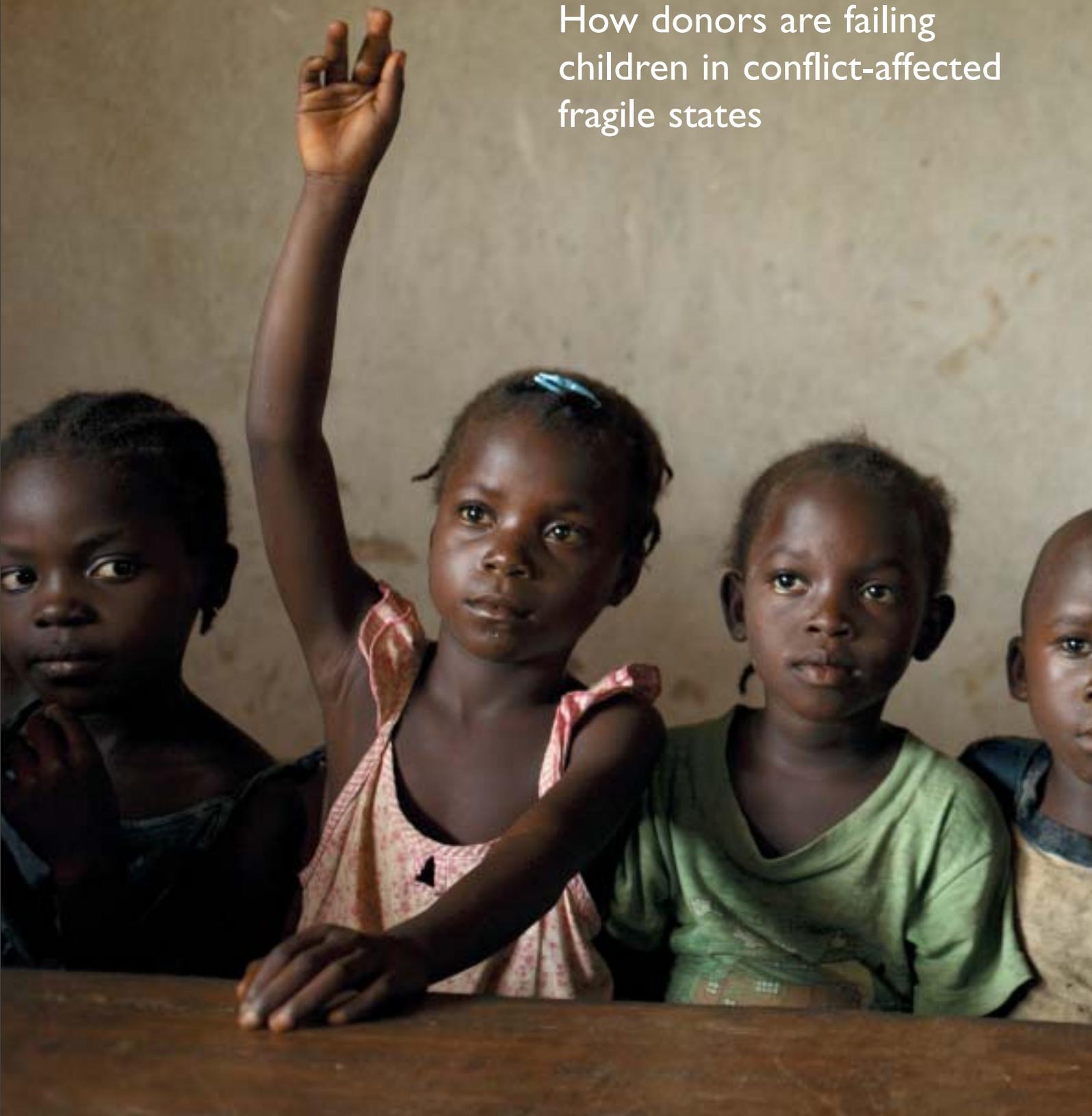


# Last in Line, Last in School

How donors are failing  
children in conflict-affected  
fragile states



**Save the Children**

*Rewrite the Future*

# Last in Line, Last in School

How donors are failing children  
in conflict-affected fragile states



**The International Save the Children Alliance is the world's leading independent children's rights organisation, with members in 28 countries and operational programmes in more than 100. We fight for children's rights and deliver lasting improvements to children's lives worldwide.**

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Special thanks for contributions and comments are due to Aina Bergstrom, Lyndsay Bird, Amelia Bookstein, Tanya Cox, Patrick Dawes, Emily Echessa, Frances Ellery, Suzanne Fisher-Murray, Gabriella Fredriksson, Lucia Fry, Sarah Hague, Joe Hall, Knud Krogh Mortensen, Kate Moriarty, Susy Ndaruhutse, Dean Nielsen, Eluned Roberts-Schweitzer, Sue Rooks, Bo Tovby Jørgensen and Katy Webley.

Save the Children is a member of the Global Campaign for Education, but this report does not necessarily reflect the views of all its members.

Published by  
International Save the Children Alliance  
Cambridge House  
Cambridge Grove  
London W6 0LE  
UK

First published 2007

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Registered Charity No. 10768220

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*Cover picture: Children in Bong County, Liberia, where many older children have missed out on school because of the war. Save the Children runs accelerated learning programmes to enable those who have missed out on primary education to catch up. Photo: Anna Kari*

Typeset by Grasshopper Design Company

Printed by Page Bros (Norwich) Ltd

Save the Children publications are printed on paper sourced from sustainable forests.

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# Abbreviations and acronyms

AFD	Agence Française de Développement
AusAID	Australian Agency for International Development
CAFS	Conflict-affected fragile states
CAP	Consolidated Appeals Process
CF	Catalytic Fund
CRS	Creditor Reporting System
DAC	Development Assistance Committee
DANIDA	Danish International Development Agency
DCD	Development Co-operation Directorate
DFID	UK Department for International Development
EC	European Commission
ECHO	European Commission Humanitarian Office
EFA	Education for All
EPDF	Education Program Development Fund
FTI	Fast Track Initiative
GEMAP	Governance and Economic Management Assistance Programme
IASC	Inter-Agency Standing Committee
IDA	International Development Association
INEE	Inter-Agency Network for Education in Emergencies
LIC	Low-income country
MDG	Millennium Development Goal
MDTF	Multi-donor trust fund
MIC	Middle-income country
NER	Net enrolment rate
NGO	Non-governmental organisation
OCHA	UN Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
SIDA	Swedish International Development Cooperation Agency
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UPE	Universal primary education
USAID	United States Agency for International Development

## Executive summary

Half of the world's out-of-school population – 39 million children – live in conflict-affected fragile states (CAFS), even though these countries make up just 13 per cent of the world's population. The numbers of out-of-school children are disproportionately high for a number of reasons. Almost all CAFS are low-income countries, some lack the political will to provide education, and conflict almost inevitably leaves national institutions – including education authorities – in disarray. However, one of the major factors is that these countries are underfunded by donors. Even compared with children in other low-income countries (LICs), children in CAFS are losing out on the chance to go to school.

Education is a basic human right, even during conflict. It is also what children and their families want. In recent years the international community has recognised that the right to education is achievable and has mobilised to make it a reality. But existing measures to support universal primary education (UPE) and achieve the education Millennium Development Goals (MDGs) are not reaching children living in CAFS. These children are being denied the transformative effects that education can bring.

Education can increase children's resistance to forced recruitment and exploitation, such as forced prostitution. Education also teaches key life skills, such as landmine awareness, protection from HIV and AIDS and other diseases. The benefits of an education can be passed on to future generations – it is proven to lower infant mortality. It contributes to economic growth, peace and stability, and promotes critical thinking in citizens and their ability to hold local and national systems to account, paving the way for good governance and institution-building.

Despite this, education is not a priority in either humanitarian or development aid, particularly

for children in CAFS. Donors are not filling the US\$9 billion external financing requirement to enable all children to go to primary school by 2015 and mechanisms such as the Education for All–Fast Track Initiative (EFA–FTI) are failing to mobilise sufficient additional resources. Aid for education has tended to be targeted at middle-income countries (MICs) or other LICs, rather than CAFS, with the result that CAFS receive less than a fifth of total education aid. At country level, donors do not prioritise education, with only 4 per cent of Official Development Assistance (ODA) to CAFS being committed to education. Education is also one of the least funded sectors in humanitarian aid, which can be a major source of funding for CAFS. In 2006, education received only 1.1 per cent of humanitarian assistance globally, despite representing at least 4.2 per cent of humanitarian needs.

The global funding situation of education for children living in CAFS is the sum of the policies and practices of bilateral and multilateral donors. It is therefore individual donors that need to consider these issues in relation to their own policies and practices and identify where they need to change. All the bilateral donors need to ensure they are meeting their fair share of the US\$9bn financing requirement. Donors also need to ensure their funding is equitable and in line with needs – making sure CAFS are not the last in line for aid and that education is prioritised in these countries. Multilateral organisations also need to prioritise education as part of their overall aid programmes. Along with UNICEF, the World Bank and the European Commission (EC) have a key role to play in ensuring that children in CAFS are able to go to school.

There are currently mechanisms in place for disbursing aid to CAFS, which donors can and have adapted to use in challenging contexts. Projects, budget support, multi-donor trust funds and

social funds can all be used to channel resources. Partnerships with governments, non-governmental organisations (NGOs) and UN agencies can be made to support the provision of services while building capacity for the longer term. Combining initial assessments, appropriate context-driven planning and a variety of funding mechanisms can build donor and government confidence that funds will be used appropriately and in line with needs. Monitoring mechanisms can also be put in place to manage risk, and address donor concerns about the misuse of funds, or the manipulation of education.

Children in CAFS, like all children, have the right to an education. Yet one in three children in these countries is missing out. Despite accounting for half of the world's out-of-school children, CAFS receive only a fifth of global education aid. When aid is provided to CAFS, education is not prioritised, neither in development nor humanitarian contexts.

Children in CAFS should no longer be the last in line for school. Save the Children is calling on bilateral and multilateral donors to individually review their policies and practices to ensure that they are providing sufficient and equitable financing for education in development and humanitarian contexts. We are calling on them to urgently:

- increase overall education funding to meet the US\$9bn annual financing requirement for universal primary education
- increase allocations of education aid to CAFS in line with their needs
- make education a greater priority in CAFS
- include education as part of the humanitarian policy and response.

# Foreword

For any child, education is a vital part of growing up. But for a child growing up in a country affected by conflict, the chance to go to school is one they cannot afford to lose. Having a safe place to learn and play can be vital to their survival and well-being, and education is one of the greatest hopes for the future of their country.

In recent years we have made great progress towards achieving education for all. Yet since my report over a decade ago on the *Impact of Armed Conflict on Children*, more and more of the children left out of school – now over half the total worldwide – are living in countries affected by armed conflict. As this report by Save the Children shows, donors are consistently failing these children in particular.

It takes commitment to provide schooling when a country is at war and to make sure education stays a priority as a country recovers from conflict. It takes innovation to find ways to ensure that aid reaches children. And it takes courage to take on the challenge. But providing these children with

education is an achievable goal, and one we all have a responsibility to meet.

As we've seen, the effects of a conflict can last a generation or more – but the benefits of an education can too. Donor governments and institutions have a great opportunity now to help rewrite the future for a generation of children growing up with violence and in poverty.

Let's make education for all a reality and give children in conflict-affected countries the chance to build their own safer, more prosperous and peaceful societies of the future.



Graça Machel  
President of the Foundation for Community  
Development  
Chair of the GAVI Fund Board



FELICIA WEBB

Mary, 10 (left), Malualkon, Southern Sudan

Mary is ten. She started school a year ago when her family moved back from northern Sudan where they had fled because of the war.

*“There were schools in the north but they were too far from my village and too expensive, so when I was little I couldn’t go to school.*

*“I was nine when we came back south. At the start I was told by my parents not to come to school, but then my father changed his mind. It’s still very difficult to pay the school fees.*

*“I like coming to school and learning to write. School is very important – with it I can be anyone and move anywhere. School changes people.”*

There is a greater proportion of children out of primary school in Southern Sudan than anywhere else in the world. While around 20 per cent of children enrol in school, only 2 per cent complete their primary education.<sup>1</sup> The situation is even worse for girls. Of a population of between six and seven million, only 500 girls complete primary education each year.

# I Introduction

*“All riches and gains can be lost but EDUCATION stays.”*

Small red plaque on the outside wall of the Ministry of Education, Science and Technology, Freetown, Sierra Leone

Children are missing out on an education because they happen to live in conflict-affected fragile states (CAFS) (see box). One in three children born in these countries does not have the chance to go to school, so they miss out on the opportunity to enjoy the benefits a good education can bring for themselves, their families, their communities and their countries.

They miss out because their countries present a different development challenge to other ‘developing’ states (see box). Political will may be weak or totally absent, national institutions may be in various stages of disarray, or national capacity decimated. The children are the future of these countries, offering a chance for stability, economic growth, improved governance, and a better life for themselves and their families. Yet they will never be able to reach their full potential without an education.

Education is what children and parents in these countries want. It is recognised by governments, communities, United Nations (UN) agencies, non-governmental organisations (NGOs), educationalists, humanitarian and development organisations that education has life-saving qualities, and contributes to economic growth and peace and stability, as well as good governance. It is an essential component of both an emergency response and a development goal. Nowhere is this needed more than by children and countries affected by conflict.

Aid is critical to ensure that CAFS achieve the Millennium Development Goal (MDG) of all children being able to complete a full course of primary schooling by 2015. Yet CAFS are

underfunded when taking their populations’ size and needs into account. In fact, fragile states receive 43 per cent less overall aid than their entitlement according to population, poverty, policy and institutional performance levels. Furthermore, aid flows to fragile states are twice as volatile as they are to low-income countries (Levin and Dollar, 2005) making planning or capacity-building almost impossible.

CAFS pose some of the world’s most challenging contexts for development partners due to weak governance and conflict. These states often lack either the capacity or the will to deliver core state functions. Many of these countries will not reach the MDGs for education unless something dramatically

## **Conflict-affected fragile states (CAFS)**

There is no authoritative list of countries affected by conflict which may also be deemed ‘fragile’. However, in order to analyse issues relating to education in countries like this, Save the Children has established a list of countries that are affected by armed conflict *and* characterised by income disparity, weak governance and inequality. The CAFS are all classified as low-income countries (LICs) by the World Bank with the exception of Angola, Colombia, Republic of the Congo, Iraq, and Sri Lanka, which are classified as lower middle-income countries. See Appendix I for further details on country classifications.

The countries classified as CAFS in this report are: Afghanistan, Angola, Burundi, Cambodia, Central African Republic, Chad, Colombia, Republic of the Congo, Côte d'Ivoire, Democratic Republic of Congo, Eritrea, Ethiopia, Guinea, Haiti, Iraq, Liberia, Myanmar, Nepal, Nigeria, Pakistan, Rwanda, Sierra Leone, Somalia, Sri Lanka, Sudan, Timor Leste, Uganda and Zimbabwe.

changes. Over recent years there has been increasing interest in fragile states as donors acknowledge the benefits of delivering aid in these contexts and realise the consequences of disengagement. One such consequence includes the negative effects of fragile states upon neighbouring economies, which lose 1.6 percentage points of their growth annually (Chauvet and Collier, 2004, p.4). Economic losses in neighbouring economies are estimated to be around US\$100 billion (McGillivray, 2006, p.10).

The lack of capacity of certain CAFS to use donor funding efficiently can limit the ability of a country

to use new financial, human and technical resources. CAFS face additional conflict or post-conflict related constraints as the macroeconomic environment is likely to be very weak, qualified personnel may have been killed or fled the country, and service delivery systems may have fallen apart, or remain weak and unstable. Suffering as they do from very low or weak capacity, CAFS need investment to build stronger and more sustainable institutions, and this requires aid flows to be greater and longer term.

However, to date, donors have generally targeted their aid to those countries considered 'good

### **Conflict-affected fragile states: different countries, different situations, different needs**

As a group, CAFS provide a useful portfolio for analysis. However, they do of course differ from each other in terms of their history, geography, climate and politics. CAFS do not conform to a simple blueprint, and significant differences are to be found across the group in terms of their progress towards the education MDGs, government capacity and national funding requirements.

Within the group there are countries that have made considerable progress towards universal primary education (UPE). Sri Lanka, for example, with a net enrolment rate (NER) of 97.7 per cent, is close to achieving the goal. However, even for Sri Lanka, the net enrolment rates within the country vary significantly. In the conflict-affected north east of the country, children attend school on average for 80 days a year compared to 210 in the country's capital (Save the Children, 2006c). Education quality varies across the country, leading to inequalities in opportunities, which can potentially fuel the continuation of conflict.

There are numerous examples within the CAFS group where the situation is at the other extreme. For example, Sudan and Eritrea both have NERs below 50 per cent (UNESCO, 2006). It is likely that many more CAFS have NERs below this as 11 countries – including Afghanistan and Somalia – have no enrolment data available.

The share of national expenditure allocated to education is an indication of the extent to which

education is prioritised as a sector by the national government. There is variation between countries with some almost reaching the recommended 20 per cent of national expenditure<sup>2</sup> allocated for education, such as Uganda (18.3 per cent) while others, like Colombia (11.7 per cent), allocate smaller proportions (UNESCO, 2006). As with other LICs, the percentage is often still too low. And within each conflict-affected fragile state – including Uganda and Colombia – there is a serious underinvestment in the parts of the country affected by conflict. For this reason, CAFS need to be given particular attention, and their educational budget allocations examined closely (particularly by civil society groups and coalitions) to prevent marginalisation, inequity and further conflict.

Similarly, some countries are more dependent on education aid than others, and the external funding needs and funding gaps differ across countries. Government funding remains the major source of education funding in most developing countries while external funds committed differ depending on the country's needs and donor interest. For example, Rwanda needs US\$160 million to fund its education sector in 2007. It has no financing gap as 48 per cent will be provided by the government and 52 per cent by external donors. By contrast, Cambodia will require approximately US\$340m, with 49 per cent provided from government funding and 14 per cent from donor funding, leaving a financing gap of 37 per cent (FTI Secretariat, 2006d).

### **A success story: education system rehabilitation in Timor Leste**

A UN-sponsored referendum on independence was held in Timor Leste (formerly East Timor), then a province of Indonesia, in 1999. Over 80 per cent of the electorate opted for independence, an outcome that ignited a violent backlash from Indonesian militias, which burned towns and villages and destroyed most public institutions, including health facilities and schools.

Educational services were never well established under the Indonesians, with East Timor considered as having the least developed educational services and poorest outcomes. When the conflict erupted, 95 per cent of schools were damaged with many completely destroyed or largely disabled. Almost all non-Timorese teachers left the country, causing a total collapse of the education system.

Public order was re-established in late 1999 and the building of a provisional national government began. The transitional administration consulted with the East Timorese people on their aspirations for the future, and 70 per cent said education was their top national priority. Subsequently, the first National Development Plan made education a cornerstone of its strategy to alleviate poverty and facilitate economic growth. The

government's target is to reach the MDG of universal enrolment in, and completion of, primary education by 2015.

Massive injections of financial and technical assistance from multilateral and bilateral sources resulted in the rapid restoration of the education system within 18 months. With the help of dedicated Timorese educators and the technical and financial support of the international community, many schools were rehabilitated, teachers hired, and the education system – while not completely restored – became operational again by the start of the October 2000 school year.

Enrolment increased rapidly. Most of the new enrolments were by girls and children from poor and rural families, largely due to the temporary abolition of school fees. In primary education, the net enrolment rate rose from 51 per cent in 1999 to 70 per cent in 2001, a very significant achievement given the scale of destruction and the short transition period. Further progress was made between 2001 and 2003, with the number of primary school teachers increasing, and a corresponding drop in the pupil to teacher ratio (World Bank, 2004).

performers'.<sup>3</sup> This selectivity is based on the premise that aid is effective in promoting growth and that it is more effective in countries with better policies and institutional settings (Burnside and Dollar, 2000; Collier and Dollar, 2002). While these principles follow a logic, the end result is that CAFS receive less aid than they should, and less aid than they need.

For CAFS to escape the poverty cycle, increased, predictable and long-term engagement is vital. Well-targeted investment in the social sectors is important for building the conditions necessary for reform and for meeting immediate human development needs, even when a government is unable or unwilling to co-operate (McGillivray, 2006).

Effective emergency relief can help build the foundations for sustainable development and reduced vulnerability, and effective development assistance can reduce the need for emergency relief. Therefore, in order to achieve Education for All, education in CAFS needs to be supported at all stages of development – during the humanitarian phase, throughout the transition period from emergency to reconstruction, and during the process of long-term development.

The low amounts of funding to support education in CAFS show that international donors are not responding to and prioritising the needs of children living in these countries. They are still last in line to receive funding and, unless things dramatically change, they will be the last ones to receive the opportunities that an education can bring.

## 2 A denial of rights and why it matters

### Education as a right

“Education remains a basic human right, whatever the circumstances, even during conflict” (DFID, 2006, p.12). This right has been reaffirmed in many high-profile declarations and meetings, including the United Nations Convention on the Rights of the Child (UNCRC), the Universal Declaration of Human Rights, and the United Nations Millennium Declaration. In recent years it has been recognised that this right is achievable and, increasingly, international commitment is being mobilised to make this right a reality. But many children – particularly those living in conflict-affected fragile states (CAFS) – are being denied this right.

In 2007, 77 million children<sup>4</sup> still do not have access to primary school and millions more receive a poor quality education that does not equip them with basic numeracy and literacy skills, or other skills necessary to enhance their opportunities in life. The situation is particularly acute for those children living in CAFS where one in three – a shocking total of 39 million children – is out of school.

CAFS contain just 13 per cent of the world’s population, yet half of the world’s out-of-school

children live in these countries. They trail behind other low-income countries (LICs)<sup>5</sup> in making progress towards both the education Millennium Development Goals (MDGs), as illustrated in Table 1. Both groups need to make significant progress over the coming few years if they are to achieve these goals.

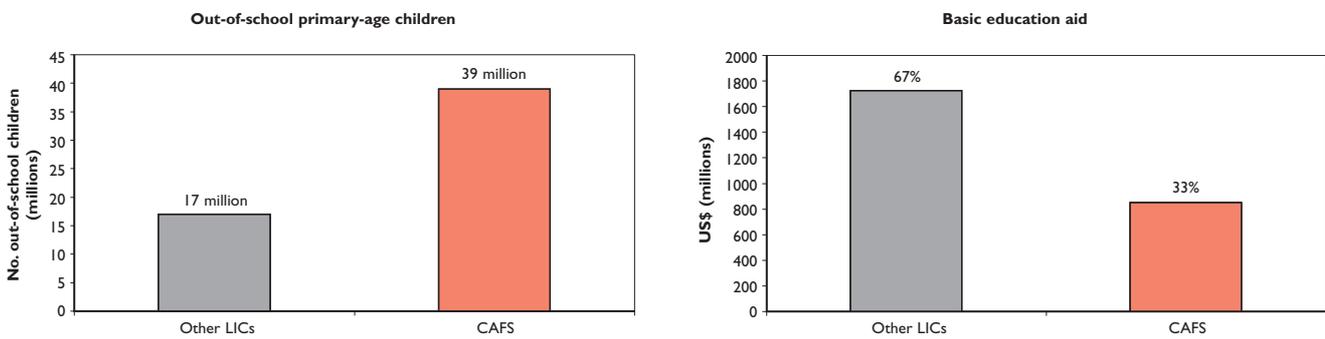
However, as Figure 1 illustrates, on average between 2003 and 2005, CAFS were allocated only half the amount of basic education aid that was committed to other LICs, despite having more than twice as many children out of school. The imbalance is stark. The statistics clearly indicate that these children are less likely to receive an education and all of the benefits that it could bring to their lives.

National governments carry the prime responsibility to ensure all children can go to school. However, the international community also has a role to play in achieving Education for All (EFA), as outlined in the Dakar Framework for Action, which states that “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, 2000). Aid is central to achieving Education for All and ensuring that all children benefit from an education, whatever the context. Official

**Table 1: Progress on education MDGs<sup>6</sup>**

	CAFS	Other LICs
Out-of-school primary age children	39 million	17 million
MDG 2: Net primary education enrolment	70.3%	76.2%
MDG 3: Primary education female : male enrolment ratio	0.89	0.92

Source: UNESCO (2006)/UIS (2005)

**Figure 1: Distribution of out-of-school children and basic education aid in low-income countries**

Source: UNESCO (2006)/UIS (2005); OECD CRS database

Development Assistance (ODA) can be used to support domestic resources in order to implement education plans or projects that can improve access to quality education, strengthen relevant government systems and build the capacity of ministry personnel.

Children living in CAFS will only have the chance to go to school and enjoy the opportunities that a good quality education can bring if, along with their own national governments, the international community delivers on its commitments to ensure that the necessary resources are available. This means increasing aid and targeting it to countries where high numbers of children are out of school. While aid should continue to be allocated to other LICs, donors need to increase their aid allocations to CAFS in both humanitarian and development contexts.

The high-profile G8 Summit and UN Summit in 2005 reinforced the world's commitment to tackling poverty and achieving the MDGs agreed in 2000. At the G8, world leaders committed to providing an extra US\$50bn in aid per year by 2010. Therefore, the commitment to achieve the MDG which states that *all* children are able to complete a full course of primary schooling by 2015 is explicit, the goal is achievable and the resources have been promised. In 2007 it is time for the international community to stop talking and to deliver on their promises.

## The transformative power of education

*USAID invests in education and training as “part of its strategic efforts to promote economic prosperity and security; improve health, education, the environment, and other conditions for the global population; advance the growth of democracy and good governance; and minimize the human costs of displacement, conflict, and natural disaster”.*

(USAID, 2005, p.5)

Education has many cumulative benefits for individuals, families, communities and nation states. As Chauvet and Collier (2004, p.16) indicate, “Aid spent on providing a cadre of well-educated people has an expected pay-off far in excess of its likely cost.” Education is a powerful driver of progress towards the other MDGs and is fundamental for building a globally competitive economy and a democratic society (Bruns, Mingat and Rakotomalala, 2003).

For children in CAFS, there are five powerful reasons why education should be supported: it is what children want; education saves lives; education promotes economic growth; there are clear links between education and peace and stability; and an investment in education is an investment in future good governance.

## Education is a key priority for children and their parents

In times of conflict and crisis, education is consistently what parents and children ask for, even at the height of an emergency. In Liberia, more than 50 per cent of teachers consulted said education would determine the future of the country, while children said that education gave them hope in their lives (Save the Children, 2005). During the war with Israel in 2006, the majority of parents in Lebanon stressed the urgency of safeguarding the education system, and children themselves strongly articulated their concerns that their schooling continue. Young Lebanese people in centres for displaced people urged world leaders to consider how their education and future was at stake as a result of the conflict (Save the Children, 2006a). In a world increasingly driven by accountability, such requests cannot be ignored.

## Education saves lives

*“There is today a growing recognition among the world community and national leaders of the critical importance of education in restoring a sense of normalcy and acting as an instrument for peace, protection and healthy development.”*

(Sida, 2002, p.1)

A good quality education is a key part of a child’s survival strategy. In many societies, reaching maturity without basic skills in literacy and basic knowledge on hygiene practices and healthcare can lead to a life of gruelling work and an early death. HIV and AIDS information and health and hygiene promotion all transmit crucial life skills that have saved lives. Education can also protect children from death or bodily harm through lessons in landmine awareness and the dangers of unexploded ordnance. The benefits of an education can be passed on to future generations. Babies born to mothers with no education are twice as likely to die as those born to mothers with three years or more of primary education.

During a conflict or an emergency, children are often separated from their families. These children are more

vulnerable to abuse and exploitation, such as forced prostitution and trafficking. Safe-play areas and temporary learning centres can also provide an effective way to identify and reunite separated children with their families.

## Education contributes to economic growth

*“Education has a central function in reducing poverty... providing the foundations for economic growth.”*

(AusAID, 2006, p.51)

The correlation between the knowledge and skills acquired through education and national economic growth has been well documented (Coulombe, Tremblay and Marchand 2004; Hanushek and Kimko 2000). Research confirms the profitability of primary education in particular, with the greatest private and social returns accruing in low-income countries (Psacharopoulos and Patrinos, 2004). The economic impact of conflict and displacement is considerable and in countries in conflict where the average civil war may last for seven years and the average duration of displacement for about ten years, education is the key for long-term future development (Collier, Hoeffler and Soderbom, 2001). Ongoing investment in education at all levels is necessary to develop a skilled, educated and adaptable workforce that can contribute towards good economic and political governance.

## Education can contribute to peace and stability

*“Unsafe situations, in which children do not go to school, create generations of uneducated young people without prospects. This can be a nurturing environment for new situations of un-safety and conflict. Wherever countries and societies are or have been plagued by conflict, as in Rwanda, Sierra Leone, DR Congo and Sudan, it is important to – as far as possible – keep education going and teach children that war and violence are not the norm nor the solution and that there are alternatives.”*

(Ministry of Foreign Affairs,  
The Netherlands)<sup>7</sup>

Research shows that education can contribute to the development of democracy, human rights and political stability (McMahon 1999; Appiah and McMahon, 2002), while a lack of education or the manipulation of education can lead to conflict. The exploitation of young people fuels conflict. Without an education, young people are more vulnerable to recruitment into armed groups because they see no other possible ways to advance themselves in the future. “Investment in education has a positive impact on social reform and transformation processes. There is a significant correlation between higher rates of school enrolment and a lower risk of recurrence of civil war” (as stated by GTZ).<sup>8</sup>

In the build-up to some conflicts, schools and teachers can become part of or subject to manipulation and control, as repressive regimes often regard education either as a threat to their power or as a tool for

indoctrination to a given ideology. Schools can become agents of propaganda where children are more easily recruited into armed forces, or targets for forcible recruitment. For example, in the eastern Democratic Republic of Congo, schools have sometimes been attacked by militia groups looking for young child “recruits” who are forced to join them. Schools need to be able to protect children so they are less vulnerable to recruitment into armed groups, to abusive work, and to being trafficked.

While the ongoing disruption of education indicates impending disarray and societal collapse, the resumption of education is an indicator of stability and a signal to a population that there is hope for a return to normality. In an interview with Save the Children in Lebanon at the height of the recent conflict, the Minister of Education reported that without immediate action and support for the

### **A chance for change in Sierra Leone**

Sierra Leone is the second poorest country in the world (UNDP, 2006). It experienced a devastating civil war between 1991 and 2002 which resulted in the loss of 50,000 lives and the destruction of most of the country’s economic and physical infrastructure. Since the end of the war, there has been a focus on rebuilding the country and there have been advances made in all areas, from the restoration of security to the delivery of basic public services. Efforts have been made to rehabilitate and reconstruct schools that were destroyed, damaged or abandoned.

However, the education sector is still facing huge challenges. In recent years education enrolments have increased, indicating a demand for education. Yet 30 per cent of primary school-aged children are still out of school and the quality of education available for many children is poor. Abuse and exploitation are experienced by some pupils, and teachers are often untrained. In addition, many teachers do not receive a salary due to a lack of governmental resources, and a limit has been imposed on the number of teachers

that can be employed. To compound the situation, the Ministry of Education, Science and Technology has limited capacity to plan, manage and co-ordinate the education system effectively.

Sierra Leone desperately needs the adequate resources and support to develop an education system which can offer quality education for all children. The government is committed to Education for All and achieving the MDGs. It already commits almost 20 per cent of the budget to education – a large proportion of public resources. But in order to improve the quality of education, expand the education system and meet national and international goals, more funding is required. The Sierra Leonean government is currently finalising its ten-year Education Sector Plan and hoping to get Fast Track Initiative (FTI) endorsement in the coming months. Once the plans are in place, the country will need increased financial and technical support from donors to ensure all children have the chance to receive a quality education that offers them a brighter future (World Bank, 2006).

education of Lebanese schoolchildren, the country's longer-term stability would be at stake, alongside the emotional and mental stability of the nation's children.

### **Education contributes to good governance**

*“Focus on education within fragile states also builds the capacity of a society to recover from the conflict, increase its stability and deliver services to future citizens.”*

(DFID, 2006, p.2)

Education is essential for the formation of competitive economies and democratic societies. It builds what

Amartya Sen (1999) terms ‘human capabilities’ – the power of the individual to reflect, make choices and seek a voice in society. Investing in quality education promotes critical thinking in citizens as well as an ability to hold local and national systems to account, paving the way for good governance and institution building. “In short, education is one of the most powerful instruments for laying the basis for sustained economic growth, sound governance and effective institutions” (Bruns, Mingat and Rakotomalala, 2003, p.1).

### 3 Education: underfunded, and neglected in CAFS

An analysis of aid to education reveals four areas of donor neglect:<sup>9</sup>

- a lack of overall funding for education and a failure to deliver on promises
- a low share of education aid going to conflict-affected fragile states (CAFS)
- a low prioritisation of education by donors in their aid programmes in CAFS
- a lack of consideration of education as part of humanitarian aid and response.

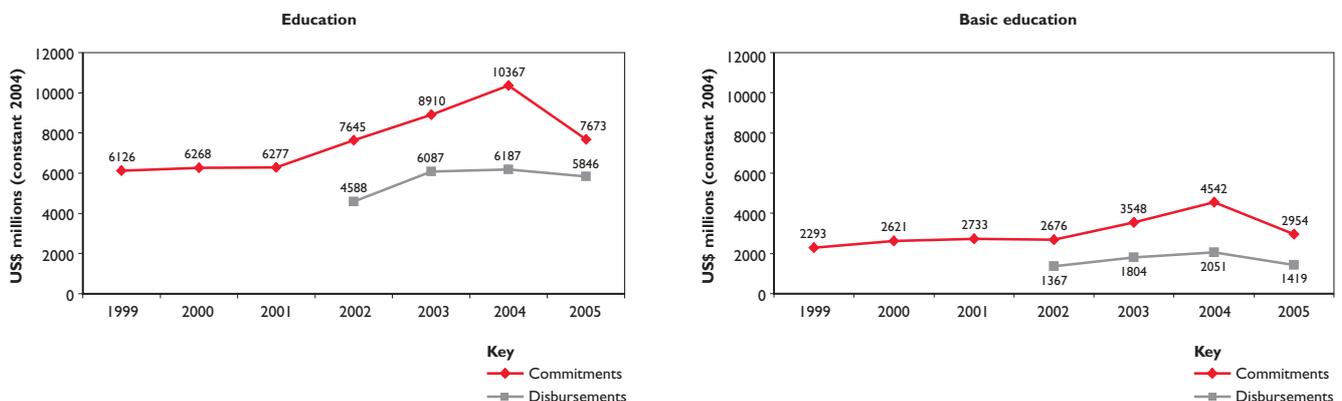
#### The underfunding of education

A major obstacle to achieving Education for All and the education Millennium Development Goals (MDGs) is the desperately low amounts of overall aid for education. Despite the promises made by donors at events such as the 2005 G8 and UN Summit and reaffirmed at the 2006 G8 summit, there are still not enough resources available to enable all children to receive a primary education and achieve the MDG of universal primary completion by 2015.

Even though in recent years the aid environment for education and basic education<sup>10</sup> has been improving (see Figure 2), the amount of aid being committed is insufficient for current needs. Although disbursements<sup>11</sup> of aid to education, like commitments, have shown a slight increase between 2002 and 2005, the actual funds disbursed tend to be lower than those committed. In reality, the behaviour of many donors has been to promise aid and make commitments but then either disburse the money late, or not in full. This could be partly explained by multi-year commitments, although it may also indicate some absorptive capacity problems in the education sector (FTI Secretariat, 2006a).

As well as increasing the overall resources available for education, a significant proportion of this aid needs to be channelled to basic education to ensure that all children can have the chance to go to primary school. Between 2003 and 2005 an average of only 41 per cent of total education aid was committed to basic education. Basic education aid increased from US\$2.3bn in 1999 to US\$3bn in 2005. This falls

Figure 2: Education and basic education aid commitments<sup>13</sup> and disbursements for all developing countries



Source: OECD CRS online database

## Mobilising resources for education: the Education for All–Fast Track Initiative

The Education for All–Fast Track Initiative (EFA–FTI) was created in 2002, and endorsed at the Kananaskis G8, in recognition of the fact that it would be impossible to achieve universal primary education (UPE) without implementing drastic changes. It was the first global compact on education set up to mobilise resources and help low-income countries address policy, capacity and data gaps. The EFA–FTI is one of the main international mechanisms for mobilising funds for education.

### Obtaining an FTI endorsement

For countries to receive FTI endorsement they must have a poverty reduction strategy or equivalent in place, and a sound education sector plan endorsed by in-country donors. Once a country has received endorsement, there are two main channels to receive increased funds for education:

- for countries with a number of established donors, the local donor group provides increased levels of aid through well co-ordinated channels
- for those countries with fewer than four donors, the Catalytic Fund (CF) provides transitional funding for two to three years until more donors come on board.

### Who has received FTI endorsement?

By February 2007, a total of 29 countries had been FTI endorsed. Out of these countries, 18 have received financial support from the CF. The other 11 endorsed countries will rely on in-country donors to increase their aid to fill their funding gaps.

### The Education Program Development Fund

For those countries without an education plan, a further fund, the Education Program Development Fund (EPDF), provides technical support and capacity-building to develop an education sector plan. This could be a first step to applying for funding and full FTI endorsement. Fifty-nine countries have received a small amount of financing support through the EPDF. Of the EPDF-supported countries, just 13 have received assistance in preparing national education sector plans (FTI Secretariat, 2006c).

### The reality of resources and the FTI

The financing needs of FTI-endorsed countries have not been met, as sufficient resources have not been committed either by in-country donors or at the international level to the CF and EPDF.

- For all FTI-endorsed countries, the total financing gap for 2006 to 2008 is estimated to be US\$2.4bn.<sup>14</sup>
- At present, 11 donors support the CF, with a total of US\$996m in commitments for 2006 to 2008. Total financing needs for the same period are US\$2.1bn, leaving a financing gap of US\$1.1bn (FTI Secretariat, 2006b).
- Eight donors are supporting the EPDF, with total commitments of around US\$76m for 2005 to 2008 (FTI Secretariat, 2007). The EPDF is a much smaller fund than the CF, despite the fact that the EPDF is supporting a considerably larger group of countries.

In addition, the disbursement and commitment ratio for both the CF and EPDF is notoriously low, so countries do not always get the funds committed, or the funds can take longer to arrive than necessary.

far short of the estimated US\$9bn<sup>12</sup> basic education aid needed globally each year to achieve the UPE goal.

A key initiative in the drive to increase aid for education in recent years has been the Education for All–Fast Track Initiative (EFA–FTI). Launched in 2002 (see box above), it was intended to make

sure that aid for education is increased, long term, predictable, co-ordinated and disbursed more quickly. However, despite some progress and support from some key donors, it has not lived up to its potential. It is still underfunded and plagued by low disbursement rates from the Catalytic Fund and the Education Program Development Fund and unable to

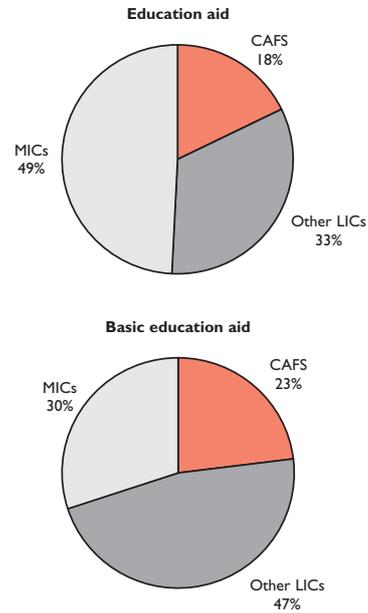
meet the financing needs of the current FTI-endorsed countries. Therefore, although the FTI may have created momentum around the EFA agenda and increased donor co-ordination and harmonisation, additional resources must be secured for it and disbursement rates improved if it is to fulfil its role in mobilising resources to enable all children to go to school by 2015.

### Low share of education aid to CAFS

Despite being home to more than half of the world’s out-of-school children, CAFS receive less than a fifth of all education aid and, as Figure 3 illustrates, they receive less than a quarter of global basic education aid.<sup>15</sup> Shockingly, almost half of all education aid (49 per cent) continues to be allocated to middle-income countries (MICs), despite the recommendations that aid should be targeted to low-income countries: “The share of total aid going to basic education must at least double and be more focussed on low-income countries rather than middle-income ones” (UNESCO, 2006, p.103). Providing high proportions of aid to MICs means that LICs and CAFS lose out and are last in line.

However, if the US\$9bn annual external financing requirement was allocated according to need, then just over half, US\$5.2bn,<sup>16</sup> should be allocated to CAFS

**Figure 3: Distribution of education and basic education aid in developing countries<sup>17</sup>**

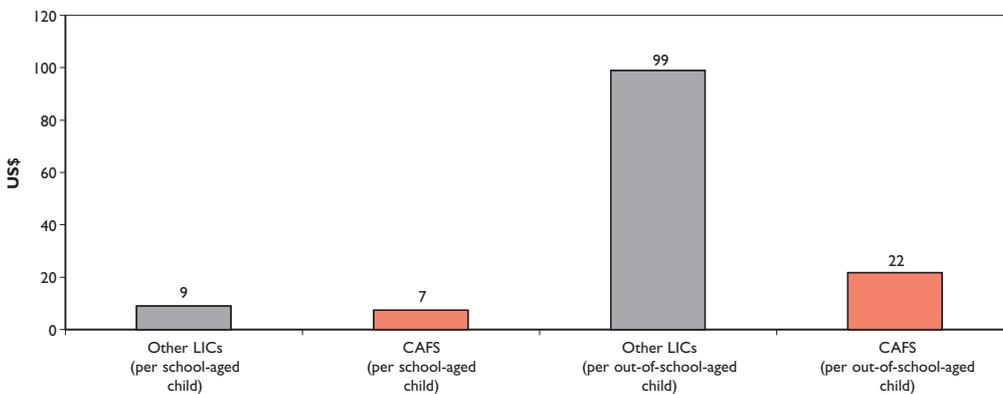


Source: OECD CRS online database

based on calculations of external resources required to achieve UPE at country level. Therefore, at least 50 per cent of all new commitments for basic education should be directed to CAFS.

Even when compared to other LICs, CAFS lose out. This disparity is not simply a question of differences in population size. Each child in a conflict-affected fragile state receives almost 20 per cent less basic education aid than a primary-aged child in another LIC (US\$7

**Figure 4: Basic education aid commitments per school-age child**



Source: OECD CRS online database, UNESCO (2006)/UIS (2005)

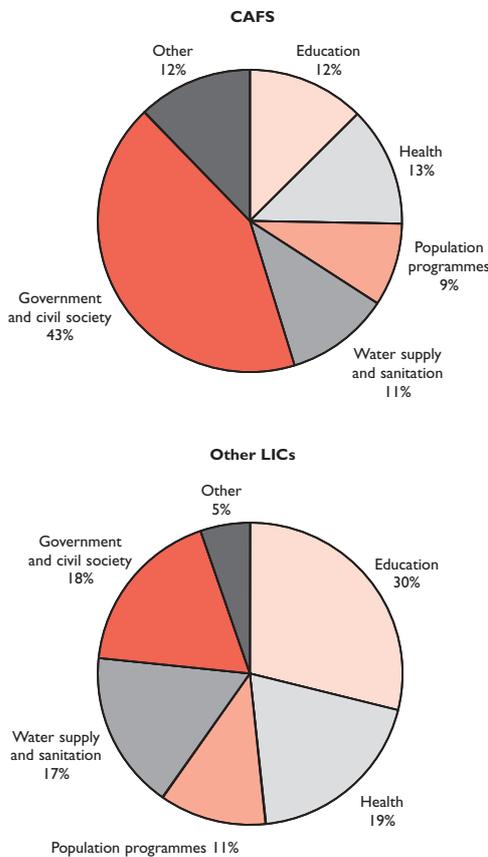
compared to US\$9). More concerning, however, is the analysis on out-of-school children. Out-of-school primary-age children in CAFS receive almost 80 per cent less than that available to their out-of-school counterparts in other LICs (US\$22 compared to US\$99). This figure illustrates the disparity in funding between children living in CAFS and those living in other LICs. CAFS are not receiving enough aid for their population size and education needs. As such, the world will never reach the education MDGs.

Global momentum for achieving UPE has led in recent years to initiatives aimed at increasing donor resources, harmonising donor practice, investing in country plans and ensuring national country-led ownership of UPE. Most prominent of these initiatives are the EFA–FTI and individual

countries’ ten-year plans. While these initiatives are welcome, progress and particularly donor investment have been slow.

Furthermore, these initiatives can exclude many CAFS as they are aimed at countries which can fill a ‘good governance’ compact for education. This compact consists of a poverty reduction strategy paper (PRSP), a credible education sector plan, allocation of funds in line with the FTI indicative framework, a co-ordinated external financing mechanism and strong and efficient civil society partnership (Sperling, 2006). While the rationale for the compact is clear, it again leaves CAFS exposed without support, and without investment (see box opposite). For example, a negative consequence of the selectivity agenda, which has encouraged donor investment to favour the ‘good performers’, has meant that CAFS often lose out to other LICs and to MICs when it comes to education funding.

**Figure 5: Distribution of total sector allocable aid to social infrastructure and services in CAFS and other LICs**



Source: OECD CRS online database

Speeding up support for CAFS through the FTI and the implementation of the Progressive Framework<sup>18</sup> for education in fragile states using the EPDF will begin to ensure that increased education aid can be channelled to CAFS in future.

## Education neglected in CAFS

Donors do not prioritise education in their aid programmes to CAFS, despite the educational needs of these countries. Even when compared to other LICs, education is prioritised less in CAFS. On average only 4 per cent of total ODA to CAFS was used to support education, compared to 13 per cent of total ODA in other LICs.

An analysis of aid committed to social infrastructure and services shows that between 2003 and 2005 CAFS received slightly higher amounts of total aid for social sectors than other LICs.<sup>19</sup> Despite the larger aid contributions, education in CAFS receives less funding than other LICs, as Figure 5 illustrates. Sectoral allocations are similar between the two groups of countries for health, water and sanitation and population (each 3–6 percentage points lower

### How is the FTI relevant for CAFS?

By definition, many CAFS will not fulfil the FTI endorsement criteria unless they are in a post-conflict reconstruction context. Examples of such countries are Rwanda or Cambodia. CAFS can also fulfil the criteria if conflict only affects a small region of the country while the rest of the country remains relatively peaceful (for example, Uganda).

For unendorsed CAFS, it is unlikely that the local group of donors will commit to providing significant additional funds for education. These CAFS will also not be eligible for funding through the Catalytic Fund (CF), despite having few in-country donors. While some of them may be able to receive support from the Education Program Development Fund (EPDF) to develop sector plans, governments in CAFS are often not aware of this potential source of support. In addition, the current amounts available through the EPDF are very small, not available for sector-wide spending, and the EPDF has an abysmally low disbursement rate.

To date, just five CAFS are endorsed by the FTI (Cambodia, Ethiopia, Guinea, Rwanda and Timor Leste). Only one country (Timor Leste) has received Catalytic funding. Just a few countries, such as Rwanda, Sierra Leone, Haiti and Cambodia, have received funds via the EPDF.

Several CAFS (Angola, Burundi, Chad, Republic of the Congo, Haiti, Liberia and Sierra Leone) are scheduled to be endorsed in 2007, and others are scheduled on the FTI timetable for endorsement in the coming years. However, the endorsement process has been slow and the disbursement of resources has been even slower. Certainly, at current rates, the funds will

not be received in time to achieve the education MDG. Nine CAFS – Afghanistan, Colombia, Côte d'Ivoire, Iraq, Myanmar, Nepal, Somalia, Sudan and Zimbabwe – are not even included in the FTI timetable for funding endorsement, jeopardising the future of more than ten million out-of-school children.

The FTI Fragile States Task Team, at a meeting held in November 2006 in Cairo, recommended that a two-tier approach be adopted to reach countries in need of additional support, but without the necessary credible education sector plan in place. The current structure (and the FTI quality stamp of approval) would remain in place while allowing support for fragile states through a Progressive Framework. This framework would place countries on a continuum towards the FTI standard. However, significant additional resources would only come after the country received full FTI endorsement.

To enable CAFS to fully benefit from the FTI:

- the FTI needs to be sufficiently resourced
- investment in the CF and EPDF needs to dramatically increase and disbursement rates from the funds need to be drastically improved
- the Progressive Framework to support fragile states needs to be urgently finalised and endorsed as a process by which CAFS can receive additional funds to support the implementation of education programmes while developing education sector plans
- CAFS need to be encouraged and supported to seek funds from the EPDF to develop their education sector plans and qualify for FTI endorsement.

in CAFS than in other LICs). Yet the education allocation of 12 per cent to CAFS is much smaller than other LICs, which are allocated 30 per cent.

Meanwhile, investment in 'government and civil society' receives 43 per cent of aid to social infrastructure and services in CAFS, much greater than the 18 per cent in other LICs. While investment

in government and civil society is essential for building capacity and promoting civil society participation and governance in CAFS, it appears that donors are attempting to address a good governance agenda that excludes education. Yet education is pivotal to building capacity, promoting civil society participation and good governance and needs to be given increased, not decreased, priority and investment in CAFS.

## **It can be done: Burundi goes back to school**

Burundi is a fragile state in central Africa that has recently emerged from a 12-year civil war. In many areas, the country has been constrained by a lack of government leadership and by the absence of a co-ordinated approach from donors.

In the education sector, Burundi faces many challenges, both technical and political, to rebuild the school system. Nevertheless, it has developed a credible education plan. The MDGs in education appear achievable. Co-ordinated support has been pledged from donors. How has Burundi managed this?

### **Free primary education**

The civil war that started in Burundi in 1993 put an end to the previous rapid growth in numbers of children enrolling in primary schools. In 2000, as the political and security situation began to improve, primary school enrolment began to increase again. Then, in August 2005, after the first successful post-war democratic elections, the President declared the elimination of primary education fees. Enrolment rates increased rapidly.

### **A co-ordinated approach from donors**

During the conflict, international support to education almost disappeared, as donors sought to provide funding for emergency humanitarian programming and did not prioritise education as part of their response. As the situation improved, donors showed renewed interest in the education sector:

By the time of the government's inauguration in 2005, the picture of support was increasingly confused and the need for co-ordination was obvious. A UNICEF 'back to school' programme focused on building and repairing schools, providing materials and training teachers, with increasing involvement from the Ministry of Education. Other donor programmes had similar priorities but failed to involve the government.

Free primary education had the potential to help consolidate peace. But without the necessary planning,

it risked building huge demand without a corresponding increase in supply. Donors placed increasing burdens on UNICEF and NGOs to deliver more in education, resulting in a reduction in quality.

However, there was also a positive outcome to this pressure. Donors began to co-operate more with each other and with the government. The World Bank and the Ministry of Education worked on a joint Status Report on Education. The World Bank provided support with modelling and financial simulation. The UK Department for International Development (DFID) and the Agence Française de Développement (AFD) supported the ministry on developing a harmonised funding mechanism.

More donors expressed an interest in getting involved in funding plans. Additional funding was obtained through the EPDF of the FTI. Donors and government have worked together to develop an education strategy, a three-year action plan and a medium-term expenditure framework.

### **Key factors in Burundi's post-conflict progress in education**

- Support from the head of the government has been vital. The declaration of free primary education stimulated demand-side pressures to kick-start the process. Since 2001, the proportion of the budget allocated to education has increased year on year.
- Although capacity in the Ministry of Education has been weak, technical assistance and training have increased their sense of ownership and confidence, and prevented the process from becoming entirely donor-led.
- Support for UNICEF's education programme helped bring donors together. UNICEF's good relationship with the ministry and its commitment to co-ordinate donors and to act as the lead partner have been crucial.
- Bilateral donors (especially DFID and AFD) have helped win over other donors to provide harmonised support and pooled funding.

## Education a low priority in emergencies

*“Development gains can be eroded or lost due to recurring emergencies... The specific recovery challenges will vary from one country to another, but humanitarian disasters, regardless of their cause, can often dramatically alter the long-term development challenge. Access to education and employment is impeded or prevented, infrastructure is destroyed, large numbers of people can become displaced and the rule of law and adherence to human rights can disintegrate.”*

(Government of Ireland, 2006, p.36)

Education should be funded and planned as an integral part of a humanitarian response, as it can save lives, protect children and is what parents and children want. Like livelihoods work, it is the foundation for a sound economic survival strategy. Livelihoods, food security, protection and good quality education programmes are all part of a sophisticated humanitarian relief strategy which helps to ensure a child's survival. In 2003 donors committed to the

Good Humanitarian Donorship initiative, which promoted allocating aid according to need and a reduction in earmarking, a process by which funding is targeted towards specific sectors.

Yet education is one of the least funded sectors in humanitarian aid. It received only 1.1 per cent of the humanitarian assistance in the Consolidated Appeals Process (CAP) in 2006, despite the fact that education represented at least 4.2 per cent of humanitarian needs.<sup>20</sup> This is likely to be an underestimation of the need, and reflects humanitarian actors' awareness that donors are unlikely to fund education. All sectors remain underfunded in the CAP, the humanitarian sector's main tool for co-ordination, strategic planning and programming. An average of only 67 per cent of funding needs are met, but education remains one of the least funded sectors, with a coverage rate of only 26 per cent.

Humanitarian aid is a major form of support in both acute and protracted crises, many of which are found in CAFS. On average between 2003 and 2005, 15 per cent of ODA to CAFS was in the form of emergency assistance and reconstruction compared to only 3 per

### Education and humanitarian reform

In July 2005, the Inter-Agency Standing Committee (IASC) of the UN Office for the Coordination of Humanitarian Affairs (OCHA) embarked on major reform to improve the predictability, timeliness and effectiveness of response to humanitarian crises, as highlighted by the United Nations (2005) Humanitarian Response Review. This review effort led to the adoption by the IASC of the 'cluster approach' for enhanced accountability, predictability and effectiveness of humanitarian response. The approach intends to redress critical systemic gaps and strengthen leadership and accountability in nine sectors of humanitarian response: nutrition, water and sanitation, health, camp co-ordination and management, emergency shelter, protection, logistics, emergency telecommunications,

and early recovery. Education was originally not included as a cluster – it was not considered a gap and was initially left out of the humanitarian reform process.

In November 2006 UNICEF made a formal submission to the IASC Working Group to apply the cluster approach to education, with the cluster to be led by UNICEF and Save the Children and supported by an advisory group of UN agencies and NGOs. This was approved by the IASC Working Group in November 2006 and endorsed by the IASC Principals meeting in December 2006. It is expected that the formation of an education cluster will raise the profile of education in an emergency response, ensure a co-ordinated and effective response, and attract adequate funding.

cent for other LICs. However, for some countries suffering protracted crises, humanitarian aid can also become the dominant form of aid over a long period of time. In 2004, for example, 70 per cent of all aid to Somalia was humanitarian and from 1993–94 to 2003–04, 73 per cent of UK aid to both Liberia and Somalia was emergency aid (Leader and Colenso, 2005).

If education is supported through humanitarian aid, it can ensure education systems are not disrupted and that countries achieve their Education for All targets, which become harder to achieve the longer a country's education system is not functioning. When children miss out on schooling, it can never be replaced: "Education is a continuous process and one day lost cannot be recovered" (Women's Commission, 2006, p.6). Donors can help to ensure children's schooling is not hindered more than necessary by an emergency.

Over recent years humanitarian funding has increased from US\$1.6bn in 2000 to US\$8.5bn in 2005,<sup>21</sup> in line with the increased number of emergencies. Yet these resources are not sufficient to cover needs, thus making prioritisation and allocation of scarce resources a daily dilemma for humanitarian donors. There is a need for increased humanitarian resources and a need for education to be recognised as an essential part of a humanitarian response and funded accordingly. The recent endorsement of an education cluster by the UN Office for the Coordination of Humanitarian Affairs (OCHA) Inter-Agency Standing Committee (IASC) could, and should, be a catalyst for this to change (see box on previous page). Additional resources and support will, however, be required from donors to ensure the education cluster can function effectively.

## 4 Assessing donor policy and practice

The global funding situation for education for children living in conflict-affected fragile states (CAFS) is the sum of the policies and practices of individual bilateral and multilateral donors. It is therefore individual donors that need to consider these issues in relation to their own policies and practices and identify and address the key problems related to their funding.

Despite donors acknowledging the importance of education in reducing poverty, ensuring economic growth and improved governance, as well as contributing to peace and stability, no individual donor is doing enough in either its development or humanitarian policies and practices. (See Appendix 4 for individual donor analysis and a summary of key recommendations by donor.)

### The underfunding of education

All the 22 Development Assistance Committee (DAC) bilateral donors identify education, and particularly basic education, as a key area for their aid, and many have aligned their policies and support behind the Millennium Development Goals (MDGs). Yet many donors do not prioritise education. For example, France, Portugal, Austria, Germany, Spain, Belgium, Japan, Switzerland, the United States and Italy all give less than 3 per cent of their total aid to basic education. Incredibly, basic education represents less than 20 per cent of education aid for France, Germany, Spain, Belgium, Japan, Switzerland, the United States and Italy, and for Portugal and Austria the figure is less than 10 per cent. These donors also need to channel more of their education aid to basic education. In particular, some donors, such as France, Germany and Portugal, use their education aid to support scholarships for students to study in the donor's country, leaving little for basic education.

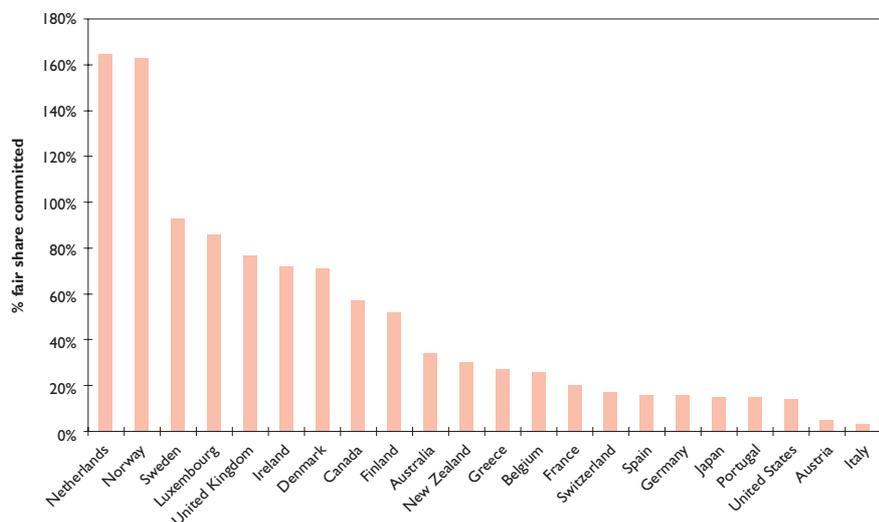
Despite the commitments to education, many donors are not meeting their fair share (as measured by the amount of money each donor should contribute according to their gross national income) of the US\$9bn per annum required to achieve universal primary education (UPE) in low-income countries (see Appendix 3).

As Figure 6 overleaf shows, all except two donors, the Netherlands and Norway, are currently contributing less than their fair share. Italy, Austria, the United States, Portugal, Japan, Germany, Spain, Switzerland, France, Belgium, Greece, New Zealand, Australia, Finland and Canada need to significantly increase the amount of aid allocated to basic education to meet their fair share. Some of these donors, for example New Zealand and Canada, have committed to increasing education aid in policy statements and need to make sure they deliver on these promises. Other donors, such as Norway, should continue to show leadership in this area despite recent changes in government and policy.<sup>22</sup>

Given the high-profile commitments made at the 2005 G8 meetings and reiterated at the 2006 G8, the performance of a number of G8 members needs to improve drastically. Most notably Canada, France, Germany, Japan, the United States and Italy all need to increase their resources to basic education in order to contribute their fair share of the external financing requirement. Increased resources from these donors could make a significant impact on children being able to benefit from an education.

As discussed in Chapter 3, one of the main mechanisms for mobilising funds internationally for education is the Education for All–Fast Track Initiative (EFA–FTI). Some donors – such as the Netherlands, Norway and the UK – have supported this mechanism. In recent months, Denmark has

**Figure 6: Fair share contributions of donors to the US\$9bn annual external financing requirement for UPE (based on average commitments from 2003–2005)**



Source: OECD CRS database and World Bank GNI (2005), Atlas Method

made its first commitment to the EFA–FTI and Spain has pledged to increase its commitments. Other donors need to follow their example in 2007. Germany, Japan and the United States have not yet made a contribution to either the Catalytic Fund (CF) or the Education Program Development Fund (EPDF). Others, such as Australia, Austria, Finland, France, Greece, Luxembourg, New Zealand, Portugal and Switzerland, also need to increase their support and investment.

### Low share of education aid to CAFS

Despite the fact that bilateral donors emphasise the importance of ensuring that aid reaches low-income countries, and those countries with the greatest needs, two-thirds of all donors committed on average more than 50 per cent of their education aid to middle-income countries (MICs) between 2003 and 2005, leaving little for CAFS and other LICs (see Figure 7 opposite). Incredibly, the Netherlands, Japan, New Zealand, France, Spain, Greece, Austria, Germany and Australia give over 60 per cent of their education aid to MICs. On average a significant proportion (49%)

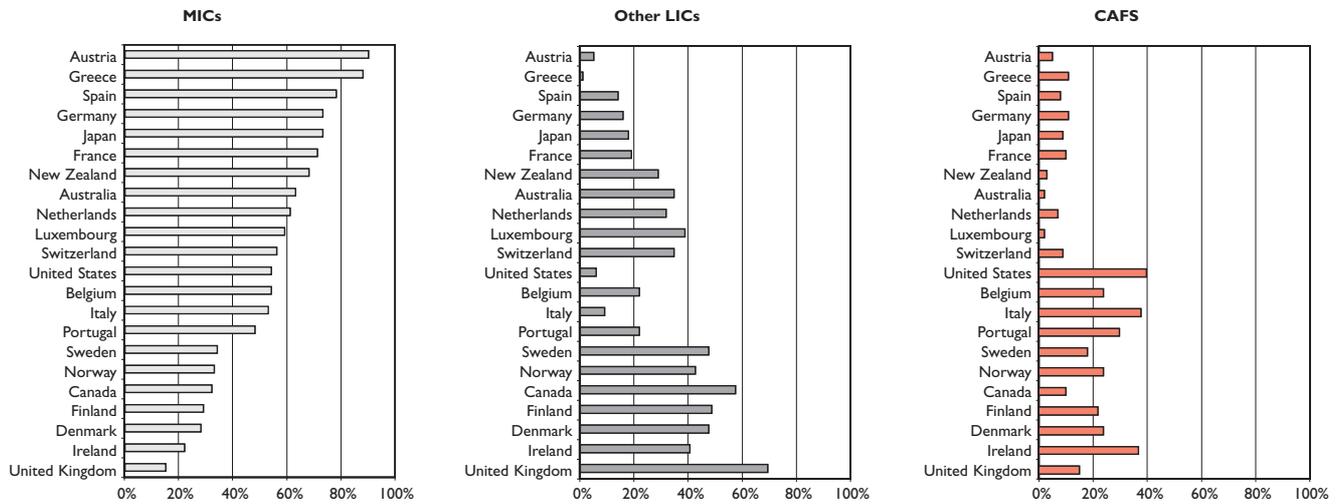
of all education aid *still* goes to MICs, leaving the proportion of aid for other LICs (33%) and CAFS (18%) significantly lower given their needs.

Even when compared with basic education allocations to other LICs, CAFS lose out (see Figure 8 opposite). This is largely because donors support ‘good performers’. For example, while the UK should be congratulated on its commitments of basic education aid to other LICs, it is not investing sufficiently in CAFS. Only 13 per cent of its funding goes to CAFS, compared to 74 per cent for other LICs, whereas they should be more equitable.<sup>23</sup> Canada has also prioritised investing in other LICs for basic education but has made minimal investment in CAFS despite its commitment to “provide education for girls and boys in conflict, post-conflict, and/or emergency situations”.<sup>24</sup>

In addition, as Figure 8 opposite illustrates:

- Austria, Spain and Greece commit a small proportion of basic education aid to CAFS and other LICs and commit significantly less than their fair share.
- Portugal is more equitable in its provision to basic education aid to CAFS and other LICs, but it allocates only a small percentage of its fair share.

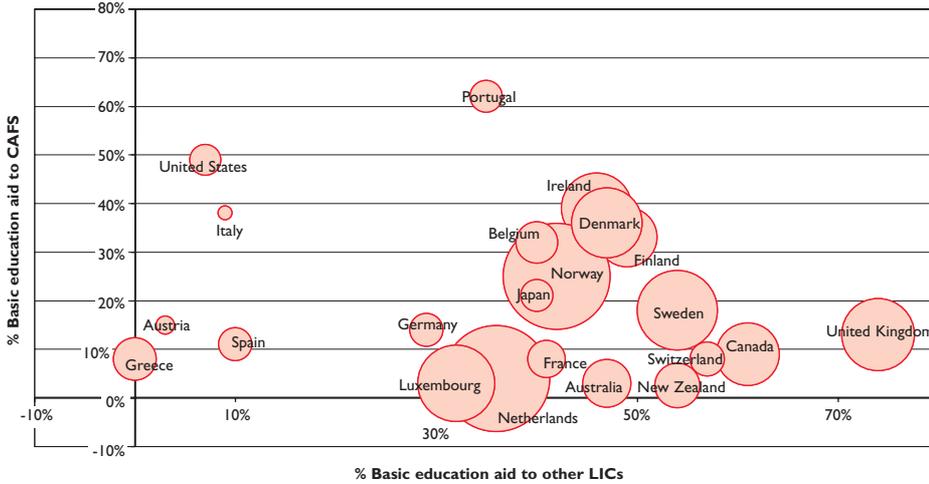
**Figure 7: Comparison by donor of the share of education aid allocated to MICs, other LICs and CAFS**



Source: OECD CRS online database

**Figure 8: Comparing donor priorities in financing of basic education**

Note: Bubble size represents % fair share committed to basic education



Source: OECD CRS database

- Luxembourg and the Netherlands allocate a small proportion of basic education aid to CAFS but are doing well in terms of meeting their fair share.
- Germany and France need to make more equitable allocations to CAFS and other LICs while increasing overall funding for basic education.
- The United States and Italy both need to maintain proportions of aid to CAFS, while increasing the overall proportion of aid to other LICs and to basic education.

These differences could in part be explained by donors' preferences for certain funding mechanisms, such as direct budget support, which can be considered less viable or inappropriate in some CAFS. Other LICs receive twice as much aid via budget support than CAFS (6 per cent of total ODA in other LICs compared to 3 per cent in CAFS). Budget support has, however, been used in some post-conflict countries such as Sierra Leone and Rwanda to help build systems.

## Education neglected in CAFS

Of the aid that reaches CAFS, the majority of donors do not prioritise education to the extent that they do in other LICs. As Table 2 opposite illustrates, whereas 13 donors commit over 10 per cent of aid to education in other LICs, only 4 commit over 10 per cent to education in CAFS. Only two donors (Denmark and Finland) commit more of their aid to education in CAFS than they do in other LICs (see box below). The UK, Netherlands, Norway and Luxembourg all commit 15 percentage points more ODA to education in other LICs than to education in CAFS. For Canada, Portugal and New Zealand, the difference is greater than 20 percentage points. It is clear that while these donors appropriately prioritise education in other LICs, they do not do so in CAFS.

Some donors, however, are not prioritising education in other LICs or in CAFS. The United States, for example, puts just 2 per cent of its aid into education

in CAFS and other LICs. Japan, Austria and Italy all invest less than 6 per cent. These donors are not meeting their fair share of requirements and need to invest more overall funding in education.

## Education a low priority in emergencies

*“Norway will support efforts to ensure that education is provided in emergencies and from day one in post-war rehabilitation... Children are a particularly vulnerable group when countries are affected by war and other disasters. When Norway provides humanitarian assistance in such situations, education will be a major priority.”*

(Norwegian Ministry of Foreign Affairs, 2003, p.11)

Humanitarian aid is a major form of support in both acute and protracted crises, many of which are found

### Danish support to education in Afghanistan

Denmark has made education a high priority in its overall development strategy. It places a strong emphasis on the importance of education in situations of emergency and conflict, and has stressed the importance of securing the transition from emergency relief to long-term development assistance with a view to ensuring sustainable peace and development.

Education continues to be one of the highest priorities in the Afghan government's national development plans. As a country emerging from years of neglect and conflict, the challenges facing the Afghan education system are severe. With half of all children still out of school (Oxfam, 2006), there is an urgent need to rebuild destroyed infrastructure, rapidly increase enrolment, especially for girls, and ensure children receive a good quality education with adequate numbers of teachers. Afghanistan's plans for the education sector in 2002 were designed to address the most urgent and basic demands, particularly in school construction, provision of educational materials

and teachers. Long-term plans have been prepared for strategic, comprehensive and systematic sector development in order to achieve Education for All and the Millennium Development Goals.

Danish development aid is providing funding and technical assistance in order to help Afghanistan implement its national education strategies. Within this nationally defined context, particular attention has been given to improving access for all to education, improving the quality of education being provided and the overall management of the education system. Since 2003, Danish funding has, to the degree possible, been channelled to the Ministry of Education through the Ministry of Finance with the aim of building up governmental financial management methods and capacities. The expectation is that this can provide the framework for co-ordinated and predictable donor funding, which is necessary for realistic long-term planning and the implementation of the education sector strategy.

**Table 2: Percentage of ODA committed to education by donor comparing CAFS and other LICs (2003–05)**

	<b>% CAFS' ODA committed to education</b>	<b>US\$ millions</b>	<b>% other LICs' ODA committed to education</b>	<b>US\$ millions</b>
Greece	20	(16)	20	(1)
Ireland	14	(67)	20	(74)
Denmark	12	(73)	7	(146)
Finland	11	(39)	7	(85)
Norway	9	(142)	23	(253)
Portugal	6	(57)	32	(42)
Sweden	6	(84)	16	(218)
France	5	(375)	16	(735)
New Zealand	5	(5)	38	(42)
Spain	5	(41)	10	(69)
Belgium	4	(86)	17	(80)
Canada	4	(70)	31	(398)
Germany	4	(271)	12	(406)
Netherlands	4	(88)	21	(417)
United Kingdom	3	(271)	18	(1234)
Italy	2	(51)	3	(12)
Japan	2	(307)	5	(595)
Luxembourg	2	(1)	18	(32)
Switzerland	2	(12)	7	(46)
United States	2	(790)	3	(120)
Australia	1	(6)	10	(132)
Austria	1	(12)	7	(13)

Source: OECD CRS database

in CAFS. Humanitarian aid can be key to ensuring development progress, and to ensuring that a child's schooling is not hindered more than necessary by an emergency. Traditionally however, donors have not seen education as life-saving and vital in the emergency stages of a conflict and this is reflected in the humanitarian policies of donors.

Only five donors explicitly refer to education as part of their humanitarian policy (Canada, Denmark, Japan, Norway and Sweden). Donors' policy divisions sometimes acknowledge the importance of education for countries in crisis or post-conflict as part of reconstruction and re-establishing systems. But few pay explicit attention to education in their humanitarian responses. Other donors could follow the example of Norway, which has clearly stated its support for education in emergencies. Donors also need to ensure that development and humanitarian priorities and policies are linked.

Figure 9 below illustrates the small proportions of individual donor funding that are going to education in emergencies. The United States, Spain, Portugal, Greece, Luxembourg, Austria and France all allocate less than 1 per cent of their humanitarian funding to education, and need to significantly increase their

investment and prioritisation of education as part of their humanitarian response.

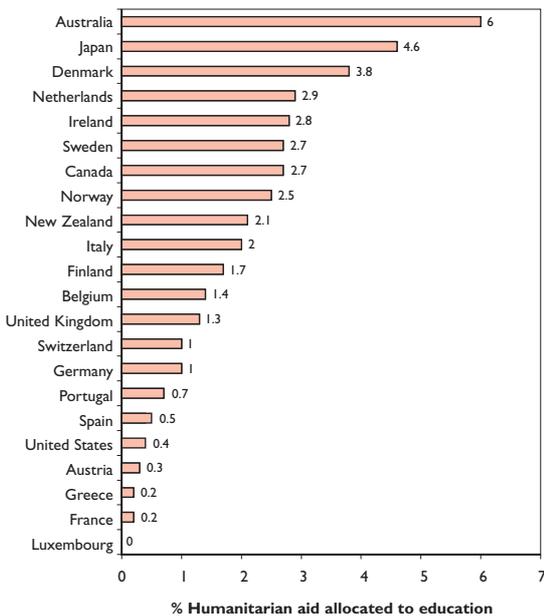
However, there is hope that the situation is changing. At the end of 2006, UNICEF received its single largest earmarked donation in its 60-year history – US\$201m.<sup>26</sup> This was pledged by the government of the Netherlands to radically expand the agency's efforts to ensure that children caught in conflict and natural disasters as well as those emerging from crisis can go to school. As the Netherlands Ministry of Foreign Affairs website states: "The Netherlands will in the coming years invest in education for children and young people in emergency situations. In order to achieve the Millennium Development Goals for education special attention for this group is very necessary."<sup>27</sup>

The recent formation of an education cluster, co-chaired by Save the Children and UNICEF, is also likely to raise the profile of education in emergencies, ensure a co-ordinated and effective response and attract adequate funding.

## The role of multilaterals

Multilateral organisations can be a significant channel for education aid providing, on average, 28 per cent of total education aid between 2003 and 2005. Multilateral organisations' grants and concessional loans are largely funded by bilateral donors (UNESCO, 2006). The latter often use multilateral channels to fund countries where they do not have programmes or expertise. For example, Austria states that although it sees primary education as a focus of its work, it sees the main support for education coming through donor institutions such as the World Bank and UNESCO (Austrian Development Cooperation, 2000). France has also committed a tenfold increase in its contributions of education aid to multilateral institutions, mainly to UNESCO, UNICEF and other specialised international organisations active in education (CICID, 2005). Donors need to deliver on these commitments, and also ensure that multilateral organisations are prioritising education as part of their overall programmes. As Table 3 illustrates, the

**Figure 9: Percentage of humanitarian aid allocated to education by donor<sup>25</sup>**



**Table 3: Multilateral ODA: commitments of major donors to education, 2003–2005 average**

	Total ODA	Aid to education		Aid to basic education	
	Constant 2004 US\$ millions	Amount (constant 2004 US\$ millions)	Education as % of total ODA	Amount (constant 2004 US\$ millions)	Basic education as % of total aid to education
International Development Association	9,782	1,201	12	724	60
European Commission	9,747	777	8	352	45
Asian Development Fund	1,645	279	17	85	30
African Development Fund	1,512	184	12	76	42
UNICEF <sup>28</sup>	683	62	9	61	99
Inter-American Development Bank Special Fund	475	41	9	15	36
Total multilateral	23,844	2,543	11	1,313	52

Source: OECD CRS database

overall share of multilateral aid for education is only 11 per cent.

The World Bank funding body, the International Development Association (IDA) and the European Commission (EC) in particular, already commit reasonable amounts of aid to education. However, they could do more, and by increasing the proportion

of aid they allocate to education they could play a more significant role in ensuring all children are able to go to school.

As Table 4 shows, there is a disparity between the priority placed on education by multilaterals in CAFS compared with other LICs. Most notably, the EC allocates only 4 per cent of its ODA to education in

**Table 4: Percentage of ODA to education in CAFS and other LICs**

	% ODA to education (average 2003–2005)	
	Other LICs	CAFS
International Development Association	15	11
European Commission	12	4
Asian Development Fund	23	12
African Development Fund	17	7
UNICEF <sup>29</sup>	13	13
Inter-American Development Bank Special Fund <sup>30</sup>	0	9

Source: OECD CRS database

## **Southern Sudan – broken promises**

Education in Southern Sudan is almost non-existent following two decades of war. More than 1.5 million people have been killed and 4 million people have been forced to flee their homes. The education system has been totally destroyed with only ad-hoc programmes in place run by local communities and NGOs. The children of Southern Sudan have the lowest access to primary education in the world. While around 20 per cent of children enrol in school, just 2 per cent complete their primary education.

### **Promises made**

In April 2005 the Norwegian government hosted an international donors conference on Sudan. The conference was held as a forum for the international community to pledge support to the reconstruction phase that started with the peace agreement signed earlier that year. Government leaders from more than 50 countries attended the conference, as well as donor institutions and Sudanese representatives.

Wide support was generated by the conference, with US\$4.5bn pledged for Sudan's reconstruction over a three-year period from 2005 to 2007. Of this, US\$509m was earmarked for two multi-donor trust funds (MDTFs) administered by the World Bank – one for the rehabilitation of war-affected areas in northern Sudan, and another for reconstruction and development in Southern Sudan. Additional funds committed since the conference have brought total pledges to the two trust funds to US\$611m.

The MDTF for Southern Sudan was designed to support essential basic services: water and sanitation, health and education. It was intended that education sector funding be centralised, shifting the management of resources from NGOs to the government of Southern Sudan, thereby strengthening the emerging capacity of the Ministry of Education, Science and Technology (MoEST) to undertake policy development and education system management. A multi-donor proposal to improve access to an enhanced quality of education was developed by the MoEST and

stakeholders and approved by the MDTF oversight committee in early 2006.

### **Promises broken**

The Southern Sudan MDTF had received pledges totalling US\$345m, but just US\$185m has been paid to date and the disbursement of these funds has been considerably delayed. Bureaucracy has weighed down the MDTF process, with conditions proving too rigid for the emerging government ministries to operate within. This experience has been further marred by a gradual draining of resources through the employment of technical experts to assist ministries in establishing effective and, ironically, efficient systems.

To date, there is little evidence of resources being released for the proposal to improve access to quality education. The anticipated flow of resources to support education in Southern Sudan has been affected by internal agency administration, the low prioritisation of education by donors, and a donor fixation on providing emergency aid. Competition among the UN, international and local NGOs for the meagre resources that are available has resulted in duplication and rivalry rather than a co-ordinated and harmonised response. The financing of education remains fragmented, unco-ordinated and at the mercy of fading interest.

### **Time to deliver**

An MDTF offers opportunities for pooled funding, donor harmonisation and co-ordination. It also provides the occasion for building national capacity and institutions. Significant funds have been committed to Southern Sudan and an increased flow of these resources could dramatically alter the lives of many children. This will only happen if donors, the UN, government and NGOs commit to working together in a co-ordinated and harmonised approach. Donors must deliver on their promises now, before another generation of children in Southern Sudan miss out on the chance to go to school and reap the benefits that a quality education can bring.

CAFS compared to 12 per cent in other LICs, despite its rhetoric on the importance of achieving UPE (Commission of the European Communities, 2002).

Multilateral organisations must play their part in ensuring that all children in CAFS have the chance to go to school. As well as providing adequate funds for education, they must ensure their aid is going to those most in need, that they prioritise education in their programmes in CAFS, and that they include education as part of their humanitarian response. UNICEF, the World Bank and the EC, through their policies and practices, as well as in the example they can set to other donors, could play a key role in ensuring that children in CAFS are able to go to school.

### The role of the EC

The EC accounts for approximately 10 per cent of total global aid. By increasing the proportion of aid allocated to education, particularly basic education (to which it currently allocates only 3 per cent of its total ODA), it could play an important role in getting children living in CAFS into school. It has emphasised the need for education in times of crisis, and acknowledges that countries in transition, at war, or emerging from crises often do not have sufficiently consolidated education strategies (Commission of the European Communities, 2002). However, as Figure 10 shows, the EC currently allocates just 12 per cent of its education aid to CAFS. By ensuring that basic education is a high-priority target for support under

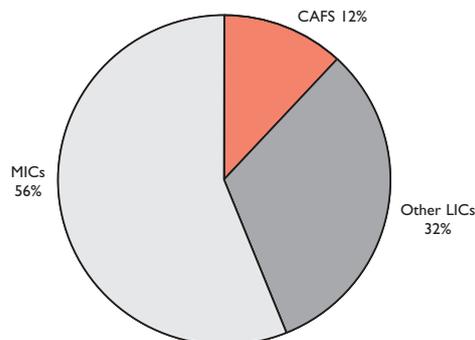
the forthcoming tenth European Development Fund (EDF), and that CAFS benefit from this funding, the EC could make a significant contribution to achieving UPE.

The European Commission Humanitarian Office (ECHO) is one of the main actors providing humanitarian assistance in emergencies. The Commission, through the Directorate-General for Humanitarian Aid – ECHO, decides on its aid allocations on the basis of an assessment of the humanitarian needs of the population affected by a crisis, whether it be natural or manmade (ECHO, 2007). However, ECHO does not prioritise education in its humanitarian policy, despite the words of the European Commissioner for Development and Education.

*“Children are the main victims of wars because their whole lives are thrown into turmoil. They can lose their parents, their security, their education, and their hopes for the future... Education can help protect children from the effects of conflict. And education can help break the cycle of conflict and poverty. Education really is the key to the future. That’s why education should be one of the key issues included in any emergency response by the international community.”*

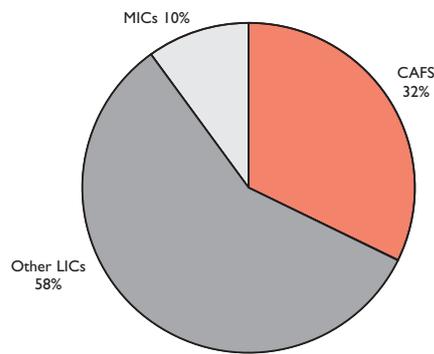
Message of support from Louis Michel, European Commissioner for Development and Education to Save the Children on the launch of the Rewrite the Future campaign

Figure 10: Distribution of EC education aid in developing countries



Source: OECD CRS database

**Figure 11: Distribution of World Bank IDA education aid in developing countries**



Source: OECD CRS database

### The role of the World Bank

The World Bank is a leader in education policy dialogue and programme implementation both at country and international levels. It states its commitment to helping countries achieve EFA, and believes education is central to development and key to attaining the MDGs.<sup>31</sup> It sees education as one of the most powerful instruments for reducing poverty and inequality, and for laying the foundation for sustained economic growth. The policy paper

*Reshaping the Future, Education and Post-Conflict Reconstruction* (World Bank, 2005b), underscored the need for a long-term, systematic perspective in rebuilding education systems following conflict.<sup>32</sup> Yet, as Figure 11 illustrates, CAFS are allocated only one-third of IDA education aid. The World Bank should act as a catalyst for ensuring that CAFS do not continue to be overlooked by donors and that children living in those countries can go to school.

## 5 It can be done: mechanisms for funding CAFS and managing risk

Donors are failing to prioritise education as a method of bringing countries out of poverty and into stability. The lack of overall aid to conflict-affected fragile states (CAFS) is often because many donors are reluctant to take the associated risks of funding state authorities, while others are concerned about the danger of undermining state-building if funding to education is made through non-government structures, such as international NGOs. ‘Trust gaps’ sometimes prevent donors “from having the confidence to provide additional education resources in fragile states...” (Sperling, 2006, p.4). There are six reasons why donors often do not invest in CAFS:

- low government capacity to manage and disburse funds (referred to as absorptive capacity)
- CAFS are often unable to prevent fraud and abuse
- funds might be diverted to finance conflict
- funds might be used inequitably across regions or groups
- education might be used to teach propaganda, messages of hate, or to perpetuate oppression
- concern over a government’s basic motives to genuinely help their citizens.

Yet, as Sperling shows in his discussion on identifying and closing ‘trust gap’ deficits, none of these are insurmountable (Sperling, 2006).

It is not only the donors that have a lack of confidence. Government representatives in CAFS need to be confident that donor aid will be predictable and in sufficient quantities to enable them to make investments in education. For example, in expanding education systems, governments need to train and employ additional teachers. However, they are unlikely to do this if they are not confident that they will have adequate funds in the future to pay teachers’ salaries.

Therefore, it is imperative that donor support is predictable, both financially and politically. In addition, harmonisation and alignment by donors could be even more important in fragile states. Where donor assistance is fragmented, donors could unwittingly prolong the fragile nature of states (ODI, 2005). This harmonisation needs to include a joined-up approach between humanitarian or emergency aid and longer-term development aid, allowing countries to manage the transition. It should also involve providing long-term aid to CAFS given that it has been shown that post-conflict countries can have an increased capacity to absorb aid (Chauvet and Collier, 2004).

### Mechanisms for funding CAFS

When donors are innovative, and use mechanisms appropriate to a country’s context, they can fund CAFS effectively. While there is no model approach that will work in every context, there are a range of flexible approaches and aid modalities that have been used by donors in fragile states and these mechanisms can be used to ensure that funding reaches marginalised and vulnerable groups within countries. These include:

- donor co-ordination (including multi-donor trust funds and pooled funding), which is used to collaboratively fund social sectors, including education. This approach has been used in Southern Sudan and Timor Leste
- general or sector budget support. For example, small amounts of budget support have been used in Rwanda and Sierra Leone
- social funds, which disburse money directly to communities. This approach has been used as part of the reconstruction process in Afghanistan

- project support either through governments or by channelling resources through NGOs. This approach is commonly used in Somalia due to the lack of existing state institutions.

A range of these mechanisms have been combined and implemented successfully by bilateral donors. In Southern Sudan, the Danish International Development Agency (DANIDA) committed US\$97m between 2005 and 2009 which is being disbursed using a number of different mechanisms to ensure it is delivered effectively. US\$7.6m is earmarked to a multi-donor trust fund; US\$23m to humanitarian aid targeted at internally displaced people in Khartoum; US\$23m to help the transition from humanitarian aid to development assistance; and the remainder is allocated to good governance and education via multilateral organisations. The UK has used budget support to increase investment to post-conflict countries such as Rwanda and Sierra Leone, and Norway has shown that education is a necessary part of a humanitarian response by prioritising it within their limited humanitarian budget.

Innovation is possible through an adaptation and mixture of mechanisms to suit individual country circumstances (DFID, 2002; IDS, 2006; Leader and Colenso, 2005; ODI, 2005; OECD-DAC, 2006; Rose and Greeley, 2006; World Bank, 2005a). While these mechanisms can always be improved upon and disbursement rates increased, there is evidence that, when they are used innovatively, they do work (see box opposite).

The sequencing of investing in these mechanisms in CAFS is also important, and must include:

- a) *Assessment*: The use of frameworks and standards such as the Fast Track Initiative (FTI) Progressive Framework or the Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards for Emergency Education<sup>33</sup> as key performance indicators would allow donors to measure progress and see that countries are making positive progress to achieving educational objectives.
- b) *Planning*: Consultation and shared analysis of political, security and development issues, as well

as the development of interim poverty reduction strategy papers or Transitional Results Matrices<sup>34</sup> and country strategies, can act as planning and management tools to enable governments, donors and civil society to link more effectively. This increases overall effectiveness and ensures that actors speak with a common voice when dealing with host governments (OECD-DAC, 2006, p.26).

- c) *Varied and flexible funding instruments*: Donors themselves have many examples of effective aid instruments for fragile states. The critical issue is that methods are flexible and context-driven in order to enable the education sector to be supported in the most appropriate and timely way.

## Managing risk

Putting in place effective monitoring and evaluation systems can also address donor concerns about the misuse of funds. In Liberia, for example, a partnership between government, donors and civil society organisations established the Governance and Economic Management Assistance Programme (GEMAP) in order to develop transparency and accountability. The GEMAP independently tracks revenue and expenditures through the central government. The main governmental financial bodies are overseen by international auditing experts. Such mechanisms can be used by donors to prevent fraud and abuse in CAFS and to ensure that funds are used appropriately and transparently. In addition, civil society organisations and communities can monitor resources and hold governments accountable, helping to improve accountability and transparency. Mechanisms can also be put in place to monitor curriculum content and teacher attitudes and practice to allay any concerns relating to the misuse of education. However, it is important to strike a balance between implementing effective monitoring and evaluation systems and an overburdening of already low-capacity institutions by imposing complex conditionalities.

## Mechanisms for effective delivery of education aid in CAFS

There are many ways to deliver effective aid to the education sector in conflict-affected fragile states. Four key methods that have been particularly successful in delivering targeted education aid in varying CAFS contexts are described below.

### Donor co-ordination

Through successful donor-government co-ordination, governments can improve their capacity to raise, manage and spend funds effectively, which can ultimately benefit the social sectors in CAFS.

Multi-donor trust funds (MDTFs) have also proven to be a key method for establishing donor co-ordination and mobilising resources. Designed to channel donor resources in a co-ordinated way and in accordance with national priorities, they are increasingly seen as an effective tool.

An MDTF has been used in Timor Leste to provide grants for economic reconstruction and development activities. Prepared and supervised by the World Bank and the Asian Development Bank, the fund's priorities are set by the National Consultative Council. Sector plans and projects are prepared by joint teams of international and Timorese specialists. Donor co-ordination is vital to ensure a strategic approach and to avoid duplication or gaps.

Donor co-ordination has proven to be successful in attracting increased funds to Liberia where the Governance and Economic Management Assistance Programme (GEMAP) was established as a partnership between the government of Liberia and civil society, as well as several donors and international organisations. It was put in place following the country's civil war with the purpose of improving the government's financial and fiscal administration. In order to develop transparency and accountability, revenue and expenditures are independently tracked at the central government level and the main financial organisations are overseen by international experts. As a temporary measure, GEMAP has enabled ten donors to sign up and commit funding to Liberia.

### Budget support

There are two broad categories of budget support: general and sector budget support. General budget support comes in the form of unearmarked funding given directly to a recipient country government for them to spend as they see fit, while sector budget support is earmarked for use in a specific sector or budget line. Donors agree a sector development plan, aligning funds and technical support behind it. Often a Sector Wide Approach is adopted to harmonise resources to a particular sector. The rationale for budget support is that it can build recipient government capacity and accountability to their own population for service delivery.

Between 1997 and 2001, UK aid to Rwanda rose from around US\$13m to US\$46m, primarily through increases in general budget support. Risks traditionally associated with general budget support are that resources may be delivered to governments who may not use the funds responsibly to support good policies or to deliver services required. In Rwanda these risks were mitigated by securing government commitment to improve financial management (supported by technical assistance and monitored through regular assessments) and through policy dialogue. During the same period, poverty reduction and economic growth improved significantly.

### Social funds

Social funds are established within or parallel to government structures with the intent of disbursing money directly to communities to determine how it can best be spent. The community may receive training on procurement and financial procedures as well as a block grant for which they are responsible. Communities may be required to provide matching support in kind (for example, in the form of labour to build schools).

The National Solidarity Programme was designed as a key part of the reconstruction process in Afghanistan,

*continued overleaf*

### **Mechanisms for effective delivery of education aid in CAFS** *continued*

helping to build local institutions by providing cash grants directly to communities from the government. The programme is overseen by the Ministry of Rural Rehabilitation and Development and has led to the implementation of hundreds of education plans at the community level.

#### **Projects**

Projects are the most commonly used mechanisms for delivering aid to CAFS. Funds are disbursed to either state or non-state actors to deliver a specific service. Such projects provide opportunities for innovation and

create a mechanism for bypassing weak or unwilling government structures.

There are numerous examples of education sector projects, particularly in emergency settings. In Somalia and Somaliland, 7m euros were channelled through international NGOs to support a ministry-led teacher training programme, which was subsequently expanded into the Hiran region of Somalia, as well as Somaliland. Channelling aid through NGOs has the additional benefit of bypassing state actors and therefore mitigating the risks associated with corruption.

## **Addressing absorptive capacity constraints**

In some cases, CAFS may be unable to manage significant additional funds due to a lack of technical and managerial capacity, as well as weak service delivery systems. However, many CAFS are underfunded, and could easily absorb additional volumes of aid, given the right types of funding mechanisms and gradual increases in aid. Liberia paid particular attention to its capacity to manage and disburse educational funds when preparing its ten-year Education Sector Master Plan. It proposed a gradual increase in spending over the years, as well as the participation of communities, donors, implementing agencies and the Ministry of Education, and co-ordination among the various groups to ensure careful planning (Rose, 2007, p.35).

Mechanisms which provide resources directly to schools and disburse funds in a predictable and sustainable way can bypass some absorptive capacity constraints in the system. For example, in Uganda, Rwanda and Kenya, funds were disbursed to school management committees at school level to spend. The funding was effective because there were good accountability systems in place.

Furthermore, donors should be aware that their own practices can exacerbate the issue of absorptive capacity, particularly where they provide large amounts of unco-ordinated aid (Rose, 2007). However, it is possible for donors to use a co-ordinated and harmonised approach in CAFS. By forming partnerships with governments, NGOs and UN agencies can also support the provision of services while building capacity for the longer term, thereby mitigating future absorptive capacity constraints.

## 6 Conclusion and recommendations

Children in conflict-affected fragile states (CAFS), like all children, have the right to an education. Yet one in three children in these countries is missing out. Despite containing half of the world's out-of-school children, CAFS receive only a fifth of the world's global education aid. When aid is provided to CAFS, education is not prioritised, neither in development nor humanitarian contexts.

Donors are not living up to their rhetoric of Education for All, and not providing the resources they have promised for education. A dominant donor approach which emphasises assisting those countries with good institutions and policies in place means that CAFS are receiving less aid than their needs dictate. Conflict, instability and weak governance can present challenging environments for any fragile state to provide education for all, and can make donors reluctant to engage and provide support to these countries. However, without the support of the international community, children in these countries will not be able to go to school. Children, their families and communities will not enjoy the life-saving benefits of an education, its potential to contribute to long-term peace and stability, and the improved economic growth and governance that it can help bring about. Donors are also failing to recognise the vital importance of providing an education in humanitarian contexts – both for its immediate and longer-term benefit of restoring a sense of stability and normality within a country, and for providing a viable alternative to war as a livelihood.

For the situation to change for children living in CAFS, donors must ensure that they are engaging with these countries and providing long-term, predictable aid through a co-ordinated and

harmonised approach. There are mechanisms and instruments available through which aid can be provided and these can be used as considered appropriate. Donors should also strive to improve the quality of their support to CAFS and improve disbursement mechanisms to ensure that CAFS do not remain underfunded in the future. Working with and through governments and local institutions can help to ensure the sustainability of interventions.

Specifically, donors need to:

- increase overall education funding to meet the US\$9bn annual financing requirement for universal primary education
- increase allocations of education aid to CAFS in line with their needs
- make education a greater priority in CAFS
- include education as part of humanitarian aid and response, and increase the allocation of funding to education in humanitarian crises to a minimum of 4.2 per cent in line with need.

However, the global situation related to the funding of education for children in CAFS is only equal to the sum of the policies and practices of individual bilateral and multilateral donors. It is therefore imperative that all donors individually review their policies and practices to ensure that they are providing **sufficient and equitable financing for education in development and humanitarian contexts**, and by doing so give children in CAFS and their countries a chance of hope, prosperity and stability for the future.

**Growing up with no chance of an education wastes the potential of a generation. Children in conflict-affected fragile states cannot wait. Donors need to deliver on their promises to this generation now.**

## Recommendations

Save the Children is calling on all donors to:

### 1. Increase overall long-term, predictable aid for education

This requires donors to:

- **Increase basic education aid to meet their fair share of the US\$9bn annual external financing requirement.**  
Urgent action is needed by: Australia, Austria, Belgium, France, Germany, Greece, Italy, Japan, New Zealand, Portugal, Spain, Switzerland and the United States.
- **Support the Fast Track Initiative (FTI) to meet its mandate of mobilising funds for Education for All by committing the resources required.**  
Urgent action is needed by: Australia, Austria, Finland, France, Germany, Greece, Japan, Luxembourg, New Zealand, Portugal, Switzerland and the United States.
- **Ensure that education, with basic education as the priority, is adequately funded by the European Commission (EC), World Bank, regional development banks and UN agencies.**  
Urgent action is needed by the EC to ensure that basic education is a high priority target for support under the tenth European Development Fund.

### 2. Increase long-term, predictable aid for education in CAFS

This requires donors to:

- **Ensure funding is equitable, with at least 50 per cent of new basic education commitments going to CAFS.**  
Urgent action is needed by: Australia, Austria, Canada, France, Germany, Greece, Japan, Luxembourg, the Netherlands, New Zealand, Spain and the UK, as well as the EC and the World Bank.
- **Ensure the Education for All–Fast Track Initiative (EFA–FTI) and other initiatives are accessible, and able to support and fund CAFS.**  
Urgent action is needed by all donors and the EFA–FTI Secretariat.

### 3. Make education a greater priority in CAFS

This requires donors to:

- **Prioritise and increase aid to education in CAFS, at least in line with the levels of support given to education in other LICs.**  
Urgent action is needed by: Australia, Austria, Belgium, Canada, France, Germany, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the UK and the United States, as well as the EC and the World Bank.

### 4. Include education as part of humanitarian policy and response

This requires donors to:

- **Include education in their humanitarian policies.**  
Urgent action is needed by: Australia, Austria, Belgium, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, New Zealand, Portugal, Spain, Switzerland, the UK and the United States, as well as the EC.
- **Increase the allocation of education aid in humanitarian crises to a minimum of 4.2 per cent of humanitarian assistance in line with need.**  
Urgent action is needed by: Austria, Belgium, Canada, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the UK and the United States.
- **Commit to supporting the education cluster and ensure it is adequately funded.**  
Urgent action is needed by all donors.



ANNA KARI

Kalume, 17, Goma, Democratic Republic of Congo (DRC)

Seventeen-year-old Kalume fought with a rebel group from 1999 to 2003, after quitting his studies. *“I saw that there was a risk of dying because we fought every day. People died all the time. Really my heart is sad. Even today I ask myself how those people could have died like that.”*

*“I saw my friends going to school. They had gone a long way – some were in sixth year, some were in fifth year of humanities, some had already finished their studies. So, I started asking myself so many questions. We say all things without education are worth nothing.”*

He went through the formal demobilisation process and was reunited with his family in Goma, eastern DRC, by Save the Children. He is now in the third year of secondary school and has to pay approximately US\$30 in school fees each semester. Kalume sells petrol to pay the fees but if he cannot raise enough money, his local community network, which is involved in income-generating activities to help vulnerable children, help him pay the difference.

*“We remember how things were when we were in combat. We fought against other brothers. All that blood – when we think of all the blood that covered everything, it demoralises us. Now, everything is in the past. Tomorrow or after tomorrow we will help our country develop. In the future, I hope to be an engineer.”*

# Endnotes

## I Introduction

<sup>1</sup> New Sudan Centre for Statistics and Evaluation in association with UNICEF (2004)

<sup>2</sup> The Education for All–Fast Track Initiative indicative framework states that 20 per cent is the average education share of the budget in successful countries

<sup>3</sup> A country with strong policies and institutions may be classified as a ‘good performer’ if it performs well according to the World Bank’s Country Policy and Institutional Assessment (CPIA) scores. For each of its 136 borrowers, the World Bank performs an annual CPIA rating, which is an overall performance ranking for each borrowing government. The ratings are based on assessments of each country’s governance as well as its economic, structural, social and public reform policies

## 2 A denial of rights and why it matters

<sup>4</sup> This figure is based on the figures reported in the *2007 EFA Global Monitoring Report* (UNESCO, 2006). In recent years, different reports have cited different numbers of out-of-school children. For example, the *2006 EFA Global Monitoring Report* (UNESCO, 2005) stated that almost 100 million children were out of school while the *Children out of School: Measuring Exclusion from Primary Education* (UNESCO Institute for Statistics/UNICEF 2005) publication said the figure was 115 million. In these earlier reports the measure of out-of-school children used had been the number of children of primary age who were not enrolled in primary school. However, the *2007 EFA Global Monitoring Report* (UNESCO, 2006) has chosen a different measure which takes into account only those children of primary school-age who are not enrolled in pre-primary, primary or secondary school. It should be noted that while children may be enrolled in school, household survey data shows that many do not attend on a regular basis

<sup>5</sup> This report makes a comparative analysis between a group of 28 conflict-affected fragile states and 31 other low-income countries (see Appendix 1 for further details on country classifications)

<sup>6</sup> Measuring education progress for countries affected by conflict is seriously hampered by a lack of data, and this can impact on donor governments knowing where to target scarce resources.

Eleven out of 28 CAFS do not have 2004 net enrolment data. The High Level Group on Education for All Communique in Cairo (2006) stated that “Accurate and concise data are essential for monitoring progress towards EFA... We commit ourselves to accelerating efforts to secure data for those countries not included, particularly those affected by conflict as well as for sub-national realities.”

<sup>7</sup> <http://www.minbuza.nl/nl/themas,sociale-ontwikkeling/onderwijs/onderwijs-in-noodsituaties>

<sup>8</sup> <http://www.gtz.de/en/themen/soziale-entwicklung/bildung/13362.htm>

## 3 Education: underfunded, and neglected in CAFS

<sup>9</sup> For full details of the data sources, limitations and methodology used in this analysis see Appendix 2: Methodology. This report factors in the impact of budget support on education systems in developing countries in order to recognise that funding to education can be provided through budget support

<sup>10</sup> Basic education according to the OECD comprises early childhood education, primary education and basic life skills for youth and adults. As data is not available for primary education in particular, basic education is used as a proxy in this report for primary education, particularly when discussing commitments and progress towards the achievement of UPE

<sup>11</sup> The OECD estimates coverage for disbursements to be over 90 per cent since 2002 (for DAC donors, the EC and UNICEF), from which data disbursement trends are analysed in this report

<sup>12</sup> UNESCO (2006) estimates the annual global external financing required to achieve UPE in low-income countries as US\$9bn at 2003 prices. At 2004 prices – the year upon which ODA figures quoted in this report are based – the external financing requirement is US\$9.24bn. The UNESCO estimate is based on a World Bank simulation exercise run on 47 countries (Bruns *et al*, 2003), extrapolated for the whole low-income group and factoring in additional costs related to domestic financing, HIV and AIDS and conflict (for a fuller explanation refer to UNESCO, 2006)

<sup>13</sup> A significant drop in commitments for education and basic education is evident in Figure 2 in 2005. Even though

commitment data always shows fluctuations between years (especially at the country level), and can be partly due to donors making large multi-year commitments in certain years and little in the following years, the drop in 2005 is worthy of note. The drop is concentrated in Asia mainly on three countries (India, Bangladesh and China). The World Bank and DFID, who were the main donors to the countries, made large commitments in 2004, which may explain the drop in 2005

<sup>14</sup> FTI communication to Save the Children, 2007

<sup>15</sup> See Appendix 4 for graphs showing total education and basic education commitments for CAFS and other LICs from 1999 to 2005

<sup>16</sup> To estimate the proportion of the US\$9bn financing requirement that is needed in CAFS, Save the Children returned to the original World Bank 47-country simulation exercise, finding that 58 per cent of the external financing needs belonged to CAFS. Scaling up according to UNESCO's (2006) recommendations and as a proportion of the US\$9bn, the financing requirement in CAFS is estimated to be US\$5.2bn annually

<sup>17</sup> Data represented in the report includes five lower middle-income countries (MICs) in the CAFS group. However, an analysis of total education aid that excludes them shows that MICs are allocated 50 per cent of education aid, other LICs 33 per cent and CAFS 17 per cent. Further analysis shows that the inclusion of these five CAFS does not alter the broad conclusions and recommendations of this report

<sup>18</sup> The FTI Progressive Framework for education will provide a roadmap for weak states to get on track for FTI endorsement. For further information see [http://www1.worldbank.org/education/efafti/fragile\\_states.asp](http://www1.worldbank.org/education/efafti/fragile_states.asp)

<sup>19</sup> On average between 2003 and 2005, US\$10.7bn was committed to CAFS for social sectors compared to US\$8.7bn for other LICs

<sup>20</sup> Consolidated Appeals Process: [http://ocha.unog.ch/fts/reports/daily/ocha\\_R30\\_y2006\\_\\_07030507.pdf](http://ocha.unog.ch/fts/reports/daily/ocha_R30_y2006__07030507.pdf)

<sup>21</sup> Figures are quoted in current prices

#### 4 Assessing donor policy and practice

<sup>22</sup> Although the recently elected Norwegian government has declared its intent to keep up the level of financial support to education, its focus will be on higher education and it is a concern that this new strategy will result in less prioritisation of basic

education. Not only could this negatively impact upon Norway's reputation as a lead donor of education, it could also set a worrying example for other donors to follow

<sup>23</sup> For further analysis of the UK's aid to education in CAFS see *DFID: Aid, Education and Conflict-Affected Countries* (Save the Children, 2006b)

<sup>24</sup> <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-1118132346-PKX>

<sup>25</sup> The term 'humanitarian aid' in this graph includes Consolidated Appeals, natural disasters response, bilateral aid and all other humanitarian funding

<sup>26</sup> <http://www.un.org/apps/news/story.asp?NewsID=21108&Cr=unicef&Cr1=>

<sup>27</sup> <http://www.minbuza.nl/nl/ontwikkelingssamenwerking>

<sup>28</sup> Calculated on 2002–2004 average due to 2005 data not being available

<sup>29</sup> Calculated on 2002–2004 average due to 2005 data not being available

<sup>30</sup> The Inter-American Development Bank Special Fund only funds those countries within its regional remit. Of these, only Haiti (CAFS) is categorised by the World Bank as being low-income

<sup>31</sup> <http://web.worldbank.org/education>

<sup>32</sup> For more information see [www.worldbank.org/education](http://www.worldbank.org/education)

#### 5 It can be done: mechanisms for funding CAFS and managing risk

<sup>33</sup> The Inter-Agency Network for Education in Emergencies (INEE) is a global network of NGOs, donors, UN agencies and researchers working within a humanitarian and development framework to ensure the right to education in emergencies and post-crisis reconstruction. The INEE Minimum Standards are a tool to help achieve a minimum level of educational access and quality in emergencies and early reconstruction, as well as to ensure the accountability of the workers who provide these services

<sup>34</sup> The Transitional Results Matrix (TRM) is a planning, co-ordination and management tool used by national stakeholders and donors to prioritise actions to achieve a successful transition in fragile states. The TRM helps launch a poverty reduction strategy (PRS) either by acting as an early framework or as a way to operationalise a PRS in low-capacity countries (UNDG/World Bank, 2005)

# Appendix I:

## Country classification

There is no single authoritative list of countries affected by armed conflict that are also defined as 'fragile', meaning that they experience income disparity, weak governance and inequality. In order to analyse issues relating to education in those fragile countries also affected by conflict, Save the Children has compiled a list of 'conflict-affected fragile states' (CAFS).

To be categorised as conflict-affected, countries are included on the Project Ploughshare<sup>1</sup> list of states, having experienced at least one armed conflict from 1995 to 2004 or are classed as 'critical' on the Failed States Index<sup>2</sup> 2006, which assesses violent internal conflicts and analyses mitigating strategies. Countries are then assessed as fragile if they are classified as either 'Core' or 'Severe' on the World Bank Low Income Countries Under Stress 2006 list,<sup>3</sup> which categorises countries according to their Country Policy and Institutional Assessment rating.

This analysis has resulted in a list of 28 conflict-affected fragile states, which, due to conflict and related fragility, have particular difficulty in delivering the right to education. The majority of the CAFS are low-income countries. However, five of this group are classified as lower middle-income countries (Angola, Colombia, Congo, Iraq and Sri Lanka).<sup>4</sup> This list produces a useful grouping for policy analysis.

As data is only provided for states, and some conflicts only affect certain regions within a country, not every conflict deserving attention is specified in this list.<sup>5</sup>

### **Conflict-affected fragile states (CAFS)**

Afghanistan, Angola, Burundi, Cambodia, Central African Republic, Chad, Colombia, Republic of the Congo, Côte d'Ivoire, Democratic Republic of Congo, Eritrea, Ethiopia, Guinea, Haiti, Iraq, Liberia, Myanmar, Nepal, Nigeria, Pakistan, Rwanda, Sierra Leone, Somalia, Sri Lanka, Sudan, Timor Leste, Uganda, Zimbabwe.

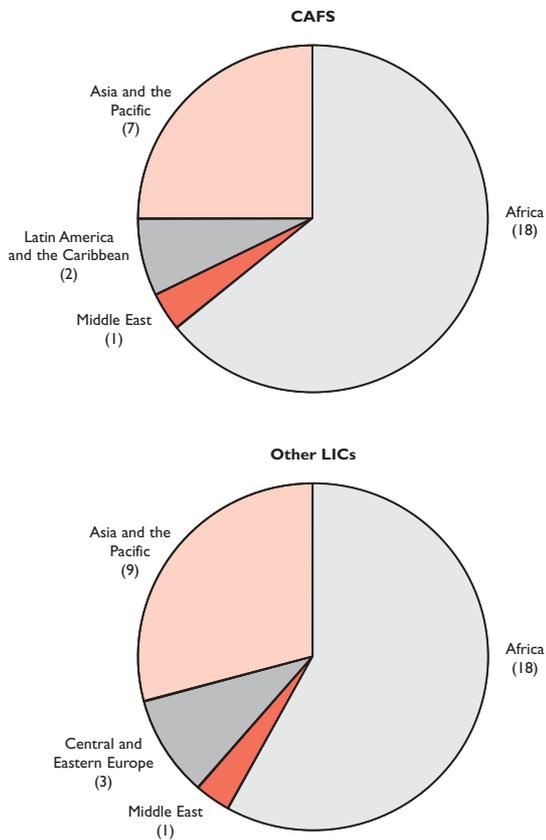
For purposes of comparison, the external financing of CAFS is considered within the larger group of low-income countries. The report draws comparisons throughout between CAFS and a group of 31 other low-income countries.

### **Other low-income countries (other LICs)**

Bangladesh, Benin, Bhutan, Burkina Faso, Comoros, the Gambia, Ghana, Guinea-Bissau, India, Kenya, Democratic Republic of Korea, Kyrgyz Republic, Laos, Madagascar, Malawi, Mali, Mauritania, Mongolia, Mozambique, Niger, Papua New Guinea, Sao Tome and Principe, Senegal, Solomon Islands, Tanzania, Tajikistan, Togo, Uzbekistan, Vietnam, Yemen, Zambia.

As illustrated below, CAFS and other LICs are also comparable in terms of regional distribution.

#### Regional distribution of CAFS and other low-income countries



## Notes

<sup>1</sup> <http://www.ploughshares.ca/libraries/ACRText/ACR-TitlePageRev.htm>

<sup>2</sup> <http://www.fundforpeace.org/programs/fsi/fsindex.php>

<sup>3</sup> [www.worldbank.org/licus/](http://www.worldbank.org/licus/)

<sup>4</sup> The World Bank classifies economies by income groups according to gross national income (GNI) per capita, calculated using the World Bank Atlas method. Removing these countries from an analysis of education aid does not alter the conclusions of this report

<sup>5</sup> Several countries significantly affected by conflict at the regional level are not on the CAFS list, as data is only provided for states. For instance, the occupied Palestinian Territories and Kosovo are not recognised as states and therefore are not listed. Indonesia, India, Russia and Senegal all experience conflict in certain regions of their respective countries, but as they have relatively strong governance as a whole, they are not listed as CAFS

# Appendix 2: Methodology

## Data sources

This report relies upon secondary data sources from the International Development Statistics online database on aid flows.<sup>1</sup> This database is compiled by the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC), the principal body through which the OECD co-operates financially with developing countries. The analyses presented in this report are based primarily on data from the OECD Creditor Reporting System (CRS), which gives detailed information on individual aid activities, including information on aid flows to education from the 22 DAC countries, the World Bank, the European Commission, the African and Asian Development Funds as well as the Inter-American Development Bank Special Fund and UNICEF.<sup>2</sup> Humanitarian aid flows to education, which in some conflict-affected fragile states are a source of funding to education, are not reported by the DAC. In order to account for such financing, this study refers to the UN Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service for its analysis of humanitarian aid to education.<sup>3</sup>

## Limitations

The OECD database does not account for all international aid flows. However, it constitutes the most comprehensive internationally comparable data source for the largest donors. As this report examines only public official flows from OECD donor countries and multilateral organisations, the recent expansions in South–South co-operation and private aid flows are not presented here.

It is also worth noting that where bilateral donors channel aid through multilateral organisations, a proportion of this will be used for education and reported as multilateral rather than bilateral education aid. As such, the individual bilateral profiles may not reflect all funds committed to education by each DAC donor if they have been channelled through a multilateral organisation, but these funds are included in the total education aid figures.

The International Development Statistics database records funding to basic rather than primary education. Basic education according to the OECD comprises early childhood education, primary education and basic life skills for youth and adults. As data is not available for primary education in particular, basic education is used as a proxy in this report for primary education, particularly when discussing commitments and progress towards the achievement of universal primary education (UPE).

## Methods

To obtain an accurate profile of Official Development Assistance (ODA) flows supporting the education sector, general budget support – which is crucial for the development of educational systems – is factored into this report as education aid. The FTI Secretariat (2006a) suggests that between 15 per cent and 25 per cent of general budget support benefits the education sector. This report accounts for 20 per cent of general budget support as being allocated to the education system. Assuming that, for instance, 50 per cent of the budget to education is allocated to primary education (an FTI benchmark for this indicator), it would represent around 7.5 to 12.5 per cent of the

total. For the purposes of this study an average of 10 per cent general budget support is included in ODA flows to basic education. In addition, one-third of the category 'Education – Level Unspecified' as reported on the OECD-DAC database (which accounts for education sector budget support) is also included in the analysis of basic education aid, in line with the Global Campaign for Education (2006) recommendations.

### Calculating ODA flows to education

**Total education aid** = education ODA  
+ 20 per cent general budget support

**Basic education aid** = basic education ODA  
+ 10 per cent general budget support  
+ one-third 'Education – Level Unspecified'

### Data presentation

As amounts committed to education aid are likely to fluctuate over time, they are analysed showing long-term trends to ensure a consistency in the analysis. The OECD states that the database is

virtually complete since 1999, from which date commitment trends are examined in this report. Where a distribution of aid is examined, or figures are shown for the amount of aid committed on a per-child basis, this has been expressed using average amounts over the period 2003–2005.

Prior to 2002, disbursement data was incomplete. Disbursement data is referred to from 2002 at which point the OECD estimates coverage to be more than 90 per cent. All data presented is based on the calendar year and all financial figures are adjusted for inflation and expressed in 2004 US\$. Humanitarian aid flows to education are stated as averages over the period 2003–2006 are provided unless otherwise stated, and are recorded in current US\$.

### Notes

<sup>1</sup> Accessed 5 February 2007 at [www.oecd.org/dac/stats/idsonline](http://www.oecd.org/dac/stats/idsonline)

<sup>2</sup> 2005 education aid data for UNICEF was not accessible on the database at time of access. Where multilateral organisations are analysed individually, this report estimates UNICEF education aid as an average between 2002–04

<sup>3</sup> [www.ocha.unog.ch/fts2/](http://www.ocha.unog.ch/fts2/)

## Appendix 3: Fair share

Fair share is measured by the amount of basic education aid each donor should contribute to the external financing requirement for universal primary education (UPE), according to its gross national income (GNI). Current estimates place the external financing requirement for UPE at US\$9bn (UNESCO, 2006) and there is a consensus that rich countries should share this financing burden fairly by providing funds according to their relative wealth (GCE, 2006).

For purposes of consistency in this report, fair share has been illustrated in terms of donor commitments to basic education, factoring in 10 per cent of general budget support and one-third of the 'Education – Level Unspecified' aid, as reported on the OECD database. To account for the fluctuations that take place in commitments,<sup>1</sup> an average of basic education aid commitments from 2003 to 2005 is used.

Rank	Country	Aid to basic education US\$ millions	Donor GNI as % of total DAC donor GNI	Fair share of US\$9bn based on GNI, US\$ millions	% of fair share actually committed
1	Netherlands	266	1.80	162	165
2	Norway	121	0.83	74	163
3	Sweden	93	1.11	100	93
4	Luxembourg	7	0.09	8	86
5	United Kingdom	473	6.81	613	77
6	Ireland	32	0.50	45	72
7	Denmark	50	0.77	69	71
8	Canada	163	3.16	285	57
9	Finland	27	0.59	53	52
10	Australia	60	1.97	177	34
11	New Zealand	9	0.32	29	30
12	Greece	16	0.66	59	27
13	Belgium	27	1.12	101	26
14	France	115	6.55	589	20
15	Switzerland	18	1.23	111	17
16=	Spain	48	3.31	298	16
16=	Germany	115	8.58	772	16
18=	Japan	201	15.00	1,350	15
18=	Portugal	7	0.51	46	15
20	United States	500	39.00	3,510	14
21	Austria	4	0.91	82	5
22	Italy	15	5.19	467	3

Source: OECD CRS online database and World Bank 2005 GNI data, Atlas Method

## Note

<sup>1</sup> For fair share calculations based upon disbursement data, refer to the GCE (2006) *School Report*.

The GCE calculations are based upon 2004 DAC data and calculated on the basis of a US\$7bn financing requirement for UPE.

# Appendix 4: Donor profiles

Note: Official development assistance figures are stated as averages 2003 to 2005, and humanitarian aid as an average 2003 to 2006.

## All donors

Education aid has shown an increasing rising trend. All donors need to:

- significantly increase basic education aid to fill the US\$9bn financing requirement
- increase allocations of education aid to CAFS
- increase priority for education in CAFS
- include education as part of humanitarian policy and response.

**Prioritisation of education**  
(% ODA to education):

4% in CAFS

13% in other LICs

**Humanitarian aid to education:**

1.5%

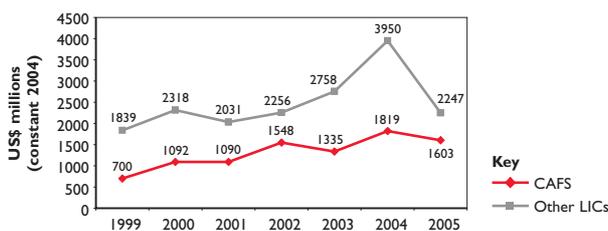
**Top 3 recipients education aid (millions US\$):**

China 707

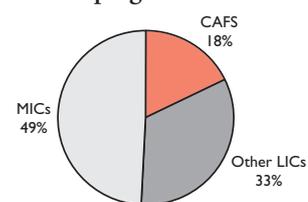
Bangladesh 515

India 395

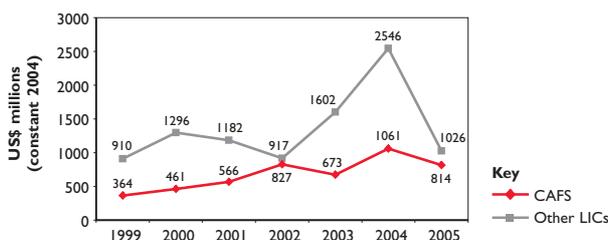
Education aid commitments



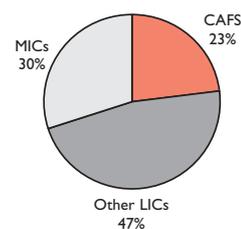
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Australia

In recent years has increasingly prioritised education in its humanitarian response. However, needs to:

- significantly increase basic education aid to meet fair share of financing requirement
- significantly increase allocations of education aid to CAFS
- increase priority for education in CAFS
- include education in humanitarian policy.

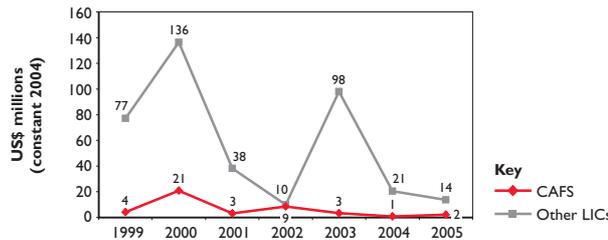
Fair share contribution to UPE financing requirement:  
34% committed

Prioritisation of education (% ODA to education):  
1% in CAFS  
10% in other LICs

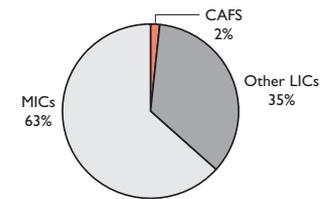
Humanitarian aid to education:  
6%

Top 3 recipients education aid (millions US\$):  
Papua New Guinea 32  
Philippines 17  
Indonesia 15

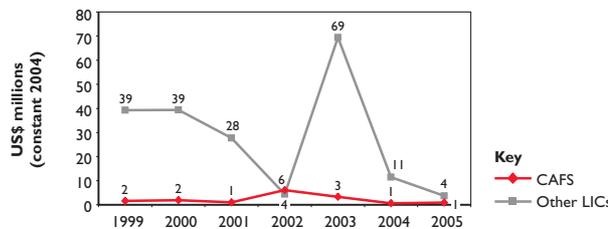
Education aid commitments



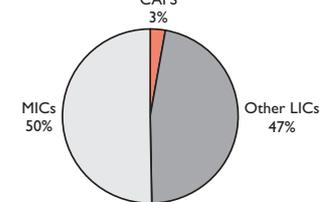
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Austria

Needs to reach full potential as an education donor by:

- drastically increasing basic education aid to meet fair share of financing requirement
- significantly increasing allocations of education aid to CAFS and other LICs
- giving increased priority to education in other LICs and CAFS
- including education as part of humanitarian policy and response.

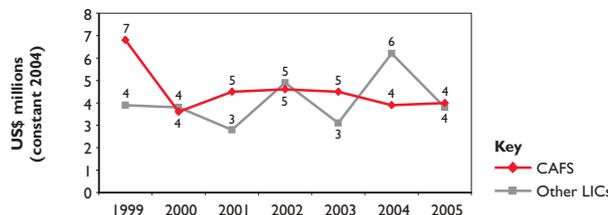
Fair share contribution to UPE financing requirement:  
5% committed

Prioritisation of education (% ODA to education):  
1% in CAFS  
7% in other LICs

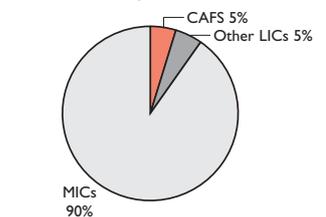
Humanitarian aid to education:  
0.3%

Top 3 recipients education aid (millions US\$):  
Turkey 18  
Bosnia and Herzegovina 12  
Serbia and Montenegro 7

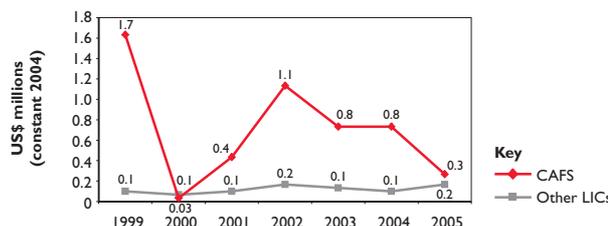
Education aid commitments



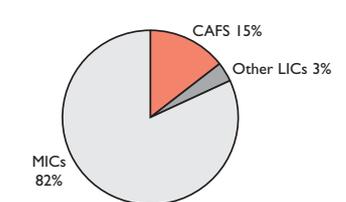
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Belgium

A supporter of basic education in CAFS and other LICs, could have a greater impact by:

- significantly increasing basic education aid to meet fair share of financing requirement
- giving increased priority to education in CAFS
- including education as part of humanitarian policy and response.

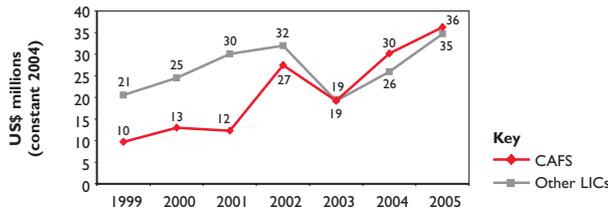
Fair share contribution to UPE financing requirement:  
26% committed

Prioritisation of education (% ODA to education):  
4% in CAFS  
17% in other LICs

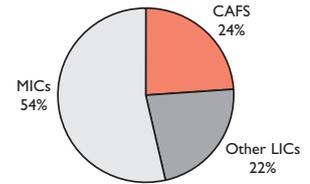
Humanitarian aid to education:  
1.4%

Top 3 recipients education aid (millions US\$):  
Congo 11  
Burkina Faso 4  
Niger 4

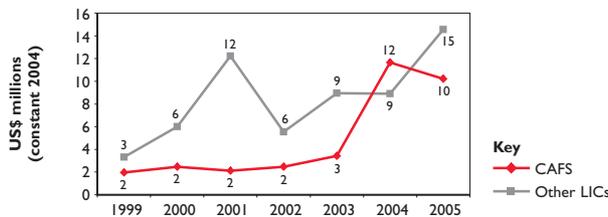
Education aid commitments



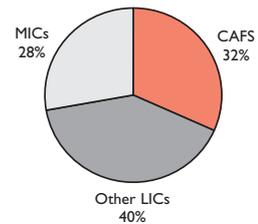
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Canada

A good supporter of education in LICs, but can improve its performance by:

- increasing basic education aid to meet fair share of financing requirement
- significantly increasing allocations of education and basic education aid to CAFS
- giving increased priority to education in CAFS.

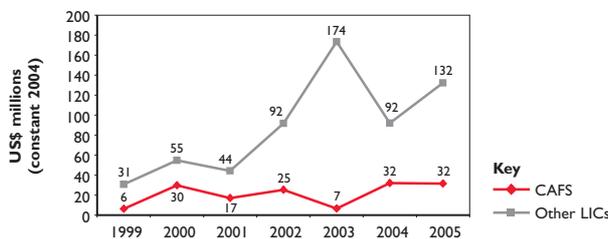
Fair share contribution to UPE financing requirement:  
57% committed

Prioritisation of education (% ODA to education):  
4% in CAFS  
31% in other LICs

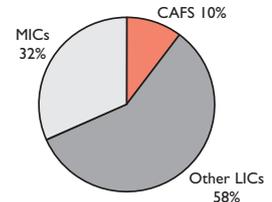
Humanitarian aid to education:  
2.7%

Top 3 recipients education aid (millions US\$):  
Mozambique 34  
Bangladesh 31  
Tanzania 20

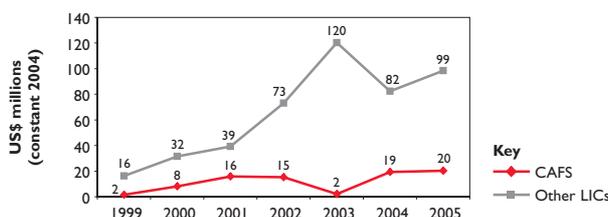
Education aid commitments



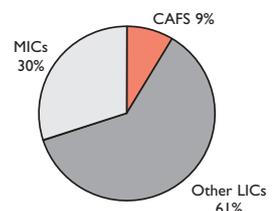
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Denmark

A good supporter of education and has shown that it is possible to prioritise basic education in CAFS. However, still needs to:

- increase basic education aid to meet full fair share of financing requirement
- increase allocation of education aid to CAFS.

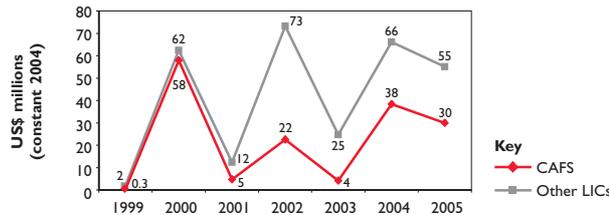
Fair share contribution to UPE financing requirement:  
71% committed

Prioritisation of education (% ODA to education):  
12% in CAFS  
7% in other LICs

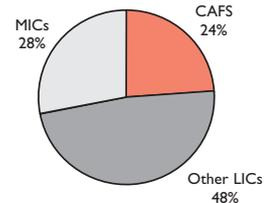
Humanitarian aid to education:  
3.8%

Top 3 recipients education aid (millions US\$):  
Benin 13  
Nepal 11  
Bolivia 10

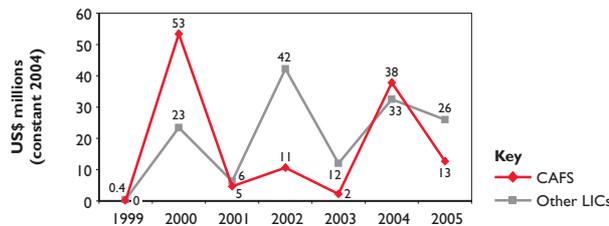
Education aid commitments



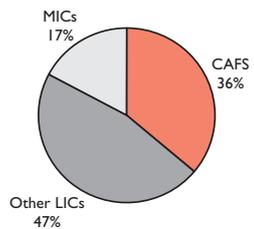
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Finland

A strong supporter of basic education in low-income countries, needs to:

- increase basic education aid to meet fair share of financing requirement
- increase allocation of education aid to CAFS
- include education as part of humanitarian policy and response.

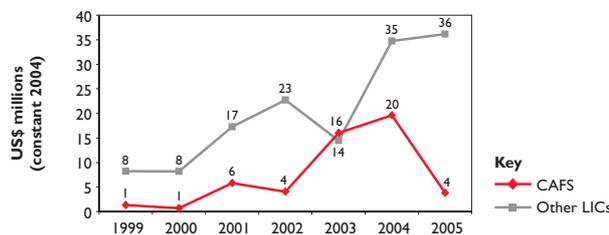
Fair share contribution to UPE financing requirement:  
52% committed

Prioritisation of education (% ODA to education):  
11% in CAFS  
7% in other LICs

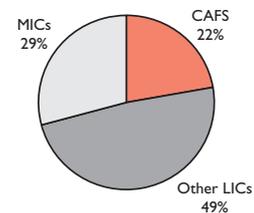
Humanitarian aid to education:  
1.7%

Top 3 recipients education aid (millions US\$):  
Mozambique 11  
Zambia 8  
Tanzania 7

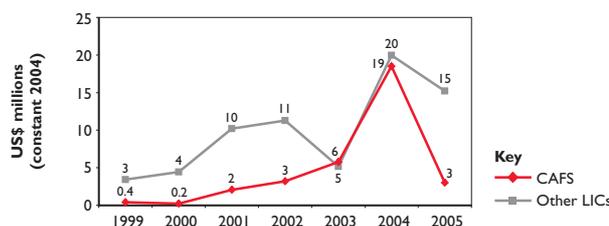
Education aid commitments



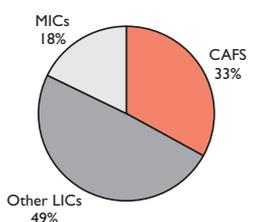
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## France

Strong prioritisation of education within overall aid programme (17%). However, a significant proportion supports scholarships for foreign students, leaving little money for basic education. Needs to:

- drastically increase basic education aid to meet fair share of financing requirement
- significantly increase allocations of education aid to CAFS and other LICs
- give increased priority to education in CAFS
- include education as part of humanitarian policy and response.

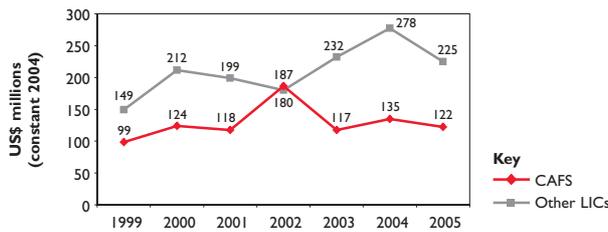
Fair share contribution to UPE financing requirement:  
20% committed

Prioritisation of education (% ODA to education):  
5% in CAFS  
16% in other LICs

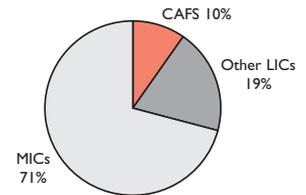
Humanitarian aid to education:  
0.2%

Top 3 recipients education aid (millions US\$):  
Morocco 189  
Algeria 141  
Mayotte 101

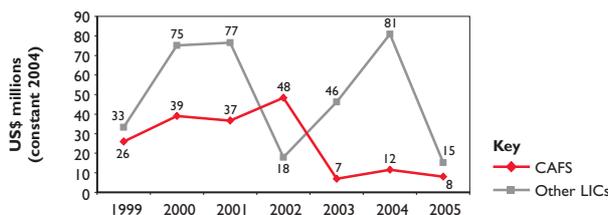
Education aid commitments



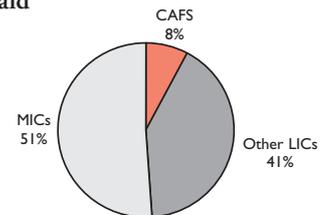
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Germany

Considerable amounts of aid have supported the tertiary education of foreign students in recent years. The significant drop in 2005 is due to this support no longer being reported. To achieve the education MDGs Germany needs to:

- drastically increase basic education aid to meet fair share of financing requirement
- increase allocations of education aid to CAFS and other LICs
- increase priority for education in CAFS
- include education as part of humanitarian policy and response.

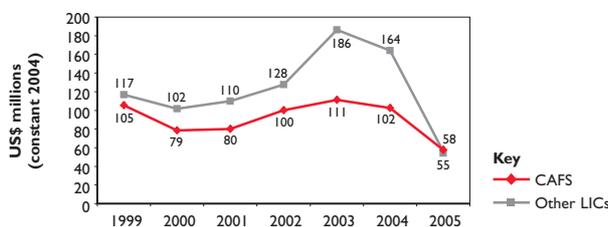
Fair share contribution to UPE financing requirement:  
16% committed

Prioritisation of education (% ODA to education):  
4% in CAFS  
12% in other LICs

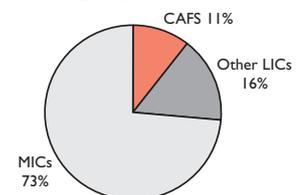
Humanitarian aid to education:  
1%

Top 3 recipients education aid (millions US\$):  
China 144  
Cameroon 38  
India 34

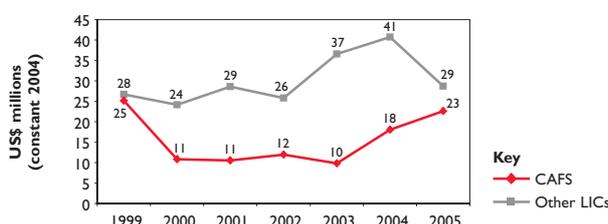
Education aid commitments



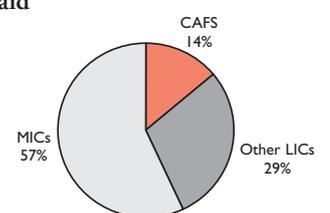
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Greece

Has shown increasing education aid commitments over recent years. However, still needs to:

- significantly increase basic education aid to meet fair share of financing requirement
- significantly increase allocations of education aid to CAFS and other LICs
- include education as part of humanitarian policy and response.

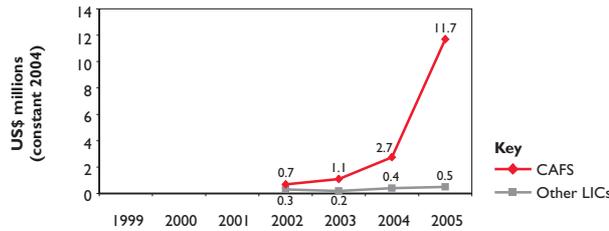
Fair share contribution to UPE financing requirement:  
27% committed

Prioritisation of education (% ODA to education):  
20% in CAFS  
20% in other LICs

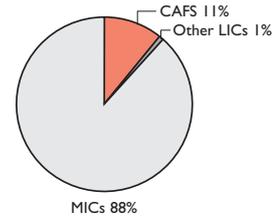
Humanitarian aid to education:  
0.2%

Top 3 recipients education aid (millions US\$):  
Albania 32  
Afghanistan 3  
Turkey 1

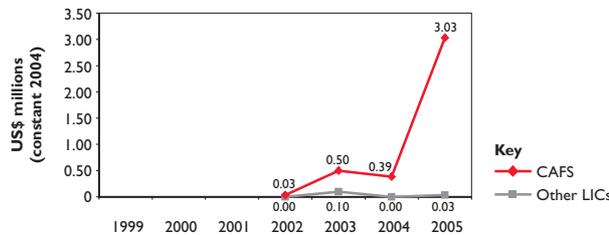
Education aid commitments



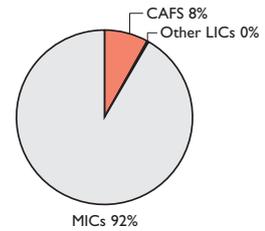
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Ireland

A good all-round education donor, but can improve support for education by:

- increasing basic education aid to meet full fair share of financing requirement
- including education as part of humanitarian policy.

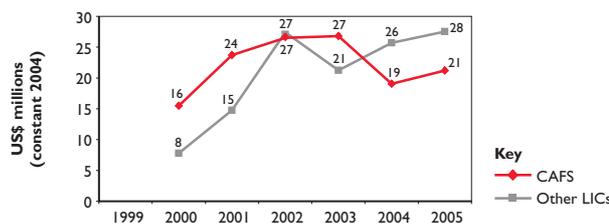
Fair share contribution to UPE financing requirement:  
72% committed

Prioritisation of education (% ODA to education):  
14% in CAFS  
20% in other LICs

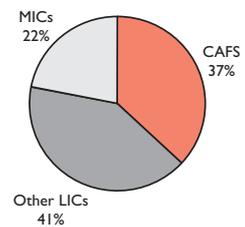
Humanitarian aid to education:  
2.8%

Top 3 recipients education aid (millions US\$):  
Uganda 12  
Mozambique 8  
Zambia 8

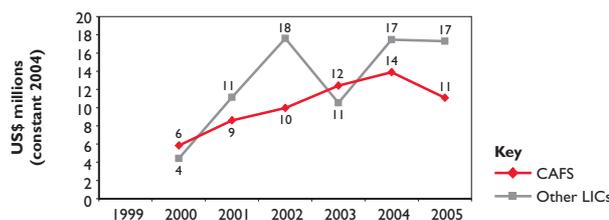
Education aid commitments



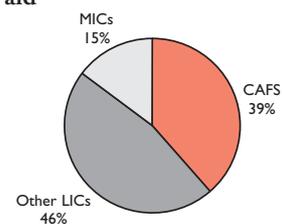
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Italy

Has allocated a good proportion of its education aid to CAFS. However, needs to:

- significantly increase basic education aid to meet fair share of financing requirement
- increase allocation of education aid to other LICs
- give increased priority to education in CAFS and other LICs
- include education in humanitarian policy.

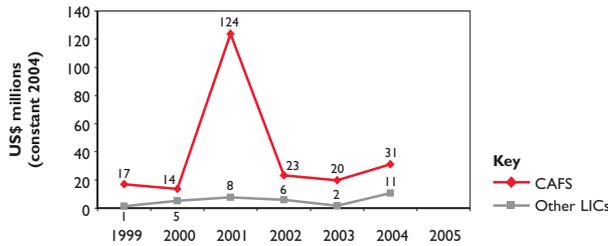
Fair share contribution to UPE financing requirement:  
3% committed

Prioritisation of education (% ODA to education):  
2% in CAFS  
3% in other LICs

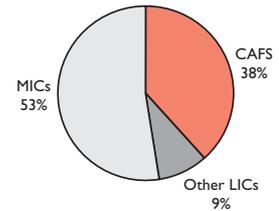
Humanitarian aid to education:  
2%

Top 3 recipients education aid (millions US\$):  
Ethiopia 8  
Somalia 4  
Albania 3

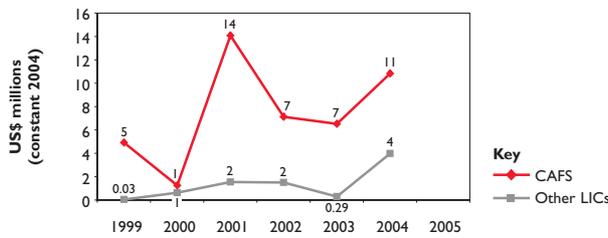
Education aid commitments



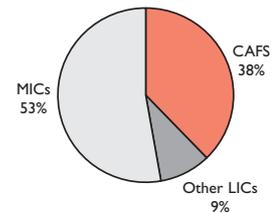
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Japan

Has prioritised education as part of humanitarian response. However, as one of the world's largest bilateral donors, could help make significant progress towards the education MDGs by:

- drastically increasing basic education aid to meet fair share of financing requirement
- increasing allocations of education aid to CAFS and other LICs
- giving increased priority to education in CAFS and other LICs.

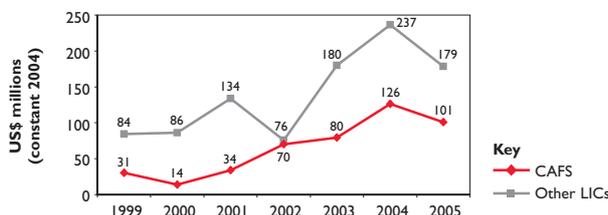
Fair share contribution to UPE financing requirement:  
15% committed

Prioritisation of education (% ODA to education):  
2% in CAFS  
5% in other LICs

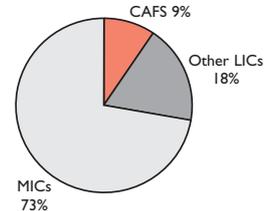
Humanitarian aid to education:  
4.6%

Top 3 recipients education aid (millions US\$):  
China 422  
Indonesia 42  
Vietnam 35

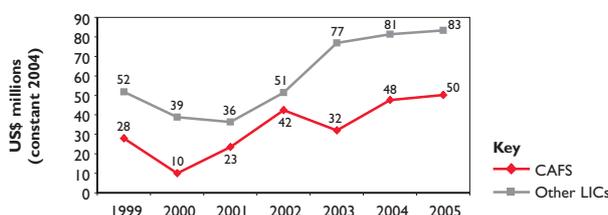
Education aid commitments



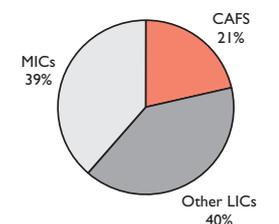
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Luxembourg

Close to meeting its fair share of the external financing requirement. However, needs to improve its performance by:

- increasing share of education and basic education aid to CAFS
- increasing priority of education in CAFS
- including education in humanitarian policy and response.

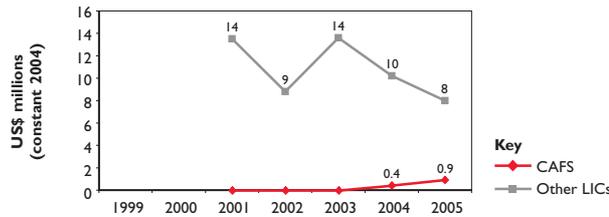
Fair share contribution to UPE financing requirement:  
86% committed

Prioritisation of education (% ODA to education):  
2% in CAFS  
18% in other LICs

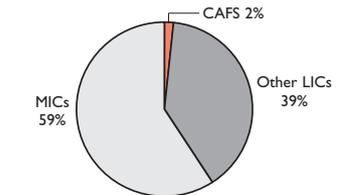
Humanitarian aid to education:  
0%

Top 3 recipients education aid (millions US\$):  
Cape Verde 9  
Senegal 8  
El Salvador 2

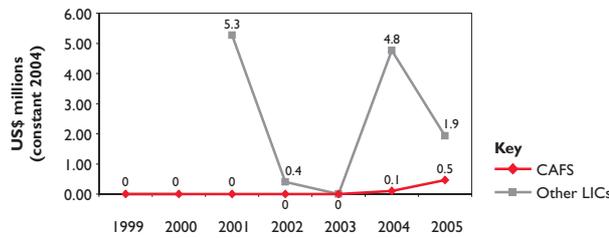
Education aid commitments



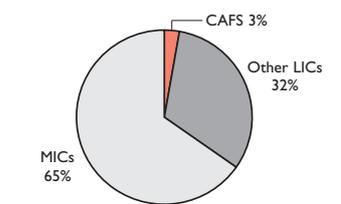
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Netherlands

A leading education donor, fully meeting its share of the UPE external financing requirement and recently pledging US\$201m to UNICEF for education in emergency and post-crisis countries. However, it still needs to:

- increase its allocations of education and basic education aid to CAFS
- increase priority of education in CAFS
- include education as part of humanitarian policy.

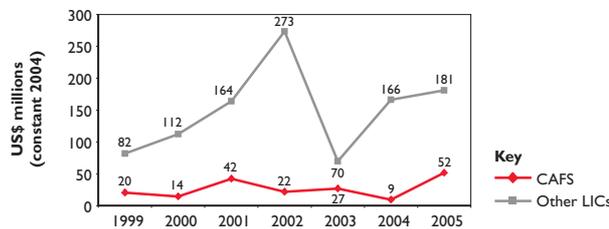
Fair share contribution to UPE financing requirement:  
165% committed

Prioritisation of education (% ODA to education):  
4% in CAFS  
21% in other LICs

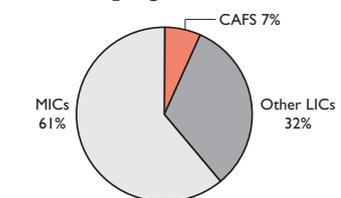
Humanitarian aid to education:  
2.9%

Top 3 recipients education aid (millions US\$):  
South Africa 40  
Bolivia 35  
Bangladesh 33

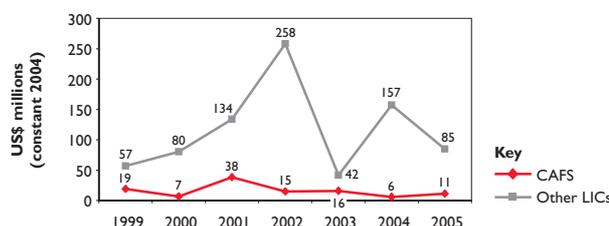
Education aid commitments



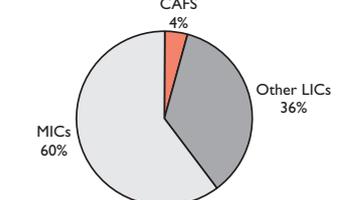
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## New Zealand

Supportive of basic education in LICs. However, needs to:

- significantly increase basic education aid to meet fair share of financing requirement
- increase allocations of education aid to CAFS
- increase priority for education in CAFS
- include education as part of humanitarian policy and response.

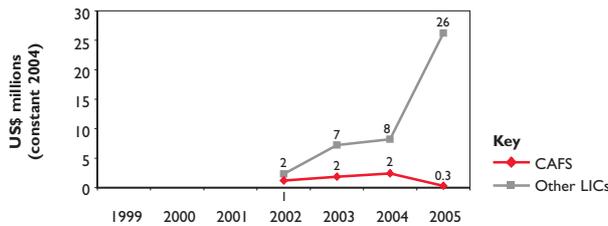
Fair share contribution to UPE financing requirement:  
30% committed

Prioritisation of education (% ODA to education):  
5% in CAFS  
38% in other LICs

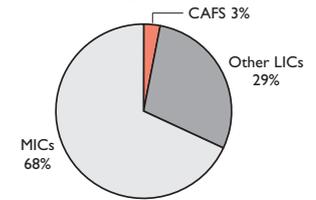
Humanitarian aid to education:  
2.1%

Top 3 recipients education aid (millions US\$):  
Solomon Islands 10  
Samoa 5  
Tonga 3

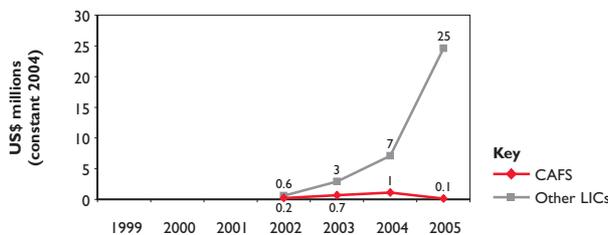
Education aid commitments



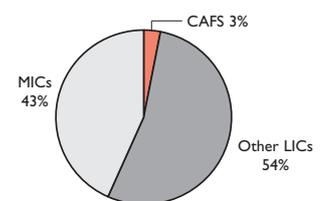
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Norway

Strong performer, meeting its fair share of the UPE financing requirement and with education included in its humanitarian policy. Needs to:

- maintain commitments to education, including education in emergencies
- give greater priority to education in CAFS
- increase allocations of basic education aid to CAFS.

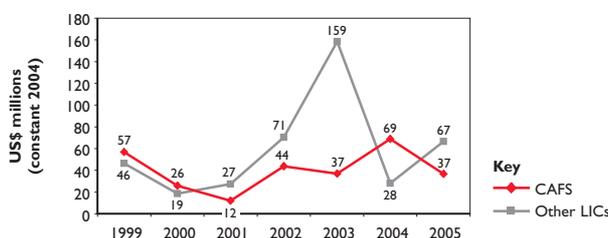
Fair share contribution to UPE financing requirement:  
163% committed

Prioritisation of education (% ODA to education):  
9% in CAFS  
23% in other LICs

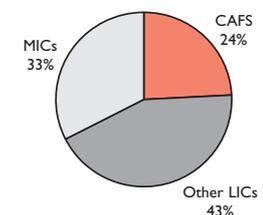
Humanitarian aid to education:  
2.5%

Top 3 recipients education aid (millions US\$):  
Zambia 26  
Bangladesh 24  
Madagascar 10

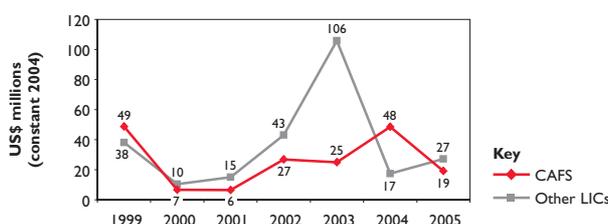
Education aid commitments



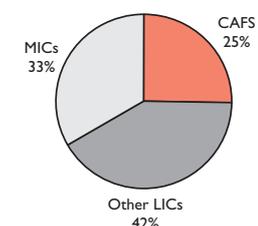
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Portugal

Strong prioritisation of education in aid programmes (13%). However, a significant proportion of this supports scholarships for foreign students, leaving little aid for basic education. Needs to:

- drastically increase basic education aid to meet fair share of financing requirement
- increase allocations of education aid to CAFS and other LICs
- give increased priority to education in CAFS
- include education as part of humanitarian policy and response.

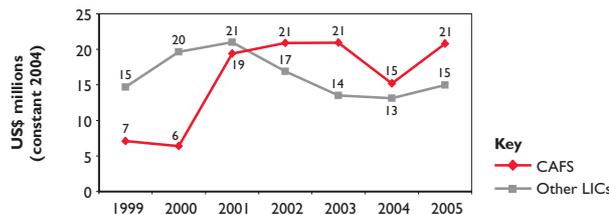
Fair share contribution to UPE financing requirement:  
15% committed

Prioritisation of education (% ODA to education):  
6% in CAFS  
32% in other LICs

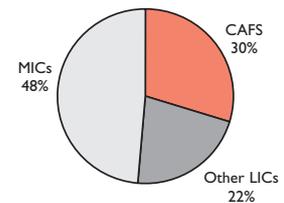
Humanitarian aid to education:  
0.7%

Top 3 recipients education aid (millions US\$):  
Cape Verde 29  
Angola 10  
Timor Leste 9

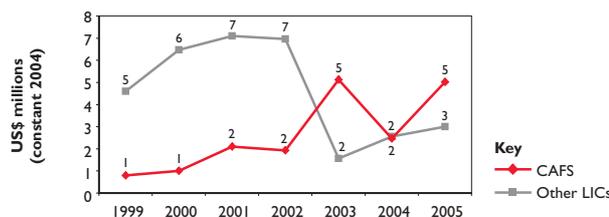
Education aid commitments



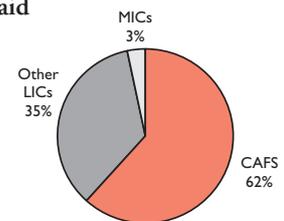
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Spain

Has recognised the importance of directing aid towards the MDG requirements, and has made recent commitments to the FTI in support of basic education. Needs to:

- drastically increase basic education aid to meet fair share of financing requirement
- increase allocations of education aid to CAFS and other LICs
- give greater priority to education in CAFS
- include education as part of humanitarian response.

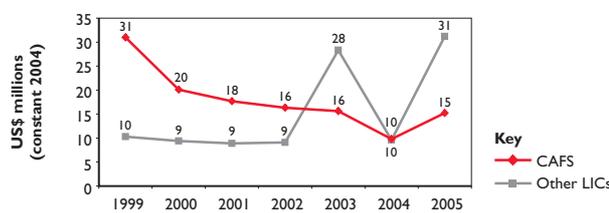
Fair share contribution to UPE financing requirement:  
16% committed

Prioritisation of education (% ODA to education):  
5% in CAFS  
10% in other LICs

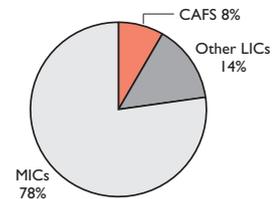
Humanitarian aid to education:  
0.5%

Top 3 recipients education aid (millions US\$):  
Ghana 12  
Peru 10  
Bolivia 9

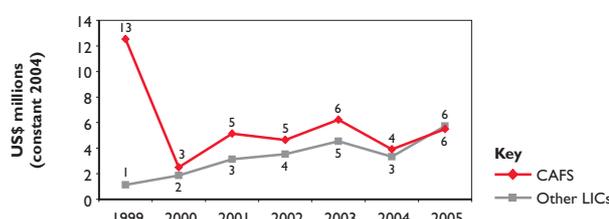
Education aid commitments



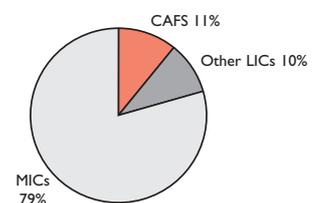
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Sweden

A strong performer close to meeting its fair share of the external financing requirement, with education included in its humanitarian policy. Needs to:

- increase allocations of education aid to CAFS
- increase priority for education in CAFS.

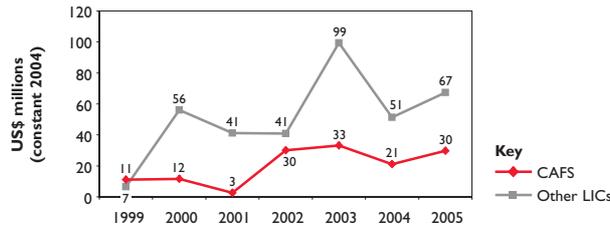
Fair share contribution to UPE financing requirement:  
93% committed

Prioritisation of education (% ODA to education):  
6% in CAFS  
16% in other LICs

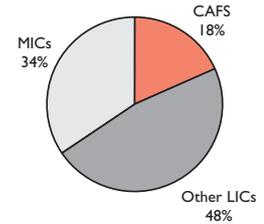
Humanitarian aid to education:  
2.7%

Top 3 recipients education aid (millions US\$):  
Tanzania 89  
Bangladesh 62  
Uganda 32

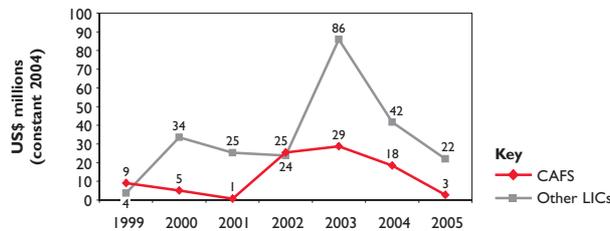
Education aid commitments



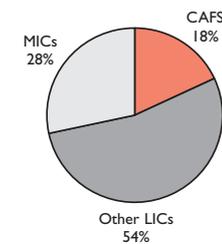
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## Switzerland

Supportive of basic education in LICs, but needs to:

- drastically increase basic education aid to meet fair share of financing requirement
- increase allocations of education aid to CAFS
- increase priority of education in CAFS
- include education as part of humanitarian policy and response.

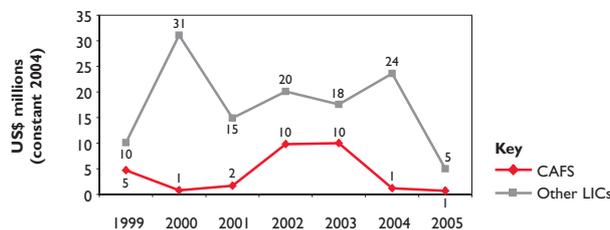
Fair share contribution to UPE financing requirement:  
17% committed

Prioritisation of education (% ODA to education):  
2% in CAFS  
7% in other LICs

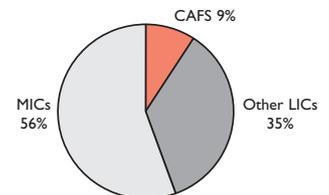
Humanitarian aid to education:  
1%

Top 3 recipients education aid (millions US\$):  
Burkina Faso 3  
Bangladesh 2  
Albania 2

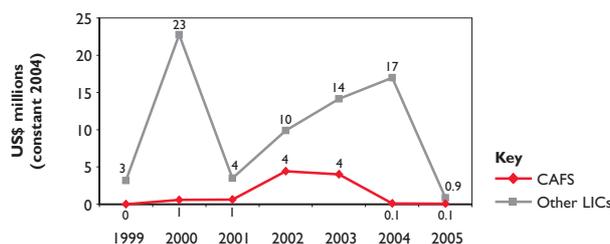
Education aid commitments



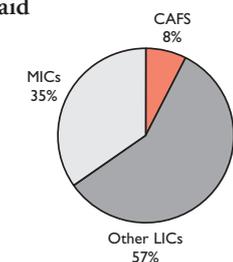
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## UK

A strong emphasis on financing primary education, with a large proportion of education aid allocated to other LICs. Needs to:

- increase allocations of education aid to CAFS
- increase priority of education in CAFS
- include education in humanitarian policy and response.

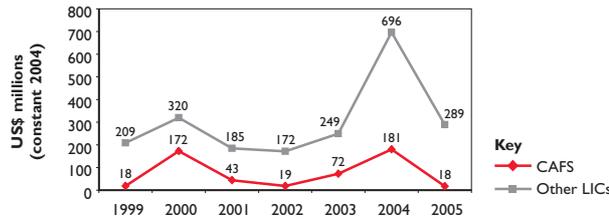
**Fair share contribution to UPE financing requirement:**  
77% committed

**Prioritisation of education (% ODA to education):**  
3% in CAFS  
18% in other LICs

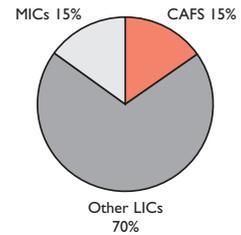
**Humanitarian aid to education:**  
1.3%

**Top 3 recipients education aid (millions US\$):**  
India 139  
Bangladesh 72  
Zambia 57

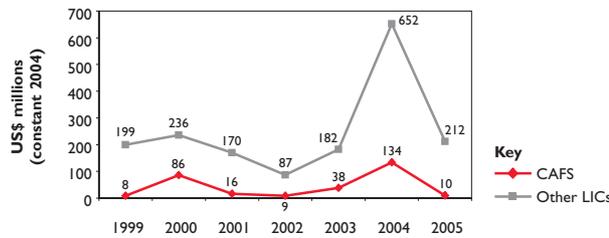
Education aid commitments



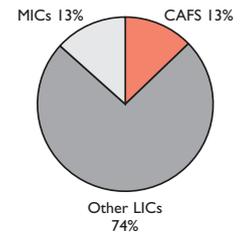
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



## USA

Channels a good proportion of its education aid to CAFS, and over recent years has increased its education aid commitments. However, still only allocates 3 per cent of its ODA to education. Needs to:

- drastically increase basic education aid to meet fair share of financing requirement
- increase priority of education in CAFS and other LICs
- include education in humanitarian policy and response.

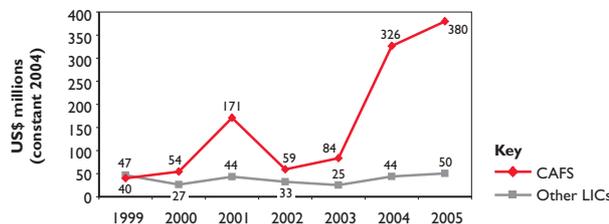
**Fair share contribution to UPE financing requirement:**  
14% committed

**Prioritisation of education (% ODA to education):**  
2% in CAFS  
3% in other LICs

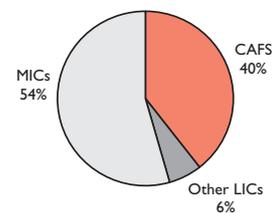
**Humanitarian aid to education:**  
0.4%

**Top 3 recipients education aid (millions US\$):**  
Iraq 89  
Jordan 69  
Turkey 69

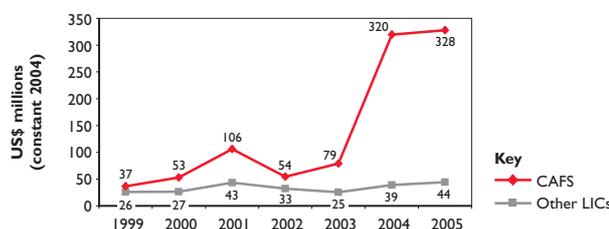
Education aid commitments



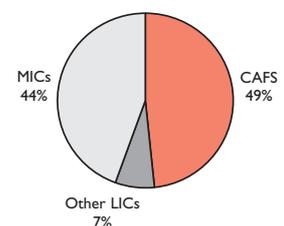
Distribution of education aid in developing countries



Basic education aid commitments



Distribution of basic education aid



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# Last in Line, Last in School

## How donors are failing children in conflict-affected fragile states

Children in conflict-affected fragile states (CAFS), like all children, have the right to education. Yet one in three children in these countries is out of school. They are missing out because CAFS present a different challenge to other developing states. Political will may be weak or totally absent, national institutions may be in various stages of disarray and national capacity diminished.

But, as *Last in Line, Last in School* shows, one of the main reasons children in CAFS are out of school is that these countries are underfunded by donors. The humanitarian and development aid CAFS get does not prioritise education. Despite accounting for more than half of the world's out-of-school children, CAFS receive only a fifth of global education aid.

Yet education is what children and parents in CAFS want. Children are these countries' futures. Their education offers a chance for economic growth, peace and stability, and improved governance.

World leaders have promised to get all children into school by 2015. In this report, Save the Children calls on bilateral and multilateral donors to urgently review their policies and practices, and to take immediate action to ensure that they are providing sufficient and equitable financing for education in both development and humanitarian contexts.

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