extensive bilateral and multilateral aid reviews. An update of the Multilateral Aid Review is currently underway, including multi-laterals relevant to education such as the Global Partnership for Education (GPE), the World Bank's International Development Association (IDA), and UNESCO.

For instance, the UK has stated they will review their spending based on GPE's performance and value for money. Analysis from DfID's Multilateral Aid Review (MAR) process will likely be prominent in this judgement; the most recent review rated the GPE as 'satisfactory' for organisational strengths and 'strong' in relation to the UK's specific aims and objectives. DfID noted

the importance of GPE as “the only significant pooled funding mechanism in education”. They are keen to see progress on GPE reform and noted that “though progress in the past was relatively slow, recent reforms have been extensive and demonstrate the serious commitment of management to improvement”¹³⁶. GCE UK is keen to see a strong continuing commitment to the GPE.

Under the current government, budget support has decreased as a means of delivering bilateral aid, dropping 20% in the 2010 to 2011 budget and 15% in 2011 to 2012 budget. This change has been linked to the ‘value-for-money’ and anti-corruption agendas.

The current government has also placed a high priority on engaging the private sector in international development. This is impacting on DfID’s education programmes, with support to “low-cost” private schools a particularly notable feature. DfID has recently started to invest in low-cost private education across four country programmes: Nigeria, India, Pakistan and Kenya. DfID argues that low-cost private schools are already a major part of the education landscape in these countries, and therefore support to improve them must be part of the solution to achieving education for all, alongside support to state education systems. GCE retains a strong commitment to free and public education as the best means to ensure equity and universal access. GCE UK has raised concerns about the impact of increased investment in private, paid-for education on equity and the marginalisation of the poorest and most vulnerable population groups.

Education sector strategy and framework

The UK government – through DfID’s education strategy - prioritises basic education, girls’ education, and conflict-affected and fragile states in particular. Girls’ education is a major priority for the UK, and in 2011 DfID launched a new Girls’ Educational Challenge Fund which will provide an additional £328 million (approx US \$495 million), aiming to help up to a million of the world’s poorest girls to have an opportunity to improve their lives through education.

DfID is increasingly focused on fragile and conflict-affected states, given their poor progress on the Millennium Development Goals, and this is reflected in their education focus. They have stated that they will spend around half of their direct education aid in fragile and conflict-affected states, and will aim to work with those governments to rebuild the capacity of ministries of education gradually, enabling them to pay teacher salaries, re-open schools and guarantee safe learning environments, particularly for girls.

DfID aims to train 190,000 teachers a year through their in-country programmes and additionally considers support for GPE and the World Bank’s IDA as a contribution to education system strengthening and teacher training. In Nigeria, Afghanistan, Ghana and Malawi, DfID is working to increase the number of female teachers, which has been proven to increase girls’ attendance and retention in school. In Sierra Leone, Sudan, Tanzania they are also working with Teaching Service Commissions and governments on professionalising teaching so that there are better incentives and career paths available for teachers.

DfID is currently supporting a range of research activities related to Early Childhood Development (ECD). In particular, they highlight their support to the Young Lives study of childhood poverty, involving 12,000 children in 4 countries over 15 years¹³⁷.

Conclusions and recommendations

GCE UK is advocating for the UK Government to continue to play a leading role in pressing for reform and strengthening of the GPE to effectively fulfil its vital role in galvanising resources and focus to achieve education for all before and after 2015. Fundamental to this is strengthening the GPE’s independence from the World Bank, and its capacity and governance. GCE UK will also be seeking a strong commitment from the UK Government at GPE’s next replenishment in 2014, to galvanise other donors.

GCE UK is calling on DfID to continue to play a leadership role on tackling educational inequality and the inclusion of marginalised groups. This can build on existing work such as the focus on supporting marginalised girls, but bring an even greater focus on ensuring more equitable schools systems which ensure that all marginalised groups are in school and receiving a quality education. One group that is of particular concern – and with which DfID is well placed to play a leadership role – is children with disabilities. Others groups which continue to be of major concern in many countries are those in rural areas and informal settlements, street children and ethnic and linguistic minorities.

GCE UK also calls for a similar approach to be adopted in the post-2015 development process. In March 2013, GCE UK launched a new report ‘No Child Forgotten: Education and Inequality Post-2015’¹³⁸ which advocated that post-2015 education goals should prioritise equity in education and focus on the most marginalised children who have been left behind by the MDGs. GCE UK called for progress against the new goals to be “disaggregated” so that success is measured in terms of reducing the inequalities in access to education and the quality of learning outcomes. Specifically, GCE UK urged that inequalities be measured against four main groups in a post-2015 framework:

- Girls compared with boys
- Children from the poorest households compared with those from the wealthiest households
- Children with disabilities compared with children without
- Children from urban areas compared with children from rural areas

Finally, GCE UK is also concerned about some of the recent trends in aid giving, particularly in terms of the developments towards supporting private education. GCE UK is monitoring these developments closely, and has raised concern about equity and whether investment in low cost private education will increase marginalisation of the poorest and most vulnerable population groups. GCE UK is urging the government to undertake careful analysis and evidence-gathering specifically to ensure that support to low-cost private schools does not negatively impact education equity.

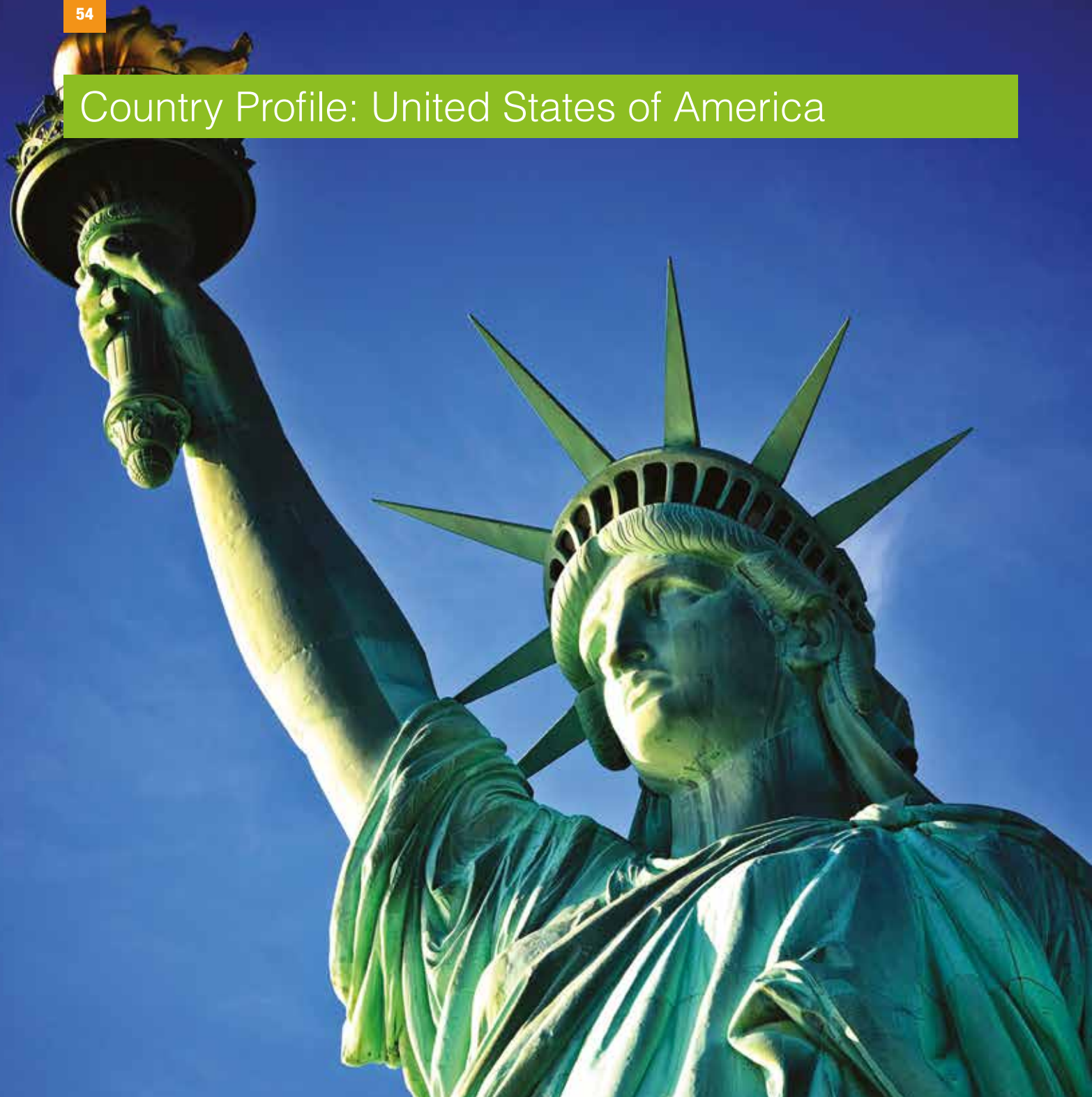
UK donor profile data and statistical sources

Aid to education trends for the United Kingdom				
	2008	2009	2010	2011
Aid as a percentage of GNI	0.43%	0.51%	0.57%	0.56%
Total aid to education¹³⁹	675.31	1000.19	939.11	1135.65
Total aid to education as a % of overall ODA¹⁴⁰	9.14%	12.15%	10.53%	12.83%
Aid to different education levels				
Percentage of total aid to basic education¹⁴¹	6.45%	7.75%	5.98%	8.05%
Total aid to basic education¹⁴²	476.42	637.95	532.77	709.55
Percentage of total aid to Secondary Education¹⁴³	0.08%	0.19%	0.63%	0.71%
Percentage of total aid to Post-Secondary Education¹⁴⁴	0.52%	0.76%	1.15%	0.86%
Total DfID bilateral education programme spend (USD millions - converted from GBP)¹⁴⁵	815.95	617.07	866.27	1002.55
Regional and income grouping breakdown of total aid to basic education				
**Total DfID bilateral education programme spend by region (USD millions converted from £GBP)¹⁴⁶				
Africa, Total	449.342	347.13	497.92	445.62
Americas, Total	3.06	3.07	27.25	3.96
Asia, Total	318.18	257.26	287.46	327.84
Total DfID bilateral education spend through Sector Budget Support USD millions converted from GBP)¹⁴⁷	Afghanistan, Pakistan, Jordan, Africa Regional (USAID), Indonesia, Liberia, Democratic Republic of Congo, Philippines, Namibia, West Bank and Gaza			
Largest Bilateral Education programmes (2011)	Bangladesh, Ethiopia, India, Nigeria, Pakistan, Tanzania			

Notes

- GCE UK data is all from the OECD databases. The different databases used for different calculations are noted in the footnotes, for ease of reference.
- The data is based on constant figures in 2011 US \$ millions. In some areas a conversion has been done from GB £ to US \$. This is also footnoted and referenced.
- All data is calculated using disbursements.
- Total aid to education calculated using GMR method: direct aid to education plus 20% of general budget support.
- Total aid to basic education is calculated using GMR method: direct aid to basic education, plus 10% of general budget support, plus 50% of education, 'level unspecified'.
- Aid to regional and income groups is calculated using total aid to basic education GMR method (as above).
- For more information on calculations, please see Annex 1.

Country Profile: United States of America



Summary

The United States has managed to maintain levels of overall spending on aid over the past four years of the Obama Administration, despite divided control of Congress and a push by some members of Congress for drastic spending cuts.

Aid to education has not fared quite so well, and has decreased from a high in 2009 of 2.42% of aid to 1.67% in 2011. This cut has been partly due to a lack of support within the Obama Administration for allocating aid to education, compared to other sectors. For several years in a row, the administration has proposed drastic cuts to the education aid budget, and only Congressional support for increasing aid to education has staved off those cuts. However, things are looking brighter, and the 2012-2013 budget had increases directed to education; this looks set to hold into 2014. Moreover, USAID has recently

elevated education to one of its 'core' objectives, so there could be more cause for optimism.

One notable area which stands out positively in the United States' aid to education spending patterns is that they devote a remarkably high level of their overall aid to education to basic education compared to other donors: around 80% of all aid to education supports basic education.

The United States made its first ever funding commitment to the Global Partnership for Education in 2011 – a significant move signalling greater support from the USA for more multilateral funding support to education.

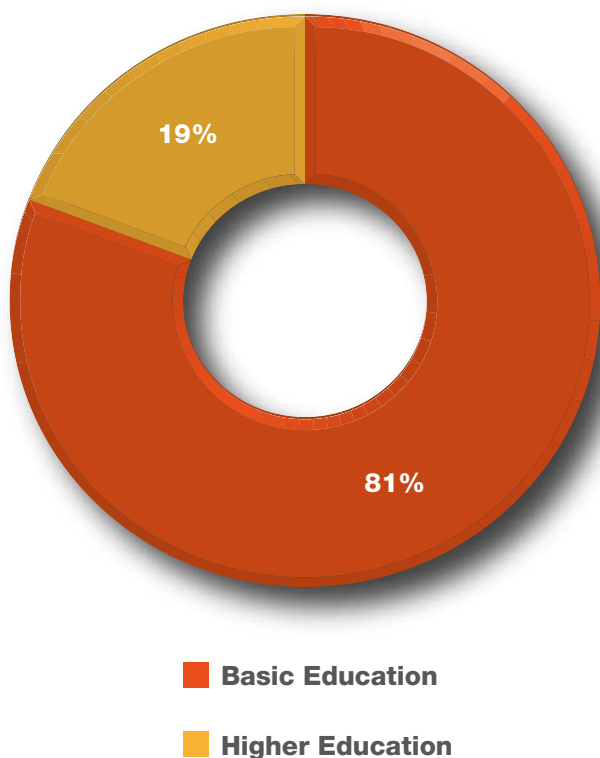
General aid trends

Total aid from the USA in 2010 was \$30.4 billion, which represented a \$1.5 billion or 5% increase compared with the revised 2009 level. This aid contribution was an all-time historical peak. Since then, the aid budget has been under constant threat, particularly as a result of the divided control of government between Democrats and Republicans and a push by some members of Congress for drastic spending cuts. In spite of the challenging political environment, the United States has managed to maintain levels of overall spending on aid over the past four years of the Obama Administration. In 2013, the international affairs budget was mostly spared from strong headwinds against growing the federal budget, despite the implementation of the ‘sequester’ deal, which brought in automatic spending cuts under a deal struck by President Obama and Congress.

The US is by far the largest bilateral aid donor in the world, which is understandable given the size of the overall economy. However, the aid to GNI percentage ratio continues to be much lower than many other donors, standing at 0.2% in 2010.

President Obama released his 2014 budget on 10 April 2013 – two months later than he normally delivers his budget to Congress. In this two month delay, the House and the Senate have both passed their own budget proposals. The budget resolution passed by the House includes a 7% cut to the 2013, post-sequestration levels of funding for international assistance, while the budget passed by the Senate includes a 9.6% increase from the 2013 post-sequestration levels. In the coming months, these two budgets will need to be reconciled with the President’s 2014 budget, which includes funding for international assistance that is nearly identical to the post-sequestration 2013 level. Specifics on education funding will also come out for 2014 as part of this process.

Graph US1: USA total aid to education by level



Aid to education trends

The US gives a relatively low contribution of overall aid to education—the total share is well below the average of bilateral donors, and has been for many years. Small increases in overall support to education from around 2004 have been offset by the Obama Administration de-prioritizing education in favour of other international development goals such as climate change, food security, and global health. These cuts would have been even deeper had the US Congress not stepped in and stopped significant proposed reductions to the basic education budget. Nonetheless, the education budget took hits during the period 2009 to 2012, leading to decreases in overall aid to education from a peak in 2009 of around 4% of total aid contributions, to only 2.3% of the total aid budget in 2011.

Since then things have been looking up, with the US commitment to education growing to US \$778.2 million in 2012, representing approximately 4.47% of overall aid commitments - actually above 2009 levels of spending. Aid to education increased in 2013 and 2014, and the newly-released 2014 budget looks set to keep aid to education at the same levels as 2013, if not slightly higher. This is a positive development given cuts to aid to education in recent years and the Obama administration’s de-prioritisation of this sector.

The US government must be given credit for the remarkably high proportion of funding directed to basic education within the overall education aid budget. At US \$626.6 million, basic education gets around 80% of all aid to education. This is an extremely high proportion compared to other donors. The remaining education aid commitment supports higher education, at \$151.6 million in 2012.

In 2013, there was a rise in the total basic education allocation, which grew slightly from \$800 million to \$835 million. Once again, this is great news in a tough budget environment, considering that other development sectors underwent significant cuts. This is a bright light which, to some extent, makes up for the lack of overall allocations to education.

With 38% of resources in 2010 invested in Sub-Saharan Africa, there is also significant expenditure targeted at supporting many of the countries with the largest gaps in achieving the MDG education targets¹⁴⁸. Combined with the strong focus on basic education, this means that significant sums of US aid are being directed at supporting Africa, which reflects a much better overall alignment with need than is the case for many donors.

In addition, the US is committed to increasing resource flows to Africa in the future. 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 aid to education.

Support to the Global Partnership for Education (GPE)

In the education sector, funding remains almost exclusively bilateral. This is in contrast to the health sector, where the US government is supportive of initiatives like the Global Fund to fight AIDS, TB, and Malaria. But in 2011, the US made its first contribution to the Global Partnership for Education (GPE). The

US has made good on its one-time pledge of \$20 million to the GPE in 2011, but has not followed that with a sustained funding commitment to the GPE, in spite of being a member of the GPE board¹⁴⁹. Congressional leaders have passed language in the budget process that authorises US contributions to the GPE, but USAID has been somewhat reluctant to follow through and make a strong contribution to the GPE. With the new replenishment around the corner, the US should use this as an opportunity to bring these words to life by making bold new commitments.

Education sector strategy and framework

President Obama's Presidential Policy Directive on Global Development – the first of its kind by a US administration – recognises development as “vital to U.S. national security” and “a strategic, economic, and moral imperative for the United States” which defends America's interests through “security, prosperity, respect for universal values, and a just and sustainable international order.”¹⁵⁰

As part of this, Obama outlined three ‘Presidential initiatives’ on food security, climate change, and global health which have transformed some areas of US development assistance since being introduced.

The United States' education sector strategy – Education: Opportunity through Learning – sets out three goals to be achieved during the 2011 to 2015 period, with specific targets listed within each goal and indicators for those targets¹⁵¹:

- 1. Improve reading skills for 100 million children in primary grades.**
- 2. Produce a workforce skilled to support country development goals.**
- 3. Increase equitable access to education in crisis and conflict environments for 15 million learners.**

As with all USAID policy, all indicators are disaggregated by sex and they 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 youth. USAID support to inclusive schooling of marginalized 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.

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. US government officials have said that they do not see the strategic advantage in undertaking expanded secondary education programming.

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 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 recent staff changes indicate a renewed focus on

education. In addition to appointing a new Director to the Office of Education, Christie Vilsack has been appointed as a Senior Education Advisor, and will work to coordinate education policy across government agencies as well as liaise with multi-laterals like the Global Partnership for Education. Ms. Vilsack has expressed her desire to elevate the profile of education within USAID's work.

Recommendations and conclusions

As the world's biggest bilateral donor, the US must maintain support for education for all as we reach the final stages of the MDG targets. GCE US calls on the government to ensure that they:

- Maintain support for basic education in the developing world by ensuring that US aid for basic education does not fall below the current level of aid at \$925 million.
- Continue to support the Global Partnership for Education, including by supporting a financial contribution of \$125 million to be pledged to the Global Partnership for Education at the next replenishment round.

US donor profile data and statistical sources

Aid to education trends for the United States						
	Disimbursements				Commitments	
	2008	2009	2010	2011	2010	2011
Aid as a percentage of GNI	0.18%	0.21%	0.21%	0.20%		
Total aid to education as a % of overall ODA	3.50%	4.00%	3.54%	2.23%	3.5%	2.2%
Aid to different education levels as a percentage of ODA						
Basic Education (early childhood education, primary education and basic adult life skills)	2.25%	2.24%	1.93%	1.67%	2.6%	1.6%
Unspecified	0.75%	0.94%	0.38%	0.37%	0.3%	0.2%
Secondary Education	0.10%	0.12%	0.03%	0.06%	0.1%	0% ¹⁵²
Post-Secondary Education	0.40%	0.48%	0.58%	0.31%	0.36%	0.4%
ODA to basic education by region / low-income countries (in millions USD)						
Africa, Total	\$236.7	\$235.6	\$240.1	\$227.3	\$301.5	240.2
Americas, Total	\$31.2	\$46.6	\$36.9	\$35.8	\$60.1	\$45.4
Asia, Total	\$113.1	\$222.2	\$286.6	\$233.8	\$479.1	\$187.2
Top 10 countries receiving aid for Basic Education, 2011 ¹⁵³	Afghanistan, Pakistan, Jordan, Africa Regional (USAID), Indonesia, Liberia, Democratic Republic of Congo, Philippines, Namibia, West Bank and Gaza				Pakistan, Afghanistan, Jordan, Liberia, Indonesia, Ghana, Africa Regional (USAID), South Sudan, Ethiopia, Lebanon	

Notes

- Data is extracted from the OECD Credit Reporting System: all developing countries, ODA, all channels, all types. Accessed June 2013.
- Data is based on disbursements and commitments. Disbursements are in US \$ 2010 constant figures and commitments are in current 2011 figures.

Annex 1: Note on Data Sources

Section 1: Global Summary

The analysis in the Global Summary is driven by the information in the country profiles, including an analysis of trends visible across the country profiles.

As noted below, the country profiles are based on a mixture of national data sources and 'global' sources via the OECD Development Assistance Committee Creditor Information System (DAC CRS). In order to do a cross-country comparison within the global summary, we have included a 'global comparison table' using just one data source (OECD DAC). This enables direct comparisons across the same data source on trends around: aid as a % of GNI; aid to education; and aid to basic education. Within the 'global comparison table' we have also used only the GMR/UNESCO definition of basic education (see below and notes in text). This does lead to some discrepancies across national profiles and the global comparisons – which is clearly highlighted and referenced throughout to ensure transparency in explaining this.

Section two: Country profiles

Overview of country profile information

Each Country Profile is researched by the GCE member coalition that country, and covers, in particular, three major areas, with the detail and focus determined by national context:

1. **General aid trends**
2. **Aid to education: with a focus on analysing if this is targeted in a way which most supports basic education and focuses on supporting low-income countries**
3. **Education sector strategy and framework: this situates the aid patterns within the broader strategies and frameworks which the government is following, in order to analyse how this is influencing financial decisions. This also enables us to get a sense of where the country is headed – often signalling longer-term trends.**

Data sources

Data analysis and sources are outlined at the end of each profile. Although the exact data to be included varies between profiles, colour coding the tables indicates the main areas covered:

- 1) overall aid giving and totals to education
- 2) breakdown of aid giving by level of education
- 3) aid by regional and income country groups.

There are two broad sources of statistical information that have been used for the country profiles:

1. **Detailed statistical information produced by coalitions, drawing on national level information about their government's aid to education. Where this is the case, it is indicated in the data section, at the end of the country profile, with links made to the reports/analysis from which this is taken.**
2. **The OECD Development Assistance Committee Creditor Information System (DAC CRS). The CRS depends on voluntary reporting by all donors.**

The national statistical analysis gives a far more accurate and detailed picture of the national trends and is often based on a combination of OECD reporting and governments' own reports and sources (sometimes provided directly to the national coalition).

DAC ODA statistics on the CRS are updated in December/January each year for the previous calendar year (i.e. January 2013 for 2011). This means that the latest detailed figures available via the DAC are for 2011. In April, total ODA figures are updated for the previous year (i.e. in April 2013 figures on total aid are available for 2012), which does mean we are able to get a more up-to-date set of comparable figures across total aid

as a % of GNI only. Because DAC figures are often out of date due to a time-lag in publishing, we have tried to supplement them with national figures, which are more up-to-date, where these are available.

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

DAC statistics require donor self-reporting and in the past have been more complete for commitments than disbursements, so in some cases the national coalition has chosen to use both.

Commitments and disbursements

An ODA commitment is the total value of a project or programme allocation for a recipient at the time of its approval by the donor. It is recorded in the year that the commitment is made, even though the recipient may not receive this amount in this year. Commitments are often disbursed to the recipient over several years.

An ODA disbursement is the annual expenditure of a project or programme commitment to a recipient. The total annual disbursements over the life of a project/programme will equal the approved commitment, unless adjustments were made during these years of disbursement.

DAC statistics require donor self-reporting and in the past have been more complete for commitments than disbursements. In addition, commitment data will vary from year to year depending on the approval of new projects and programmes. For some donors (often small donors) variations can be large, as new programmes are not necessarily approved each year. Commitments can give an idea of future disbursements and projects in the planning pipeline.

Due to the predictive capacity of commitments for future trends, in some cases the national coalition has chosen to use both, and this is shown in the data table.

Education aid by level

In order to be consistent with donors' own reporting, most country profiles follow the DAC database categorisation of spending by levels of education, as follows:

- Basic education, defined by the DAC as covering primary education, basic life skills for youth and adults, and early childhood education;
- Secondary education, both general secondary education and vocational training;
- Post-secondary education, including advanced technical and managerial training;
- 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, general facilities, education policy, and teacher training.

In the global summary, and in some of the country profiles (clearly noted), we have used a more inclusive definition of education and basic education. Education on this definition includes all spending coded to education in the DAC database, as well as 20% of general budget support – on the assumption that around 20% of national budgets goes to education. Basic education includes spending coded as basic education in the DAC database, as well as 50% of spending coded as "Education – level unspecified" (on the assumption that half of this contributes to delivery of basic education), as well as 10% of general budget support.

Notes & References

1. UNESCO Institute of Statistics – online tables
<http://stats.uis.unesco.org/UNESCO/TableViewer/tableView.aspx>
2. UNESCO Institute of Statistics – online tables
<http://stats.uis.unesco.org/UNESCO/TableViewer/tableView.aspx>
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There were 105 million children, out of school in 1990. With only 57 million not in school now this has been rounded up to 50%
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http://www.uis.unesco.org/Library/Documents/Finance_EN_web.pdf |
Note this is of 26 countries which had data available UNESCO
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55. Based on the GMR method of calculating spending on "basic education".
56. Australian Government Budget Announcement 2012-13: International Development Assistance budget announcement 2012-13. Available here:
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58. OECD statistics, accessed July 2013. Full table of aid givers rankings available here:
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59. Global Partnership for Education: 2011 Copenhagen, Denmark, Pledges to the Global Partnership for Education. Available here:
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60. Ibid
61. AusAid, 2011: Promoting opportunities for All: Education. Available here:
<http://www.usaid.gov/aidissues/Documents/thematic-strategies/education-strategy.pdf>
- 62 Ibid
63. Figures taken from AusAid website, accessed July 2013, here:
<http://www.usaid.gov/aidissues/education/Pages/home.aspx>
64. The International Assistance Envelope or IAE budget was cut, which includes ODA. It contains the budgetary allocations by the federal government to programmes for international cooperation, though not all are eligible to be counted as ODA. Nor does the Envelope include all items that can be included when calculating Canadian ODA since they are allocated through other government expenditures.
65. OECD DAC, Total Flows by Donor, accessed January 16, 2013 at
<http://stats.oecd.org/Index.aspx?datasetcode=TABLE1>
66. For further details, including on the cuts to country programming outlined in the following paragraph, see CCIC, (July 2012), "CCIC Analysis of Budget 2012",
http://www.ccic.ca/files/en/what_we_do/2012_08_CCIC_Initial_Analysis_Budget_2012.pdf.
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67. UNDP (2011), Human Development Index,
http://hdr.undp.org/en/media/HDR_2011_EN_Table1.pdf
68. The numbers included here are derived from an Order Paper that asked CIDA specific questions on the Budget 2012 cuts. See Canada, Parliament (2012). Sessional Papers, Paper no. 578, pp. 2-22.
69. This section also appears in Canadian Centre for Policy Alternatives, (Forthcoming), "International Development" in the Alternative Federal Budget 2013.
70. Government of Canada, Official Development Assistance Accountability Act, S.C. 2008, c. 17,
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71. OECD DAC (2012). Canada - Development Assistance Committee (DAC) PEER REVIEW. Paris: OECD, p. 11. Online at
<http://www.oecd.org/development/peerreviewsofdacmembers/canadapeerreview2012.pdf>.
72. CGCE calculates basic education using the UNESCO calculation - all DAC codes for basic education + 50% of all codes for Education Level Unspecified + 10% of the DAC code for General Budget Support
73. See above explanation in relation to disbursements and commitments
74. Tomlinson, B. (2012) Canadian ODA Directed to Education and Basic Education: A Backgrounder. Ottawa: CGCE, pg 21.
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77. CIDA (2009), Children and Youth Strategy. Ottawa: CIDA.
78. CIDA, Canada is participating the global education effort, accessed January 2013
www.acdi-cida.gc.ca/education-e
79. Source: Danish Finance Act 2013
80. Danida "The Right to a Better Life Strategy for Denmark's

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[http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Det-vil-vi/right to a better life pixi.pdf](http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Det-vil-vi/right%20to%20a%20better%20life%20pixi.pdf)

81. 63% of French citizens support the continuation of ODA, regardless of the financial difficulties France is experiencing. Baromètre AFD/lfpof 2011

82. The list was established by the CICIP in June 2009, at the inter-ministerial meeting of 20 January 2012 and includes: Benin, Burkina Faso, Burundi, Comoros, Djibouti, Ghana, Guinea, Madagascar, Mali, Mauritania, Niger, Democratic Republic of Congo, Central African Republic, Rwanda, Senegal, Chad, and Togo

83. Inflated aid is often used as a way to describe aid which is categorised according to dubious categories – in this case imputed student costs – which inflates what could be defined as the ‘real aid’ figures which countries report in, See Annex 1 for a more detailed description.

84. V. Migration News No. 29 - November 2011

85. Based on analysis carried out by the GCE France coalition and based on 2010 data

86. (source: OECD DG Treasury)

87. Taken from OECD DAC, Sub-Saharan Africa is getting on 58 million for basic education, while Wallis and Futuna get 67 million <http://stats.oecd.org>

88. Since 2012, they have been relegated to 3rd position, as German budgets have shrunken and UK budgets have grown. The UK is now in 2nd place.

89. OECD (2012): Development Co-operation Report 2012. Lessons in Linking Sustainability and Development. Germany.

90. Welthungerhilfe/Terre des hommes (2012): Wirklichkeit der Entwicklungspolitik 2012, p. 25.

91. <http://www.oxfam.de/informieren/entwicklungsfinanzierung> „Großbritannien erfüllt Entwicklungszusagen, Deutschland enttäuscht erneut“

92. June 2013, UNESCO policy paper 09: ‘Schooling for millions of children jeopardized by reductions in aid’. Available here: <http://unesdoc.UNESCO.org/images/0022/002211/221129E.pdf>

93. UNESCO Institute of Statistics, 2013. Financing Education In Sub-Saharan Africa: Meeting the Challenges of Expansion, Equity and Quality http://www.uis.UNESCO.org/Library/Documents/Finance_EN_web.pdf |

94. Imputed students are the aid that is spent in donor countries for the costs of students from development countries. In Germany this costs are covered by the federal states.

95. Oxfam Germany (2012): Zehn Ziele für mehr Bildung? Eine Untersuchung der Zusagen im Bildungsbereich

http://www.oxfam.de/sites/www.oxfam.de/files/20121005_bildung_bmz.pdf, p. 17

96. UNESCO (2011): The Hidden Crisis: Armed Conflict and Education. EFA Global Monitoring Report,

<http://unesdoc.UNESCO.org/images/0019/001907/190743e.pdf>, p. 12

97. Growth. Education. Unity. The Coalition Agreement Between the CDU, CSU and FDP.

<http://www.cdu.de/en/doc/091215-koalitionsvertrag-2009-2013-englisch.pdf>

98. Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung

99. BACKUP=Building Alliances, Creating Knowledge and Updating Partners.

100. <http://www.bmz.de/de/publikationen/reihen/strategiepapiere/index.html>, last accessed 5 February 2013.

101. Welthungerhilfe/Terre des hommes (2012): Wirklichkeit der Entwicklungspolitik 2012.

102. Oxfam (2012): Umstritten und für gut befunden – Wie Budgethilfe zu einer wirkungsvolleren EZ beiträgt, p. 21

103. Growth. Education. Unity. The Coalition Agreement Between the CDU, CSU and FDP.

<http://www.cdu.de/en/doc/091215-koalitionsvertrag-2009-2013-englisch.pdf>

104. http://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier320_01_2012.pdf

105. This is the OECD list, which is available here:

<http://webnet.oecd.org/oda2011/>

106. OECD (2012), Development Co-operation Report 2012: Lessons in Linking Sustainability and Development,

OECD Publishing. <http://dx.doi.org/10.1787/dcr-2012-en>

107. http://www.mofa.go.jp/policy/oda/mdg/pdfs/edu_pol_ful_en.pdf

108. Note (unlike other profiles) this is for total aid not only aid to education.

109. June 2013, UNESCO policy paper 09: ‘Schooling for millions of children jeopardized by reductions in aid’. Available here:

<http://unesdoc.UNESCO.org/images/0022/002211/221129E.pdf>

110. Information in Graph N2 is based on figures supplied to GCE Netherlands by the Ministry of Foreign Affairs and through the Donor Information for GPE survey. Given ongoing budget cuts these are almost certainly the most reliable figures for 2010 onwards. They are also calculated in €. The figures for Graph N1 are based on reporting into the OECD and are in USD \$. This means that some data overlaps for 2010 and 2011 and hence we have chosen to display these separately – including in graph N1 and N2.

111. Source: Information supplied to GCE Netherlands by the Dutch Ministry of Foreign Affairs, Donor Information for GPE survey

112. 2012- disbursements, 2013-2014 planned disbursements

113. 2012- disbursements bilateral and multilateral aid; 2013-2014 planned disbursements bilateral and multilateral aid.

114. This figure was updated in May 2013 and is from a different source (more up-to-date). It is taken from Minister Ploumen policy note: “A world to gain, A new agenda for aid, trade and investment”, published in May 2013.

115. 2012 - disbursements bilateral and multilateral aid; 2013-2014 planned disbursements bilateral and multilateral aid.

116. Minister Ploumen policy note: “A world to gain, A new agenda for aid, trade and investment”, published in May 2013.

117. OECD figures from OECD website#/database

118. Aid Watch, 2012 “Aid: We can invest more in global development”. Available here:

<http://www.concordeurope.org/101-aidwatch-report-2012>

119. Aid Watch, 2012 “Aid: We can invest more in global development”. Available here:

<http://www.concordeurope.org/101-aidwatch-report-2012>

120. Irish Aid, Education Policy and Strategy: Building Sustainable Education Systems for Poverty reduction

<http://www.irishaid.gov.ie/media/irishaid/allwebsitemedia/20newsandpublications/publicationpdfsenglish/irish-aid-education-policy.pdf>

121. Ibid

122. For a fuller breakdown see this submission by GCE:

http://www.ictu.ie/download/pdf/irish_coalition_of_gce_submission_to_white_paper.pdf

123. DAC figures published April 2013

124. <http://www.europapress.es/sociedad/noticia-espana-reducira-mitad-paises-recibieran-ayuda-desarrollo-20121127123625.html>

125. Chapter A, paragraph o) reads: "Allocating funds to those who need them most: impoverished populations; prioritizing basic social needs, education, demographic and reproductive health, access to drinking water and basic sanitation, and programmes whose only interest and direct purpose is to eradicate poverty, including the gender perspective as a key component in community development."

126. UNESCO, 2013, GMR blog "Spain's austerity measures will leave children out of school". Accessed July 2013

<http://efareport.wordpress.com/2012/12/03/spains-austerity-measures-will-leave-children-out-of-school/>

127. Ibid. This calculation is based on Spain closing their programme in the Democratic Republic of Congo

128. These figures are based on a detailed national level analysis carried out by GCE Spain Entreculturas, Alboan & Fundación Etea. Available here

http://www.entreculturas.org/files/documentos/estudios_e_informes/InformeAOD_2012.pdf

129. Based on reporting to OECD DAC, in constant 2011 prices. accessed June 2013

130. HM Treasury, Budget 2013 Statement, 20th March 2013, http://www.hm-treasury.gov.uk/budget2013_statement.htm

131. Figures taken from HM Treasury: Budget 2013, Table 2.4 Departmental Expenditure Limits, p69,

http://cdn.hm-treasury.gov.uk/budget2013_complete.pdf

132. In 2010 the coalition government made 2 pledges towards the long standing 0.7% of GNI on aid goal, in their 'Programme for Government'. Firstly they pledged that 0.7% of GNI would be allocated to international development spending by the end of 2013 and that it would legislate for this accordingly

The Coalition: our programme for government, 2010, p22.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/78977/coalition_programmeme_for_government.pdf

133. This is calculated in line with the GMR method of including early childhood education, primary education, basic adult life-skills, as well as 50% of "education – level unspecified" and 10% of general budget support.

134. 2011

135. June 2013 UNESCO policy paper 09: 'Schooling for millions of children jeopardized by reductions in aid'. Available here:

<http://unesdoc.UNESCO.org/images/0022/002211/221129E.pdf>

136. Department for International Development, 2011, Multilateral Aid Review: Ensuring maximum value for money for UK aid through multilateral organisations.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67583/multilateral_aid_review.pdf

137. <http://www.younglives.org.uk/>

138. GCE UK, 2013, No Child Forgotten: Education and Inequality Post-2015.

<http://www.sendmyfriend.org/wp-content/uploads/2013/03/GCE->

Post-2015-Policy-Paper.pdf

139. Total aid to education calculated using UNESCO formula: direct aid to education plus 20% of general budget support.

140. Calculated using Total aid to education UNESCO formula (as above) as a %age of Total ODA (figure from OECD DAC5).

141. Calculated using total aid to basic education UNESCO formula (as above) as a %age of Total ODA (figure from OECD DAC5).

142. Total aid to basic education calculated using UNESCO formula: direct aid to basic education, plus 10% of general budget support, plus 50% of education, 'level unspecified'.

143. Data taken from OECD DAC5. % calculated as Secondary Education ("I.1.c. Secondary Education") as proportion of Total ODA.

144. Data taken from OECD DAC5. % calculated as Post-Secondary Education ("I.1.d. Post-Secondary Education") as proportion of Total ODA.

145. Statistics from UK 'Statistics on International Development 2012' - <https://www.gov.uk/government/organisations/department-for-international-development/series/statistics-on-international-development-2012>.

DfID bilateral education figures from SID 2012 Table 20. Currency conversion using OECD DAC standardised annual exchange rate applied to the relevant year (<http://www.oecd.org/dac/stats/referencedacstatisticaltables.htm>)

146. Figures from SID 2012 Table 21. Currency conversion using OECD DAC standardised annual exchange rate applied to the relevant year (<http://www.oecd.org/dac/stats/referencedacstatisticaltables.htm>)

147. Ibid

148. Note this is 38% of all 'noncritical priority country' resources. The US has 'critical priority countries which receive special attention. At present these are: Afghanistan, Iraq, Pakistan and Sudan

149. Global Partnership for Education: 2011 Copenhagen, Denmark, Pledges to the Global Partnerships for Education. Available here:

<http://www.usaid.gov/aidissues/education/Documents/education-gpe-summary-commitments.pdf>

150. <http://www.whitehouse.gov/the-press-office/2010/09/22/fact-sheet-us-global-development-policy>

151. USAID, 2011: "Opportunity Through Learning": February 2011. Available here:

http://transition.usaid.gov/our_work/education_and_universities/documents/USAID_ED_Strategy_feb2011.pdf

152. 0.021%

153. Foreign Assistance Sectors.

ForeignAssistance.gov.

Glossary

AUD	Australian Dollars
AusAID	Australian Agency for International Development
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CAD	Canadian Dollar
CIDA	Canadian International Development Agency
CRS	Creditor Reporting System of the OECD
CSEF	Civil Society Education Fund
CSOs	Civil Society Organizations
DAC	Development Assistance Committee of the OECD
DANIDA	Danish Development Department
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
IDA	International Development Association of the World Bank
LEG	Local Education Group
LIC	Low income Countries
MDGs	Millennium Development Goals
MIC	Middle Income Countries
NGO	Non Governmental Organization
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
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
USD	US Dollars

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