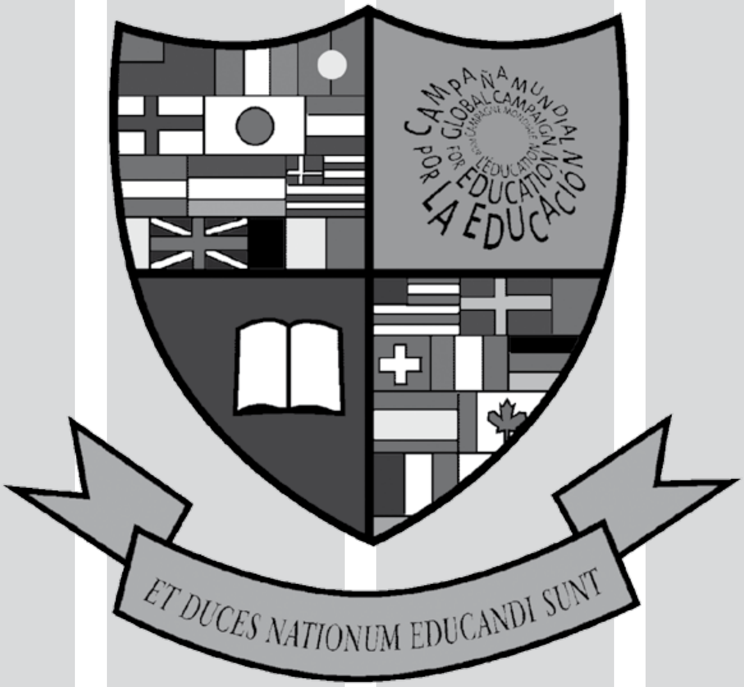

Underachievers

A School Report on Rich Countries' Contribution to Universal Primary Education by 2015

September 2006

GLOBAL CAMPAIGN FOR EDUCATION
www.campaignforeducation.org

Summary

"Minister – have you asked me what I need as a pupil? As you sit confidently in front of others do you think of what I need to also sit in that chair in future?"

Lusibilo, Malawian schoolchild, to the Malawian Minister of Education

"Last year we made great strides in the fight against poverty... now the more difficult task begins to make the world keep its promises. Promises to children should never be broken."

Nelson Mandela, 10th April 2006

Recent history is littered with noble promises to the world's children. Education For All is an affordable and achievable goal, yet even primary schooling is still out of reach for over 100 million girls and boys. The vast majority live in poor countries, and are desperately in need of the light and hope that learning offers. For these children, gaining an education represents their only chance to lift themselves out of poverty and realise a host of rights that those fortunate enough to be born in the rich nations of the world take for granted.

In recent years, poor countries have shown themselves increasingly committed to ending the scourge of illiteracy and ignorance. More and more governments are making efforts to break down barriers to poor children's participation, taking the bold step of abolishing tuition fees for schooling. Budgets for primary education are increasing, particularly in some of the very poorest nations. And efforts are paying off; since 1998, primary school enrolment has increased in both sub-Saharan Africa and South and West Asia, with nearly 20 million new students in each region. Girls' enrolment in those regions has risen especially quickly.

In 2000, at the World Conference on Education for All in Dakar, Senegal, rich countries struck a bargain with their counterparts in poorer nations. They declared that "no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources". Yet, in 2006, following repeated pledges, assurances and undertakings, rich nations are still failing to fulfil their part in the contract.

The latest figures show that bilateral aid to basic education increased to $3.3 billion per year, with a bigger share of this going to poor countries. This is undeniable progress, and has changed the lives of millions of poor people. Yet it still leaves an annual gap of at least $3.7 billion in desperately-needed resources, and very likely more.

Recent estimates suggest that the total external requirement may be as much as $10 billion per annum, taking into account the slow pace of progress so far, realistic economic growth targets and the challenges of HIV/AIDS and conflict. This report shows that some countries, such as Norway, Sweden, Denmark, Luxembourg and the Netherlands make heroic efforts in contributing their fair share of aid and ensuring it helps get poor children into school. The UK government has recently taken steps to improve its record in this area, promising to provide $16 billion in aid to basic education between now and 2015. This sets a standard for other G8 nations to live up to. At the other end of the scale, some of the very richest countries, G8 nations such as Japan, Italy, Germany and the USA, show themselves to be misers when it comes to helping the world's poor children.

Money is needed not for luxury items, but for the very basics of education. It should be used to enable children to be taught by a caring qualified teacher, in a proper classroom, using textbooks and other learning materials. Between now and 2015, at least 18 million teachers will be needed to give all a chance of real learning. Our analysis shows that the practice of tying aid to the purchase of goods and services from the originating country and the use of expensive consultants remains a problem. Very few countries prove themselves willing to help countries meet the running costs of education – especially the teacher salary bill. This problem is exacerbated by the undermining of the teaching profession by international financial institutions. Rich countries and the international financial institutions must work together to ensure that predictable resources are available over the long-term to employ these indispensable professionals.

Equally concerning is that our analysis shows that the Education For All Fast Track Initiative (FTI), a flagship scheme set up under G8 auspices to make the global compact envisaged at Dakar a reality, remains fragile. This innovative initiative has so far encouraged 20 countries to devise strategies and reallocate domestic resources to achieve universal primary completion and gender equality in education. They did so, on the promise that additional financing would be forthcoming to deliver their goals. Although some resources have been mobilised behind these plans, these pioneering countries still face a collective annual shortfall in funding of some $415 million. As a result, plans to reach 16 million of the world's out-of-school children are kept in limbo. Another 40 countries could be ready to go for FTI endorsement within the next two years, but will scarcely do so with confidence given the experience of the first few.

Rich countries must aim higher and work together better to give every boy and girl their right to an education. They should set timetables for achieving the aid target of 0.7% GNI, and ensure that this aid, together with full debt cancellation, targets low-income countries and funds their basic education strategies. Donors and international institutions should work together to ensure that more money is available for the core expenses of building a robust education system, including paying teachers' salaries. To encourage ambitious planning, aid should be long-term and predictable. The FTI should be the centrepiece of efforts to achieve Education For All. The immediate financing gap must be closed as a matter of urgency, and rich countries should make advance commitments to fund the forthcoming plans of up to 40 countries.

The time for action is now. It should not be forgotten that the goal set in 2000 was for all children to complete a primary education by 2015. This means that the world has just two more years to build schools, recruit teachers and reach out to poor excluded children living in the most trying of circumstances. This is not about money, it is about justice. It is about keeping our word to the world's children. A promise to a child should never be broken.

"We will have time to reach the Millennium Development Goals – but only if we break with business as usual…. Nothing less will help to achieve the Goals."

Kofi Annan

Introduction

Nelson Mandela meets GCE campaigners, Mozambique

"Last year we made great strides in the fight against poverty... now the more difficult task begins to make the world keep its promises. Promises to children should never be broken."

Nelson Mandela, 10th April 2006[1]

Recent history is littered with noble promises to the world's children. Education is the key to eliminating poverty and giving poor people the power to change their own lives. Its crucial importance is reflected in the fact that the right to basic education was enshrined in the Universal Declaration of Human Rights in 1948. At impressive World Education Conferences in 1990 and again in 2000 leaders proclaimed their supposed commitment to enabling all to benefit from the light and hope that education brings – culminating in the agreement of the Education For All (EFA) targets[i]. In September 2000, world leaders again acknowledged the critical role of education when they incorporated two of these into the Millennium Development Goals (MDG's)[ii].

Six years later, universal primary schooling has only been achieved in 50 countries in the world leaving over 100 million children out of school[2]. The majority of these children are girls – meaning that the first EFA and MDG target of achieving gender equality in schooling has been missed. Almost 800 million adults live without basic literacy skills[3]. More than 90 countries charge fees for primary schooling and the world needs an estimated 18 million teachers[4] to ensure that when children reach school, they are taught in a reasonable class size and by a qualified professional. 14 million children have lost one or both parents to HIV/AIDS – these children desperately need the stability that school offers, but are far more likely to stay away or drop out.

This day and every day, over 111 million children under the age of 15 will labour in the harshest and most hazardous conditions, instead of going to school.[5] This day and every day, over 2,700 children under the age of five will die needlessly because their mothers were denied an education earlier in life. Nearly 2,000 more young people will become infected with HIV/AIDS, who would have stayed safe if they had received a primary school education[6]. This day, and every day that goes by without concerted action to achieve the education goals, 57 million girls will be denied the chance to open their minds and change their destiny through the empowering force of education.

"Emancipation lies through the school gates"

Marten Kircz, General Education Union, Senegal

Children left out of school are those like 11 year old Musharad, who stitches footballs for just 10 rupees (20 cents) a day, working through bruises, wounds and sores caused by close needlework. Musharad has never gone to school, because her family could not get her into government school and cannot afford to send the children to private school. Now the entire family is engaged in football stitching to feed itself and survive[7].

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i The Education For All (EFA) goals committed governments to achieving the following goals by 2015:

- *expand early childhood care and education;*
- *ensure all children, particularly girls, complete free and compulsory, good quality primary education;*
- *ensure equal access to learning and life-skills training for young people and adults;*
- *achieve a 50% improvement in adult literacy rates;*
- *achieve gender equality in primary and secondary education; and*
- *improve the quality of education – especially in literacy, numeracy and essential life skills.*

ii The education related Millennium Development Goals (MDG's) aim to:

- *Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling*
- *Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015*

In order to reach even the sole MDG target of all children completing a free education of good quality by 2015, every girl and boy must start school by 2009 at the very latest. If they do not, this will be a betrayal for those left waiting at the school gates, and a tragedy for the world as a whole. In the words of the Dakar declaration: "Education is the key to sustainable development and peace and stability within and among countries, and thus an indispensable means for effective participation in the societies and economies of the twenty-first century, which are affected by rapid globalisation. Achieving the Education For All goals should be postponed no longer. The basic learning needs of all can and must be met as a matter of urgency".

EFA is an ambitious but achievable dream. Since 1998, primary school enrolment has increased in both sub-Saharan Africa and South and West Asia, with nearly 20 million new students in each region[9]. Girls' enrolment in those regions has risen especially quickly. Public spending on education has increased as a share of national income in about 70 countries[10], and aid for education has slowly inched up. But in many low-income countries it remains the case that there simply are not enough resources to enable every girl and boy to get into school, even where over 20% of national budgets are spent on education.

In Dakar, world leaders declared, "the international community acknowledges that many countries currently lack the resources to achieve education for all within an acceptable time-frame… We affirm that no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources." This bold statement encapsulated a new sense that rich and poor countries were committed to a global compact on education. Within this compact, poor countries with good education strategies and a genuine shortage of resources would be guaranteed a speedy increase in good quality donor aid. The spirit of this commitment was restated at the Monterrey Conference on Financing for Development in 2002 and, more recently, in the high-level development events of 2005.

Tragically, the anticipated increase is yet to materialise. It is a disgrace that, in an age where global military expenditure tops a trillion dollars annually, children are still cheated of their right to an education – a privilege which would cost just a fraction of that amount. The international community continues to shirk its responsibility to share the costs of getting all children into school. Disappointingly, a number of the very richest nations show themselves to be the most miserly in living up to the global compact. In 2004, the US gave less than $1 per person to primary education in poor countries, comparing very poorly to Norway, which gave around $15 per person[11].

Donors' failure to deliver appears even more scandalous in light of the fact that, over the last five years, many developing countries have made real and substantial efforts to fulfil their side of the bargain. The Education For All Fast Track Initiative (FTI), launched in 2002, encouraged countries to put forward plans which, it was promised, would be fully financed if deemed to be viable and supported by domestic political will. 20 countries have so far succeeded in meeting the rigorous conditions required to gain the FTI stamp of approval, and another 40 could come on board within the next 18 months. Mysteriously though, despite the partnership having an excellent reputation as a tool for donor co-ordination and broad consensus amongst donors on that the approach works, FTI-approved countries remain starved of funds to proceed with their plans.

The first 20 countries to endorse through FTI processes are still facing a collective shortfall of some $415 million per year. As a result, plans to reach around 16 million of the world's out-of-school children are kept in limbo. These poor nations are now struggling to open the doors of learning to all. Many have found that they must compromise quality severely even to come close to achieving universal access to education, leaving children striving to learn in enormous classes without qualified teachers or decent resources. For example Mozambique and Ethiopia – both having attained FTI approval – currently endure pupil:teacher ratios of 70:1 and 65:1 respectively.

The Global Campaign for Education (GCE) is a coalition of non-governmental organisations (NGOs), teacher unions and child rights activists in over 100 countries, campaigning to realise the right to free, high quality education for all. For the past six years we have worked to hold governments to account for the promises made in Dakar. In this report, we examine the performance of donor nations in living up to their side of the commitments, using figures made available by the OECD Development Assistance Committee. We identify the stars and the stragglers; those who have made courageous efforts to improve and those who have allowed political will to become political wilt. The latest figures are for the 2004 calendar year so there is a slight time-lag, but the detailed reporting makes it possible to detect trends and comparisons reliably. Where relevant, we have highlighted additional commitments made since the data was recorded.

As any educated person knows, a promise is a promise. The commitment to Education For All cannot be postponed. To do so would be tragically misguided, unjustly dishonest and dangerously divisive.

1. Aid and Debt – Delivery is crucial

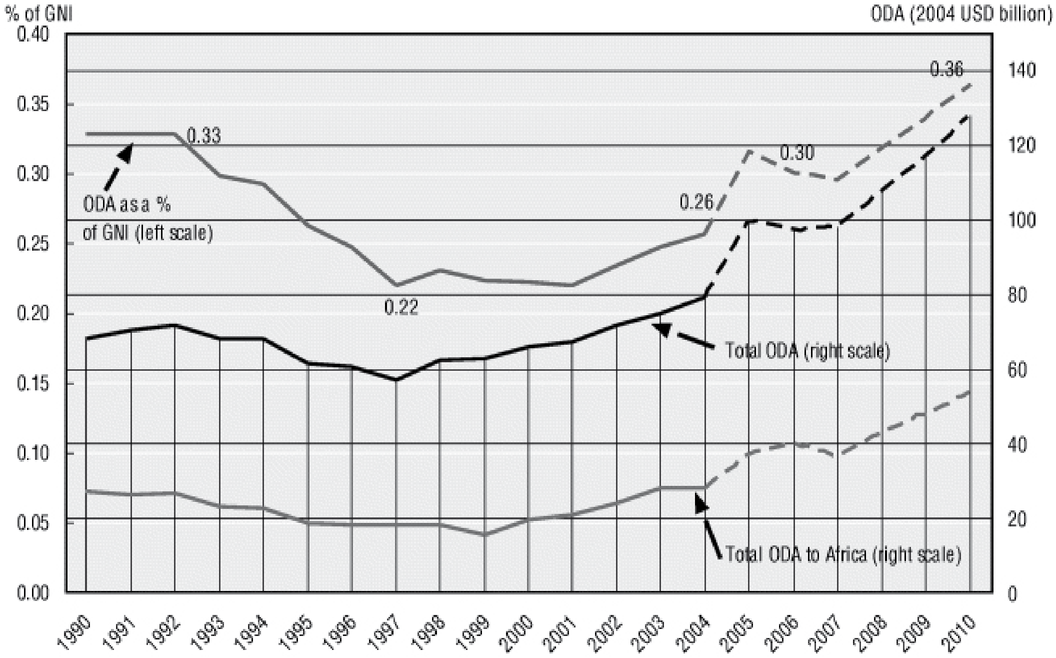
As long ago as 1970 rich countries recognised a shared interest in responsibility in reducing global poverty, when they agreed to spend 0.7% of GNI on overseas development assistance (ODA) within the decade. Thirty five years on, poor nations are still waiting for a radical change in the way the world does business.

The year 2005 saw the biggest step forward for development since the agreement of the Millennium Development Goals in 2000. In this so-called ‘Year of Africa’, donors responded to international citizen campaigns by promising to cancel the debt of some poor countries and to increase and improve aid. A rash of initiatives raised great expectations of a world in which aid would be used to eradicate poverty, rather than to promote donors’ narrow national interests. At the G8 Gleneagles Summit, the Commission for Africa, the UN Millennium +5 World Summit, and the Paris High Level Forum on Harmonisation, donors committed to increase ODA so that they would be contributing an additional $50 billion by 2010; to harmonise their aid structures; and to coordinate with each other in order to help developing countries to develop and finance their own plans for development. They also agreed to cancel the unpayable debts of 19 highly-indebted poor countries.

Debt cancellation and increased and improved aid is crucial for achieving the Millennium Development Goals. Otherwise, developing countries simply will not have sufficient resources from domestic revenue to invest in education, health-care, water and sanitation and infrastructure. If the promises made in 2005 are not kept, children will be condemned to a life of ignorance, ill-health and poverty.

No shirking; donors must not roll back recent progress on aid

Aid volume has been gradually rising since the low point reached in the 1990s. OECD data show that overall, ODA rose from $70.6 billion in 2003 to $72 billion in 2004. However, this was not all focused on poor countries with the greatest levels of poverty. And shockingly, total *net ODA disbursements* from bilateral and multilateral donors to *low-income* countries **decreased** in 2004, from $35.4 billion to $33.1 billion. The preliminary figures for 2005 appear to show an increase, but the OECD-DAC table below shows, that after a sharp rise in ODA levels anticipated for 2005 (largely caused by granting of debt relief to Iraq and Nigeria) a more modest rate of increase is expected.



Source: OECD DAC Development Co-operation Report 2005

The target of reaching 0.7% GNI in ODA was agreed in the UN as long ago as 1970, yet only a very few OECD countries meet or exceed this target. Thus, the responsibility of aiding poor countries is still unfairly distributed between those donors who pull far more than their weight, and the stragglers who free-ride the system, pledging their commitment to global development but failing to match their warm words with real cash. Only one G8 country – France – appears in the top half of the table ranking countries' performance on reaching the 0.7% goal. Disgracefully, the last three places in this 'class' are held by G8 nations, who between them represent 68% of total donor GNI: Japan, Italy and the USA.

Subject: Providing 0.7% of income to overseas development assistance	
Commended for good effort:	**Extra homework for stragglers:**
Norway	Spain
Denmark	Austria
Luxembourg	New Zealand
Sweden	Greece
Netherlands	Japan
	Italy
	United States

Could try harder: debt cancellation must be extended to more countries

On January 6th 2006, the IMF cancelled the debts owed to them by 19 of the worlds' poorest countries. In July 2006 this was followed by the World Bank. This will change the lives of millions of people.

- Poverty reducing expenditures in African Heavily-Indebted Poor Countries, under HIPC agreements, have increased on average by 6% as a result of HIPC debt cancellation, and as much as 14% in some countries.
- In Benin, 43% of HIPC debt cancellation went to education in 2002, allowing the recruitment of teachers for empty posts in rural areas.
- In Malawi, HIPC resources have been used among other things to train 3,600 new teachers a year[12].

In Zambia, where debt was reduced from $7 billion to about $500 million, vital resources have been released for the fight against poverty. Zambia has just released its new budget for 2006 and the share of spending on both health and education has substantially increased. It has also removed fees for basic rural healthcare. Extra spending in education will include funds to recruit more than 4,500 teachers, and for the construction and rehabilitation of schools in rural and urban areas. Across Africa, lifting the burden of debt is allowing millions of dollars to be directed to fighting poverty instead of repaying rich countries[13].

This welcome development is tempered by the glaring omissions from the deal and by some donors who have watered down their commitments since it was announced. Low-income countries with significant education challenges, such as Sri Lanka, Vietnam and Kenya, are excluded from debt cancellation. The government of Kenya spends a quarter of its revenues to service international and domestic debt, an amount that could double the budgets for health and HIV/AIDS . It is unacceptable that a country with over half its population living in absolute poverty should be servicing external debt that has been racked up over many decades, by unscrupulous leaders feeding off politically grateful lenders. The original loans had little to do with development. Their repayment is hampering development. If donors are serious about poverty reduction, which they have yet to prove, then these debts must be cancelled.

Even more galling has been the unilateral decision of the World Bank to change the cut-off-date of eligible debts from those owed to the end of 2004, to those owed to the end of 2003. For the countries that have worked hard to stick to IMF macroeconomic plans, this is a devastating slap in the face. In one crass and shameful moment, $5 billion has been removed from the budget for fighting poverty.

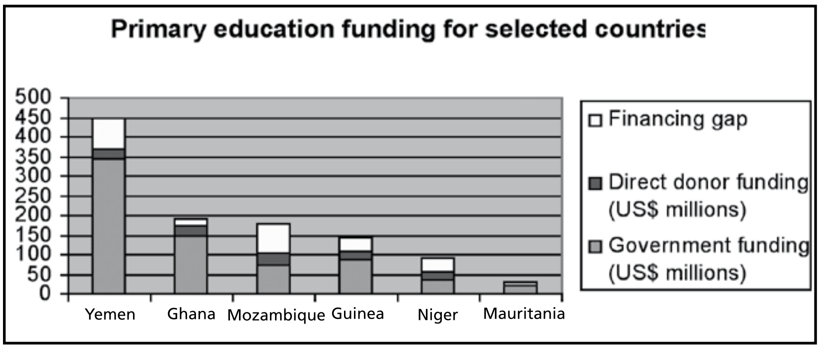
GCE coalition partners recommend that OECD donors:

- ✓ Set timetables for achieving the aid target of 0.7% of GNI
- ✓ Cease the practice of reporting debt cancellations as ODA, as agreed at the Monterrey conference in 2002
- ✓ Target aid to the poorest countries
- ✓ Extend debt cancellation to all low-income countries with poverty-reduction strategies

2. The ‘global compact’ for education: under the magnifying glass

Slow improvements in aid to education but is it too little, too late?

In the heady and optimistic atmosphere of the Dakar conference, rich and poor countries agreed to be part of the global compact in recognition of the fact that aid is essential for the achievement of education goals in poor countries. Because, even when responsible governments such as Mozambique and Tanzania spend more than 20% of their budgets on education, they still cannot afford to provide basic primary schooling of good quality for all children. The graph below illustrates that, while countries have made a significant effort to allocate domestic resources to education, they are held back by the enduring finance gaps left unfilled by the donors.



Source: Oxfam (2006) unpublished

When donors make promises, developing country governments are encouraged to raise the hopes of their people. In 2005 budget increases for education were promised in Cote d’Ivoire, DR Congo and Niger. Pakistan pledged free books and stipends for girl students in Punjab, and undertook to improve infrastructure in 64,000 schools. Ministers in Sierra Leone, Sudan, Burundi and Zambia said they would get rid of fees in education. The Philippines government agreed to employ more teachers. When Burundi abolished user fees in 2005, an additional 500,000 children immediately enrolled in school[15]. When donors do not make good on their promises, literally millions of children suffer the costs.

Mozambique, for example, has dropped school enrolment fees and built 2000 new schools since 2002. But the pupil:teacher ratio has been pushed up to 70:1 and many children are taught in mud-and-stick classes or under trees. This practice has obvious negative effects on children’s chances of learning, but can have more severe consequences. On 30 September 2003, disaster struck Mkomachi Primary School in Malawi, when children being taught under a tree were hit by a falling branch, tragically killing two and injuring another seven. At the time, 19 out of 27 classes were taught outside. These and many other examples underline the urgency of meeting the financing gaps for education.

Primary school class, Mozambique

Rich countries’ aid to basic education is slowly inching up and has even slightly accelerated over the last 24 months. Commitments made to all developing countries totalled $3.3 billion[16] in 2004, just under half the $7 billion of external aid that the United Nations estimates to be necessary. This accounts for over 11% of all ODA commitments and it means that in the space of two years, an extra $1.6 billion dollars of aid has been committed annually. The same increase is evident when we examine aid to basic education for low-income countries alone: from $700 million in 2002 to a commitment of $1.8 billion in 2004. Yet, while any increase is welcome, the slow and modest nature of the rise represents an undeniable failure of donors to live up to their side of the deal struck in Dakar – despite the fact that six years have elapsed. And while the declarations of 2005 are encouraging, the forthcoming FTI Progress Report[17] will show that by 2015, ODA disbursements to basic education in low-income countries will rise to just $3.7 billion.

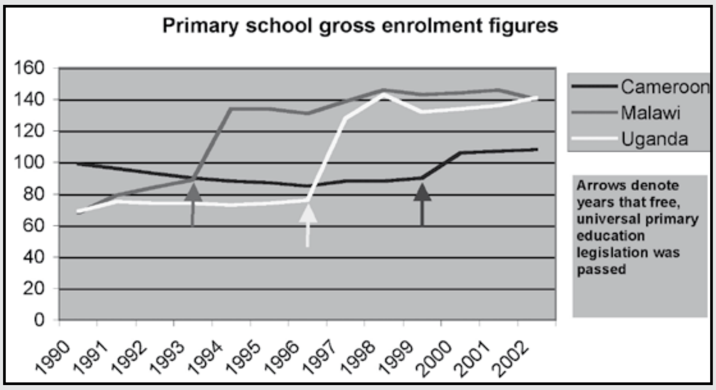
This partial contribution will leave countries struggling to overcome many key challenges. A number of factors imply that total external financing in excess of the $7 billion will be needed. The UK government now estimates the financing gap to be as much as $10 billion per year[18] to achieve universal primary education and gender equity. This takes into account a number of factors not addressed in other estimates:

- The slow progress of ODA flows to education since 2000.
- More realistic estimates of economic growth and domestic resource availability.
- The costs of abolishing user fees and providing subsidies for poor children – especially girls - to attend school.
- The costs to the education system of the HIV/AIDS pandemic.
- The costs of providing education in fragile states or countries affected by conflict, natural calamities or instability.

Fee-free education - a bold initiative which must be supported

Over the past decade, an exciting political trend has swept across Africa, taking donors and education experts by surprise. Since 1994, around 15 African countries have taken steps to eliminate school fees, with 12 of these deciding to do so since 2000. In 1994, Malawi was the first African country to abolish school fees. It was followed by Ethiopia (1996), Ghana (free and compulsory universal basic education in 1996, capitation grants in 2004), Uganda (1997), Lesotho (1999), Cameroon (1999), Madagascar (2002), Tanzania (2002), Zambia (2002), Kenya (school grants in 2003), Mozambique (direct support to schools in 2003, DSI in 2005), Benin (2004). Recently, the Democratic Republic of Congo (DRC) and Burundi have announced school fee abolition (2005).

School fee abolition increases school enrolments, as figures from various countries show: in the year after user fees were removed, enrolment rose by 68% in Malawi and Uganda, 22% in Kenya, and 11% in Lesotho (but 75% for grade one). The chart below shows how enrolment surges following the abolition of fees:



School fee abolition also improves equitable access to education: Enrolment rates grew quickest among the poor in Cambodia, Uganda, Malawi, Zambia, and East Timor with the removal of fees. Girls had higher enrolment rates in Uganda, Kenya, and East Timor thus narrowing the gender gap in those countries. Urban-rural disparities declined in Uganda and East Timor as a result of fee removal. Enrolments of HIV/AIDS orphans and other vulnerable children increased in Lesotho and Kenya following the removal of fees.

Sources: School Fee Abolition Initiative Operational Guidelines (2006); Oxfam International In the Public Interest (September 2006)

As another year goes by, the urgency of effective action to enable countries to expand and improve their education systems becomes more and more pressing, especially as more and more of them take the bold step of making education free. By 2009 at the very latest, countries must be able to enrol, retain and provide quality education for all children in the incoming cohort. This means, amongst the many other requirements of effective service delivery, having enough teachers trained, employed and supported, weather-proof classrooms equipped with books, and communities convinced of the benefits of investing in their children's education.

Subject: Providing a fair share of aid to basic education	
Commended for good effort:	**Extra homework for stragglers:**
Netherlands	Austria
Norway	Italy
Luxembourg	Portugal
Denmark	Spain
	Japan

Denmark, Luxembourg, the Netherlands and Norway all give far more than their fair share of aid to basic education[19]. Ireland, Greece, Sweden and the United Kingdom were, in 2004, doing well to achieve a volume of education aid in line with their incomes. In 2006 the UK further announced that they will prioritise basic education as a target for increased aid between now and 2015 – pledging some $16 billion over the 9 year period. This ground-breaking approach sets out a challenge for other rich nations, especially within the G8, to guarantee predictable finances to this crucial issue.

But at the other end of the scale are the free riders. Austria, Germany, Italy, Japan, Portugal, Spain, Switzerland and the USA all provide less than 20% of their fair contribution to basic education. The fact that three of these countries are also members of the G8, which has repeatedly made promises concerning education, is glaringly hypocritical.

Making the money count: Donors are still not doing enough to help the poorest people, particularly girls, gain the right to education

In 2005 the world's nations missed the first Millennium Development Goal that they had set themselves: to ensure that equal numbers of girls as boys would be able to go to primary and secondary school. The target was missed by a mile, with 94 countries showing gender disparities in enrolment. Indeed in 37 countries there are less than three girls in school for every four boys. Yet despite being equal partners in achieving the MDGs, donors remain unwilling to shift their aid to redress this fundamental injustice. The culprits this year may be different from those last year, but there are very few discernible trends in most donors' approach to targeting their aid to countries with the worst imbalances.

Nepal, VSO

Girls' education has an enormous impact on other areas of development. Girls in many poor countries are the workers of last resort when state systems have collapsed. They labour on farms and in businesses, care for sick relatives and for siblings when orphaned, and alarmingly are too often forced to sell sex in order to buy food when times are particularly hard. Educated girls are less likely to contract HIV, their children are less likely to get sick, and there is a direct, positive correlation between the number of years that a girl is in school and her income thereafter.

In this year's Report Cards, we analysed which countries give aid to countries where girls are disadvantaged relative to boys. Japan, Germany, Austria, Spain and Greece all give less than 10% of their education ODA to help address gender inequality in education. A leader in this category is the US, which gives over 35% of its aid to these countries. Others doing well are Sweden, Belgium, Canada and Luxembourg.

Subject: Providing assistance to low income countries and countries where girls miss out on education	
Commended for good effort:	**Extra homework for stragglers:**
Denmark	France
Norway	Austria
Ireland	Greece
Sweden	Spain
Portugal*	
Norway	
Belgium	

** Portugal's appearance in this category is due to major debt relief to Angola in 2004. While this relief often increases budget allocation to education, it should not strictly be included in ODA figures, as agreed at the Monterrey conference in 2002.*

Our analysis echoes that of the 2006 UNESCO Global Monitoring Report which found that "disproportionate volumes of aid go to middle-income countries with relatively better social sector indicators"[20]. However, the FTI secretariat reports that although 50% of general education ODA is still allocated to middle income countries, the proportion of ODA for basic education given to low income countries may be increasing, from 62% in 2002 to 70% in 2004. This is an encouraging trend and suggests that some donors are attempting to target their aid to where it will make the most impact. However it must be noted that some of the more populous low-income countries receive a relatively small amount of aid to basic education – similar to that observed in some countries with about a fifth of their number of children out of school. Furthermore, there remains a worrying tendency to neglect the needs of countries in difficult circumstances – leaving children in the most trying of situations without the support they need.

The most vulnerable get the least help: education in conflict-afflicted countries

Education is a basic human right for every child, whatever their circumstances. However children in conflict affected and fragile states are less likely to have the chance to go to school. In an analysis by GCE member Save the Children it was found that in 30 conflict-affected fragile states 43 million children are out of school, the net primary enrolment rate is 67.8%, and the primary education female:male enrolment ratio is 87:100.

Even when they do have the chance to attend school children can struggle to complete their education in schools with few books, large class sizes, poor quality teaching and little support for teachers. In addition children in countries affected by conflict can see their education disrupted, their schools destroyed and their hope for the future taken away. Yet despite the acute education needs in these countries, they receive up to 50% less education aid than other low-income countries. To enable education for all to be met in these countries the following key challenges need to be addressed:

Increased funding

The first and most critical issue is the sheer inadequacy of the current aid allocation for the delivery of education in emergencies, chronic crises and reconstruction contexts. Reasons for the current situation can be associated with not enough aid in general being available, donors unwilling to take risks in difficult environments as well as the inability of the donor community to determine the most appropriate financing mechanisms that will enable the effective use of funds.

Continuity of funding

During an acute emergency, humanitarian aid is typically provided through rapid, short term funding mechanisms, many of which rely heavily on NGOs/non-state actors to deliver basic services. To ensure continuity of funding on service delivery, better transitioning of funding modalities needs to be in place between emergency and development phases. Furthermore, because conflict affected and fragile states can suffer from very low or weak capacity and are further from achieving the MDGs than other countries, aid flows need to be longer term than in other developing countries to ensure that public provision is secured for the future.

Accountability and effectiveness

There is little real accountability in education delivery in conflict or disaster-affected communities, partly due to lack of capacity by an equally affected civil society. The most systematic attempt to introduce accountability for delivery of education services are the Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards which cover a range of education issues and emphasise the need for sufficient funds and transparent and coordinated approaches to financing.

"There is no single instance or trace in history where children have ever initiated any war. Then why are they subjected to become its worst victims?"

Kailash Satyarthi, GCE President

Many donors have worked hard to increase the share of ODA for basic education in low-income countries; Denmark, Ireland, Sweden and the UK all give 80% or more of their education ODA to these countries. Some of the poor performers, unfortunately, are familiar to us from previous lists: Austria, Greece, Spain and Switzerland all give less than half their education ODA to the poorest nations. France, which has scored well in other areas, shows itself to be a miser when it comes to helping the world's poor get an education, giving just 38% of the total available to these countries.

The result of the continuing slow pace of change is that poor countries are scaling back their plans in order to tailor them to the funds available. As plans become less ambitious, donors question the viability of them. One donor stated this year, "the cycle needs to be broken whereby countries have scaled back their plans due to concerns about the availability of financing and donors haven't provided the financing because the ambitious plans have not existed"[21].

Many of the budgets that are being drawn up for universal primary education do not include all the investments that are necessary. In Kenya, for example, the 'free' primary education that has been legally compulsory since January 2003 covers tuition only. All other expenses are borne by parents. "The financing gap for the [education] sector will grow from 1.9 billion Kenya shillings in 2006 to 9.5 billion in 2010. Approximately 98% of these resources are reserved for salaries and a mere 2% covers other costs such as text books and classrooms…over 1.5 million children are [still] out of school due to school related expenses that poor families are ill equipped to afford"[22].

If governments in developing nations and in rich nations live up to promises that have already been made, then there will be enough funding available for countries such as Kenya to provide primary education for all. Otherwise, education will continue to be a luxury which divides the world into haves and have-nots.

GCE coalition partners recommend that:

- ✓ Donors focus their education aid on the poorest countries and those where girls face the greatest discrimination.
- ✓ Governments in developing countries plan for education that is truly free for all – this includes textbooks, materials, transport and the cost of training recruiting and retaining teachers.
- ✓ Governments in developing countries allocate at least 6% GNI and 20% of national budgets to education.
- ✓ Donor governments encourage countries to formulate ambitious plans by offering long-term predictable aid up to 2015.
- ✓ Donors increase aid to deliver their fair share of $7 billion financing gap for education within 2 years.

3. Improving aid for impact and value-for-money

The Education For All Fast Track Initiative: a fine-tuned engine without any gas in the tank?

The Fast Track Initiative was launched by donors themselves, precisely in order to avoid this sort of horse-trading with children's education. It was an inspired idea to create a partnership that would change 'business as usual'. The FTI encourages developing countries to develop sound strategies on the one hand, and encourages the donor community to support those strategies on the other. It provides funds to help ministries draw up plans in the first place and encourages governments to put primary education at the forefront of their social policies, and to commit greater political and financial resources. It then requires donors to work together and combine their resources, which makes their aid more efficient and more effective. By the middle of 2006, the plans of 20 countries have been endorsed by the FTI.

The FTI has been enthusiastically supported by the World Bank and by a few donors, notably the Netherlands, Norway, the UK and Sweden. Russia, as a member of the G8, is also starting to lend its support. Yet, while poor countries have largely fulfilled their side of the contract, rich countries have reneged on theirs. The first 20 countries are still facing a collective shortfall of some $415 million per year.

The education challenge in FTI-endorsed countries[23]

Country	School age population 2003	Children out of school (gross) 2003	Legal guarantee of free education	% Children completing to grade 5 in 2001/2
Burkina Faso	2,192,000	1,398,000	No	66
Djibouti	113,000	74,000	No	80
Ethiopia	11,557,000	5,780,000	No	62
Gambia	209,000	44,000	Yes	-
Ghana	3,203,000	1,323,000	Yes	63
Guinea	1,317,000	455,000	No	80
Guyana	90,000	1,000	Yes	77
Honduras	1,073,000	132,000	Yes	-
Kenya	6,050,000	2,030,000	Yes	59
Lesotho	331,000	47,000	No	73
Madagascar	2,389,000	511,000	Yes	53
Mauritania	447,000	145,000	Yes	61
Moldova	251,000	53,000	Yes	-
Mozambique	2,617,000	1,171,000	No	49
Nicaragua	851	124,000	Yes	65
Niger	1,971,000	1,218,000	Yes	69
Tajikistan	628,000	-	Yes	-
Timor Leste	123,000	-	NA	-
Vietnam	8,749,000	544,000	Yes	87
Yemen	3,535,000	997,000	Yes	76
Total	**47 million**	**16 million**		

The failure of rich countries to live up to their side of the pact has clear and negative consequences for those countries already endorsed by the FTI. Together they represent just over 15% of the world's out-of-school children – 16 million children whose lives are left in limbo while donors quibble over amounts that are tiny relative to their national wealth. The FTI could expand to a further 40 countries in the next 2 years, reaching 75% of the world's out-of-school children. Yet the lacklustre performance of donors so far in supporting it means that this innovative initiative of great potential remains at best precarious, at worst, fatally flawed.

Some new hope has been generated by the moves of the UK government to guarantee long-term predictable funding to countries' ten-year plans for achieving universal primary completion and gender equality. In May 2006, 22 countries used the occasion of the Abuja Conference on Financing For Development to commit to reworking and upscaling their education plans to attract financing from the UK and other donors. This move could, if executed with care, provide vital momentum to the FTI. The UK has stated that they have no intention of creating a parallel initiative and GCE wholeheartedly supports this approach.

The FTI is considered to be one of the few working approaches for harmonising donor aid to developing countries. In the Paris Declaration of 2005, donor governments pledged to harmonise and coordinate their aid to developing countries, in order to make it more efficient and to have a greater impact on poverty. Yet only a very few nations have made any commitment to the FTI. The Netherlands, Norway, Sweden and more recently the UK and Russia are the champions of this initiative. Spain and Canada have also recently announced modest but welcome additional contributions to the Catalytic Fund of the FTI. Others such as Germany are prevented by constitutional limitations from contributing directly, but could upscale their bilateral aid to FTI-approved countries. It will be disastrous if the hard work that has gone into building the good ship FTI as a viable approach to development, founders on donors' lack of financial will.

Subject: Funding the Fast Track Initiative and FTI-endorsed countries	
Commended for good effort:	**Extra homework for stragglers:**
Netherlands	Switzerland
Luxembourg	Finland
Norway	Australia
Ireland	Austria
United Kingdom	Spain
Sweden	Italy
	Greece

'Real' aid counts – some improvements to aid quality this year

Governments in developing countries who are committed to achieving universal primary education also have to deal with the preferred aid practices of rich countries, which can have a very significant effect on their ability to finance the core running costs of education. There are three well-known ways which aid can be oriented to assist, rather than hamper, countries efforts to build robust education systems.

1. Untying aid to purchases of goods and services from donor countries
Responding to persistent pressure from campaigners and lobbyists over recent years, fewer donors than ever tie their aid to purchases of goods and services from their own countries or from preferred suppliers. Tying creates inefficiencies, as developing nations are unable to source materials and consultants in a free market where they can demand the best price. A handful of donors continue to tie a third or more of their bilateral aid in this way, although it is now the case that many of them contribute through multi-lateral channels where the practice is even less prevalent. Canada, Germany, the Netherlands and New Zealand are in this category. Austria and the United States continue to refuse to supply data on this issue, so we are unable to compare their performance to that of their peers. They score a zero in our report cards for their failure to disclose their policy.

2. Providing aid through Sector Wide Approaches and General Budget Support to bolster national service provision
Previous School Reports have highlighted the limitations of the project approach to aiding education. The increase in aid given on a sector-wide basis so that many different needs within an education system can be addressed coherently is extremely welcome. Recently, some donors have also become more willing to take the important step of providing aid in the form of General Budget Support. This financing is given directly to developing country treasuries in support of published budgets. DFID reports in 2006 that "A recent joint evaluation in Tanzania concluded that PRBS (Poverty Reduction Budget Support) had made a major contribution to good macro economic management, with low inflation and solid economic growth. There had been a large increase in discretionary resources available to the budget, allowing stabilisation of domestic debt; expanded services for education, health, water and road maintenance; consistent improvement and modernisation of public financial management systems"[24].

Subject: Providing high quality aid to increase efficiency and effectiveness	
Commended for good effort:	**Extra homework for stragglers:**
Denmark Ireland Norway Sweden United Kingdom	Austria United States

Recent OECD aid evaluation in seven developing countries with low primary enrolment also shows that general budget support generally favours increased investment into the education sector[25]. For this reason, GCE has included for the first time a measurement of donors' investment into this type of financing. Denmark, New Zealand and the United Kingdom are leaders in this regard. Other countries who are beginning to take bolder steps are Canada, Ireland, the Netherlands, Norway and Sweden.

3. Reducing the amount of aid spent on high-cost consultancies
The third factor that inhibits countries from using aid to bolster sector service provision is the disproportionate amount which is spent on technical cooperation. Technical cooperation is funded through ODA programmes by almost all donors, but France, Germany, Japan and the USA account for about 75% of the OECD expenditure on technical cooperation. This is funding given to employ skilled staff and to pay for training and research. One controversy is in the cost and the transfer of skills from donor to recipient. The World Bank estimates that one third of ODA to education is spent on expensive consultants, whose wage for one day could pay a teachers salary for a year[26]. The degree to which these 'specialists' leave any capacity in their wake is disputed by many. Another controversy concerns the tendency for this approach to lead to the homogenisation of systems worldwide – many question the ability of foreign advisers to formulate and implement systems that benefit poor populations of whom they have little other than aggregate economic knowledge.

It is extremely difficult to calculate the real value of technical cooperation from the OECD's own aid reporting system. Donors are given a binary choice of entering 100% or zero% as the amount of technical cooperation per programme. For this reason the data throws up some discrepancies, but in general a pattern does emerge from the data and this backs up what is reported by our coalition partners in developing countries. Greece, Switzerland, Australia, Belgium and Austria all give high proportions of their education ODA in the form of technical cooperation. The UK, USA, Japan and France all give large volumes of technical cooperation, so their influence is often more keenly felt. At the other end of the scale, donors such as Denmark, Ireland and Sweden spend hardly any of their ODA on Technical Cooperation.

Teachers – the neglected heart of education

Perhaps the greatest challenge for developing country governments in dealing with so much uncertainty about future revenue, is to recruit, train and pay teachers. Teachers are the cornerstone of any education system – a school place, books and curricula are meaningless unless there are enough, well-trained teachers to deliver classes. Today there is increasing recognition that the supply of teachers is the crucial ingredient of success for the entire EFA project:

> *"You can't just do primary education. You need to train teachers"*
>
> **World Bank President Paul Wolfowitz**[27]

"If you're putting money into education but not providing teachers it won't work"
IMF resident representative, Zambia[28].

Right now there are 2 million primary school teachers missing worldwide. If we are to reach the Millennium Development Goal of providing universal primary education to all children by 2015, we shall have to train and recruit 18 million teachers in the next ten years. If anything should galvanise urgent action by donors to provide long-term predictable aid, it is the realisation that without these teachers, we have no hope at all of achieving Education For All. Yet the piecemeal and partial approach of donors to financing countries' education strategies leaves them unable to take the risk of training and employing more teachers. But teachers cannot be hired with promises.

"No prudent government will invest in training additional teachers unless there is an assurance of long-term financing to pay salaries."[29]

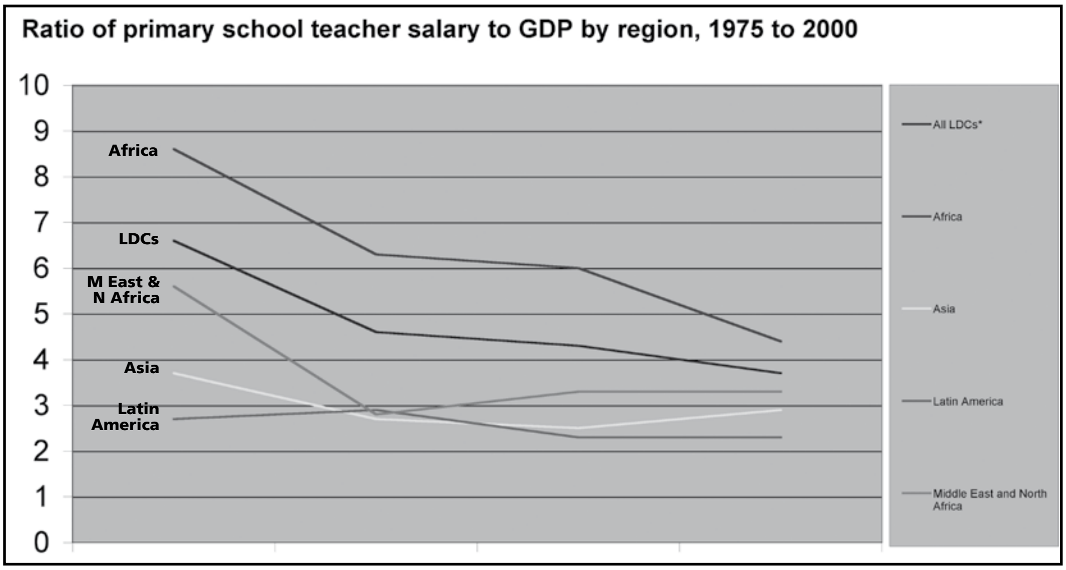
Countries in need of the most new teachers also currently have the least qualified teachers. Nine years of schooling is probably the absolute minimum level of education required to teach, but 43% of teachers in the Congo and 55% in Lao PDR fall short of this standard. The greatest challenge lies in countries in sub Saharan Africa. The region will need to raise its current stock of teachers by 68% - from 2.4 to 4.0 million – in less than a decade. By 2015, Chad will need almost four times as many primary teachers and Ethiopia will need to double its stock of primary teachers[30].

Signing a contract with poverty: the teacher's lot in 2006

Teachers in low-income countries work in outrageous conditions on wages that are not only too low to live on, but also that arrive erratically. **Mr Boureima, a primary school teacher in Niger,** spoke -of his worries over low pay and conditions:

"For months I lived a life of torment, anguish and indecision through many a long day and sleepless night spent turning things over and over in my mind. On the one hand my conscience told me to hold my course, because my class of 67 seven and eight-year old boys and girls seemed to view me as a life-saving presence in their midst; and on the other hand, I knew for certain that fortune would never smile on me and that I could never make life better for myself out here, in this remote, enclosed place. On top of all this mental and emotional strife, there were other difficult physical conditions: in particular the lack of supplies and school desks, and the inadequate premises … yet out here, "school" is the only institution symbolising the State. Yet the State was totally absent from the scene".

"Becoming a teacher is like signing a contract with poverty"
Government school teacher, Cameroon, April 2006



Source: Education For All Global Monitoring Report, 2006

Teachers are undervalued, but worse than that, they are being undermined. As they are often the only face of the 'state' in villages throughout poor countries, they are blamed for the woes of their communities when they can do nothing about it. World Bank reports paint a picture of absenteeism, laziness and even criminality to which none of these teachers can answer. IMF wage bill restrictions leave little hope for a future in which teachers' salaries reflect the importance of their role in development. A forthcoming study by ActionAid International will reveal that the IMF imposed some conditionality on the public sector wage bill in half of the 42 countries supported by the Poverty Reduction Growth Facility, acting as a major constraint on governments recruiting sufficient teachers to achieve education goals. Following the abolition of fees in Kenya, the IMF did not budge its cap on teacher recruitment imposed in 1997. Class sizes shot up and quality deteriorated. Similarly, an Afrodad study on the IMF shows that wage ceilings in Ethiopia, Malawi and Zambia impacted negatively on the ability of countries to improve education provision as children enrolled.

HIV/AIDS and other infectious diseases are taking their toll not only on teacher numbers, but on the resources and energy of teachers who have to cope with sick family members, funeral bills and the rising number of orphans. Conservative estimates put the loss of teachers to AIDS deaths in 2005 at 600 per year in Kenya, Tanzania and Zambia, and at least 300 in Mozambique. Less conservative estimates range from 1,100 to 3,000 per year in all four countries . Tobias Mwandila, a history teacher in Zambia, sums up the experience of too many teachers: "We are often not paid on time, sometimes waiting up to 45 days for our salary, but we still have to pay rent and keep our families. Many of my colleagues have problems, family members have died from one of the many diseases in the country. And we are looking after children at school who are orphans".

Tobias Mwandila, Zambia (Oxfam)

An increasing number of poor countries are turning to teachers with little or no formal training to fill the gaps while money is short. Initially, this is often presented as a short-term measure. But GCE coalition partners note that short-term is too often becoming medium-term and even long-term. The World Bank supports the training and recruitment of 'para-teachers' – untrained individuals taken on lower wages and shorter contracts, despite its own research that remains equivocal on the results in terms of children's performance. In Togo, for example, "students of regular teachers systematically outperform those of contractual teachers, even after controlling for prior achievement, household-, school- and classroom characteristics… the reforms triggered a reduction in supply of high quality teacher entrants"[33]. And in Peru, "non tenured teachers were absent at significantly higher rates than tenured ones"[34].

Finally, the brain drain of the highest qualified teachers to rich nations continues. "They come back every year, and every time they come, we lose dozens of teachers," complains Avril Crawford, President of the Guyana Teachers' Union. 'They' are the British recruiters on their annual visit to Guyana to meet teachers who replied to their advertisements for applicants to teach in Britain[35]. GCE supports the human right of teachers to migrate. But the reason for the demand is that rich countries are not investing in training and recruitment even at home. We do not support active recruitment from countries with the greatest shortages, and believe that codes of conduct to prevent this should be adhered to not only by governments, but also by private recruitment agencies. Meanwhile, initiatives such as that funded by DFID for health workers in Malawi have shown that partnerships are possible to improve pay and conditions for public servants in the long term in poor countries.

The members of the Global Campaign for Education recommend that:

- ✓ The immediate FTI financing gap of $415 million for 20 countries be closed as a matter or urgency, no later than the end of 2006.
- ✓ Donors provide long-term, stable and predictable funding for education sector plans in poor countries, using the FTI as the centrepiece of efforts to ensure maximum impact.
- ✓ The IMF encourage commitment of greater external and domestic resources by lifting public sector wage caps and relaxing conditions so that countries can determine long-term policies for poverty reduction and economic growth.
- ✓ The World Bank renew its commitment to high quality education by publicly stating that trained professional teachers are the ideal and announcing that para-professionals should be integrated into the professional workforce within a five-year timeframe.

Conclusion: The sand is running through the hourglass

There are only two more years remaining to get classrooms, teachers, materials and other resources in place. Unless aid is front-loaded, there is no chance of achieving this goal. It must be made available now.

We now have a glimpse into the possibility of achieving our goal: primary education for all by 2015. Countries such as Ireland and Luxembourg have made enormous strides to increase their aid and to harmonise it with that of other donors. The United Kingdom has taken the bold step of committing to ten year plans to finance education sectors in poor countries. Norway, Sweden, the Netherlands and Denmark continue not only to fulfil their promises to provide their agreed share of aid, but also to coordinate it with that of other donors. The commitment of the Netherlands, UK, Norway and Sweden to the Fast Track Initiative show that improving aid to education in the countries that need it most is possible with political will.

But the free riders continue to spew forth empty promises. For G8 countries in particular, it is a disgrace that Japan, Italy and the United States continue to contribute such a paltry amount of their income to ODA. France, Germany, Japan and the US continue to use dubious practices in aid delivery such as technical cooperation and tied goods and services.

Smaller economies in the OECD often slip under the radar as their performance deteriorates. Austria, Spain, Australia and Switzerland could make an enormous contribution to Education For All, but they are currently failing to do so. Between them, they could fill the FTI financing gap by increasing their ODA to 0.33% of GNI and targeting 7% of it towards basic education in FTI endorsed countries.

All donors must follow the good example of the few and enter into genuine partnerships with developing countries. As with any real partnership, long-term commitment and honesty may prove to be a large leap of faith and of practice for many of the donors in this report. But such partnerships also improve the transparency and accountability that donors have long been requesting. Budget and sector support also enables people and parliaments in developing countries to hold their governments to account, without being fed the excuse that donors are in control.

Many of these donors sit on the boards of international institutions such as the IMF and the World Bank. These institutions play complex, contradicting and confusing roles in the achievement of Education For All. In particular IMF Board members must insist the IMF allow countries the fiscal space to invest in their future growth, based on good plans to address obvious needs, rather than economic values that are not shared by all.

Governments in developing countries as well as donors must support the training, recruitment and retention of well qualified teachers. Without teachers, there is no education worth speaking of. This means paying good, living wages; supporting teachers with well equipped classrooms that hold no more than 40 children; providing good curriculum and management support; and investing in rich and poor countries in order to halt the accelerating brain drain of the best teachers to richer nations.

GCE coalition partners are present in over 100 countries and will continue to monitor their governments' progress, or lack of it. All of us can play a part in this endeavour and we encourage readers to contact their local GCE Coalition Partners, listed in the back of this report, to discover what they can do personally or as part of a community, group or organisation.

Ultimately, however, governments are responsible for the education of the world's children. We expect governments of rich and poor countries to keep the promises they make. Five days' worth of military spending each year will provide education for all children across the world. With that in mind, we are unable to accept any more excuses for broken promises. This is not about money. This is about justice.

Report Card Indicators

Indicator 1: Meeting the internationally recognised aid target

Measured by Net Official Development Assistance (ODA) as a percentage of Gross National Income (GNI)

Providing quality education for all does not simply require investment in education. Resources for health, water and sanitation and infrastructure are all vital to ensure that children in developing countries receive a good quality education. When death or illness strikes a family, for example, girls are often the first to be taken out of school to care for relatives or siblings.

Rich countries first mentioned the aspiration to provide aid equivalent to 0.7% of their gross national income (GNI) in 1970. If every OECD country met this target, enough resources would be available to eradicate poverty and ensure that all children had access to good quality education. Currently, just five countries have reached the target. Furthermore, OECD governments mislead their public into believing that more money is available to poor countries for poverty alleviation than is the case, by including in their calculations the total amount of debt relief at the time of its cancellation, even though the new money freed up for national programmes may be divided over a period of up to 40 years.

This report card reflects the official (i.e. including the full amount of debt cancellation) OECD Development Assistance Committee figures for 2004, the latest detailed figures available.

Grading:

A: 0.7% or more of GNI is given in aid

B: 0.55 to 0.69%

C: 0.4 to 0.54%

D: 0.25 to 0.39%

E: 0.1 to 0.24%

F: Less than 0.1%

Table 1: Meeting the internationally recognised aid target

Country	Net ODA as % of GNI, 2004	Marks out of 20	Grade (A-F)
Norway	0.87	25	A
Denmark	0.85	24	A
Luxembourg	0.83	24	A
Sweden	0.78	22	A
Netherlands	0.73	21	A
Portugal	0.63	18	B
Belgium	0.41	12	C
France	0.41	12	C
Switzerland	0.41	12	C
Ireland	0.39	11	D
Finland	0.37	11	D
United Kingdom	0.36	10	D
Germany	0.28	8	D
Canada	0.27	8	D
Australia	0.25	7	D
Spain	0.24	7	E
Austria	0.23	7	E
New Zealand	0.23	7	E
Greece	0.23	7	E
Japan	0.19	5	E
United States	0.17	5	E
Italy	0.15	4	E

Source: OECD DAC online database, Table 1, 2004

Indicator 2: Providing a fair share of the funding needed to achieve universal access to primary education

Measured by the amount each donor should contribute to the UPE funding gap, according to its national income (GNI)

Current estimates put the external financing requirement for universal primary school education at at least $7 billion per annum. We believe that rich countries should share this financing burden fairly. This means each providing funds according to their relative wealth.

Unfortunately DAC does not disaggregate data for primary education alone, so here we use a proxy and calculate ODA to basic education and one third of the ODA to unspecified levels of education, as a proportion of the country's share of the $7 billion that would correspond to its share of the OECD's total GNI. So for example Australia, whose GNI is 1.93 percent of the total OECD GNI, is estimated to 'owe' 1.93 percent of $7 billion.

Grading:

A: 90% or more of the 'fair' share of aid to basic education is provided

B: 80 to 89%

C: 60 to 79%

D: 40 to 59%

E: 20 to 39%

F: 19% or less

Table 2: Providing their fair share of the funding needed to achieve universal access to primary education

Country	Aid to basic education, $ million, 2004	Donor GNI as % of Total OECD GNI	Fair share of $7 billion based on donor GNI, $ million	% of fair share actually committed	Marks out of 20	Grade (A-F)
Netherlands	254	2	130	196	20	A
Norway	90	1	57	158	20	A
Luxembourg	9	0	6	139	20	A
Denmark	69	1	55	126	20	A
Ireland	35	1	35	98	20	A
Greece	41	1	46	89	18	B
United Kingdom	363	7	494	73	15	C
Sweden	56	1	79	70	14	C
France	291	7	467	62	12	C
New Zealand	12	0	21	60	12	C
Canada	130	3	220	59	12	D
Belgium	29	1	81	36	7	E
Australia	44	2	135	32	6	E
Finland	11	1	36	31	6	E
Switzerland	19	1	85	22	4	E
United States	509	38	2,642	19	4	F
Germany	118	9	619	19	4	F
Spain	38	3	231	16	3	F
Japan	156	15	1,079	14	3	F
Portugal	4	1	37	12	2	F
Italy	31	5	378	8	2	F
Austria	4	1	66	6	1	F

Sources: OECD DAC online database, Tables 1 and 5, 2004.

Indicator 3: Committing to the Fast Track Initiative

Measured by the 'fair' share that countries have contributed to the Education For All Fast Track Initiative (FTI)

The Fast Track Initiative encourages donors to provide improved financial support to developing countries that put forward solid plans for achieving universal primary education. The plans must include sound strategies for the education of girls in particular. FTI has been hailed as one of the few working systems that enable donors to coordinate their aid, making it more efficient and effective on the ground, in countries that have viable strategies to achieve the goal of education for all, but traditionally receive little attention from donors.

This indicator measures how much rich donors have pledged to the FTI in 2003 and 2004 through their own bilateral funding for basic education in the 20 endorsed countries, and through the FTI's two funds: the Catalytic Fund and the Education Programme Development Fund. The years 2003 and 2004 are important because they show funds that have been committed since the FTI was set in motion in 2002. We then compare this amount to the 'fair share' of the $2.2 billion that the FTI calculates is needed as extra external funding by those 20 countries for the two years. The fair measurement, as in the previous indicator, is taken as each country's share of total OECD GNI in 2004.

Grading:

A: 18 to 20 marks
B: 15 to 17
C: 10 to 14
D: 6 to 9
E: 3 to 5
F: 0 to 2

Very few donors are committing their fair share to the FTI and unless the situation changes radically, it appears that this sensible scheme will be doomed to failure. Of all the topics covered in this year's report, the results here show most clearly that while a few countries lead the way with their commitment to educating people who live in poverty, many others continue to make promises that are casually but tragically ignored.

In fairness to Australia and New Zealand, it should be pointed out that the southern Pacific countries that they *do* support are not among the 20 endorsed FTI countries.

Table 3: Committing to the Fast Track Initiative

Country	Commitments to FTI funds USD millions	As proportion of fair share	Points	Bilateral funding to basic education in FTI endorsed countries USDm	As proportion of fair share of $2.2 billion	Points	Total	Grade
Luxembourg	0.60	1.32	10	3.92	1.95	10	20.00	A
Netherlands	234.80	25.43	10	64.39	1.58	10	20.00	A
Norway	62.37	15.39	10	25.73	1.44	10	20.00	A
Sweden	18.30	3.24	10	49.61	1.99	10	20.00	A
United Kingdom	161.44	4.60	10	136.65	0.88	9	18.80	A
Belgium	6.20	1.08	10	16.86	0.66	7	16.63	B
Ireland	1.50	0.60	6	30.45	2.74	10	15.96	B
Canada	0.00	0.00	0	105.66	1.53	10	10.00	C
Denmark	0.00	0.00	0	41.40	2.42	10	10.00	C
Finland	0.00	0.00	0	17.06	1.49	10	10.00	C
France	0.00	0.00	0	90.03	0.61	6	6.14	D
Spain	6.00	0.37	4	17.97	0.25	2	6.14	D
Portugal	0.00	0.00	0	5.94	0.51	5	5.07	E
Italy	6.31	0.23	2	23.91	0.20	2	4.36	E
Japan	0.00	0.00	0	138.95	0.41	4	4.10	E
Germany	0.00	0.00	0	57.82	0.30	3	2.97	E
Switzerland	0.00	0.00	0	6.22	0.23	2	2.32	F
New Zealand	0.00	0.00	0	0.84	0.13	1	1.30	F
Greece	0.00	0.00	0	1.38	0.09	1	0.95	F
United States	0.00	0.00	0	71.74	0.09	1	0.86	F
Austria	0.00	0.00	0	1.28	0.06	1	0.62	F
Australia	0.00	0.00	0	0.65	0.02	0	0.15	F

Sources: OECD DAC online database, table 1, 2004. OECD CRS online database, table 2, 2004 EFA-FTI Secretariat, June 2006. G8 Finance Ministers' Meeting. Talking Points for President Paul Wolfowitz.

Indicator 4: Focusing on the poorest countries where girls most lack access to education

Measured by the percentage of aid to education going to the poorest countries, and to those countries where the gender disparity in primary enrolment is starkest

The poorest countries in the world are those most dependent on aid financing for investments in education. A certain amount of aid may still be appropriate for middle-income countries with large pockets of poverty, and this is reflected in the grading. However, too many rich countries still allocate aid according to their own political, security, cultural, historical and military links, which diverts aid from those who need it most.

We continue to include the measurement that was introduced last year, but this year focus on the countries with the greatest gender disparity in primary enrolment (last year we tracked aid to countries with low absolute enrolment for girls). So this year, we track aid to countries where for every five boys in school, there are four girls or fewer.

Table 4: Focusing on the poorest countries where girls most lack access to education

Grading:

A: 18 to 20 marks
B: 15 to 17
C: 10 to 14
D: 6 to 9
E: 3 to 5
F: 0 to 2

Country	% of aid to education in low income countries	Marks out of 10	% of aid to education in countries with gender disparity = or < 80%	Marks out of 10	Total marks out of 20	Grade (A-F)
Sweden	98	10	27.2	6	16	B
Belgium	73	7	28.1	7	14	C
Ireland	86	10	13.0	3	13	C
Denmark	97	10	8.7	2	12	C
Canada	76	8	18.7	4	12	C
Portugal	97	10	7.8	1	11	C
Luxembourg	72	7	17.3	4	11	C
United States	52	3	35.3	8	11	C
United Kingdom	100	10	1.2	0	10	C
Finland	81	9	5.5	1	10	C
Norway	75	8	6.9	1	9	D
Japan	75	8	4.2	1	9	D
Netherlands	62	5	14.4	3	8	D
Italy	63	5	10.0	2	7	D
Germany	58	4	8.3	2	6	D
New Zealand	63	5	0.0	0	5	E
Switzerland	50	3	9.6	2	5	E
Australia	52	3	0.4	0	3	E
France	38	0	12.6	3	3	E
Austria	24	0	7.1	1	1	F
Spain	31	0	2.3	0	0	F
Greece	4	0	0.6	0	0	F

Sources: OECD CSR online database, Table 2 UNICEF: The State of the World's Children, 2006.

Note: Countries with gender disparity of 80% or worse: Afghanistan, Chad, Guinea-Bissau, Central African Republic, Yemen, Sierra Leone, Niger, Pakistan, Benin, Liberia, Burkina Faso, Mali, Ethiopia, Guinea, Djibouti, Burundi, Cote d'Ivoire.

Indicator 5: Providing high quality aid to education

Measured by percentage of aid to education that is untied, combined with percentage of all ODA that is allocated to general budget support, and percentage of basic education ODA that is given as grants rather than technical cooperation.

When aid is tied, the donor places restrictions on where that money can be spent, often requiring it to be spent on goods and services in the donor country. Tied aid provides less value for money. It may be said that this puts the interest of the donor country above that of the receiving country. However, taxpayers in donor countries may dispute whose interest is truly served, as *public* funds are thereby spent on goods and services from *privately* owned companies within their own countries.

The World Bank suggests in its 2006 Global Monitoring Report that as much as one third of aid to education is spent on expensive expatriate consultants, whose daily fee could pay a whole year's salary for one teacher in some countries. The reporting guidelines are not all that simple to translate, however; donors are only given the choice of denoting 100 or zero percent of their aid for each programme as 'technical cooperation'. We include it again this year in the realisation that technical assistance may sometimes be of value in planning education systems, but that the cost of foreign consultant fees compared to local salaries is out of all proportion.

Grading:

A: 14 to 16
B: 11 to 13
C: 7 to 10
D: 6 to 9
E: 4 to 6
F: 0 to 3

In addition, this year we include aid that enables governments to pursue national plans more efficiently and in line with national priorities. OECD research in six countries suggests that General Budget Support is a more effective means of achieving poverty alleviation results than project support. Crucially for education, support to a government's budget enables that government to pay for teacher training and salaries. Money for salaries is one of the biggest sticking points with donor assistance, yet there is a shortage of two million primary school teachers right now. We condone greater budget support in order to help governments to get teachers trained, recruited and retained.

Table 5: Providing high-quality aid to education

Country	% of aid commitments to education untied	Marks out of 10	Budget support as % of total ODA	Marks out of 10	Technical cooperation as % education ODA	Marks out of 10	Total marks out of 30	Grade (A-F)	Marks out of 20
Denmark	98	10	7	8	5	10	28	A	18
Ireland	100	10	5	7	0	10	27	A	18
Norway	100	10	5	7	11	9	26	A	17
United Kingdom	100	10	10	10	43	6	26	A	17
Sweden	96	10	3	6	3	10	26	A	17
Germany	96	10	0	4	0	10	24	B	16
New Zealand	62	6	8	8	0	10	24	B	16
Netherlands	66	7	3	6	1	10	23	B	15
Portugal	96	10	0	4	39	6	20	C	13
Italy	100	10	0	0	0	10	20	C	13
Luxembourg	100	10	0	0	0	10	20	C	13
Spain	98	10	0	0	0	10	20	C	13
France	95	10	1	5	51	5	20	C	13
Japan	100	10	2	6	65	4	20	C	13
Canada	77	8	3	6	58	4	18	C	12
Belgium	100	10	1	4	80	2	16	C	11
Finland	100	10	0	0	41	6	16	C	11
Greece	100	10	1	4	93	1	15	D	10
Switzerland	100	10	0	0	83	2	12	D	8
Australia	87	9	0	0	82	2	11	D	7
United States	No data	0	0	0	51	5	5	F	3
Austria	No data	0	0	0	80	2	2	F	1

Source: OECD CRS online database, tables 1 and 2, 2004 data

Notes on data and calculations

Figures are taken from data supplied by donor countries to the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC), which is the only source of globally comparable data available. Between them, OECD countries possess more than half the world's wealth and provide most of the world's aid. Reliable information on composition of aid to education is difficult to obtain, although the OECD databases upon which we relied have improved as a basis for analysis. Any assumptions are set out in this section.

Shortcomings in donor reporting and aid classification systems prevented us from capturing all the aspects of aid performance that we would have liked. While a few countries have already reported to the OECD on aid breakdowns for 2005, most have not, so we have had to use 2004 figures. Few donors report fully on actual disbursements (as opposed to mere commitments). The data do not show how much is allocated to supporting the core service-delivery needs of country education systems – a figure that the World Bank suggests may be 25-50 per cent lower than the total aid reported by donors.

The final scores of this School Report are not directly comparable with those of the 2005 School Report. This year's report has been refined, so that one of the indicators incorporates new components, and some of the underlying assumptions have changed. The final grades are also scaled differently.

Indicator 1: Meeting the internationally recognised aid target.

Measured by Net Official Development Assistance (ODA) as a percentage of Gross National Income (GNI).

Marking: 28.6X where X = ODA as % of GNI. Maximum mark is 20, achieved by contributing 0.7% or above.

Indicator 2: Providing a fair share of the funding needed to achieve universal access to primary education.

Measured by the amount each donor gives to basic education relative to the amount each donor should contribute to the baseline $7 billion annual external funding needed, as calculated by the UN.

Marking: 0.2X where X = % of fair share of funding provided. Maximum mark is achieved by providing 100% or above.

Data analysis:

- It is not possible to obtain figures for aid to primary education. Instead, basic education is a broader category defined by the DAC as 'primary, basic life skills for youth and adults and early childhood education'.
- Aid to education also includes unspecified commitments, which may include general sector (i.e. non-project) support. It is assumed that one third of aid to unspecified education budgets goes to basic education. Hence total basic education is calculated as [aid to basic education + (aid to unspecified education)/3].
- Some countries report their sectoral aid data by commitments, and others by gross disbursements. However, the donors that reported by commitments in 2004 disbursed 75% or more of their total aid commitments, so as with the 2005 School Report, we did not feel it was necessary to adjust the data.
- Data gaps: data on ODA to education for Finland are only available for 2003.

Indicator 3: Committing to the Fast Track Initiative.

Measured by the 'fair share' that countries have contributed to the Education for All Fast Track Initiative.

Marking: For FTI Catalytic and Education Programme Development Funds: 0.1X where X = percentage of fair share of funding to the two funds, calculated by national GNI share of total OECD GNI over total FTI funding to date. Maximum 10 points for 100 percent or more.
For bilateral funding to FTI endorsed countries: 0.1X where X = percentage of fair share of bilateral funding for basic education of the $2.2 billion needed, calculated by national GNI share of total OECD GNI over funding in 2003 and 2004. Maximum 10 points for 100 percent or more.

Data analysis:

- The amount of money that is needed ($2.2 billion) is derived from estimates of the total cost of primary education minus total available government financing, for the 20 countries endorsed by the FTI in 2004.
- The proportion of this total that is each donor's 'fair share' of the FTI bill was calculated on the basis of donor GNI as a percentage of total DAC GNI.
- The amount committed by each donor to the FTI is the sum of donor pledges to the Catalytic Fund and Education Programme Development Fund as at June 8th 2006, (recorded in the FTI briefing for World Bank President Wolfowitz in June 2006) and donors' aid to education in the 20 endorsed countries for 2003 and 2004 (data from the DAC).

Indicator 4: Focusing on the poorest countries where girls most lack access to education.

Measured by (a) the percentage of aid to education going to LDCs (Least Developed Countries), OLICs (Other Low Income Countries), and LMICs (Lower Middle Income Countries and (b) the percentage going to those countries where girls' gross primary enrolment is less than or equal to 80% of boys' gross primary enrolment.

Marking: The two percentages are divided by 5 to give points out of 20, which are then averaged to give a final mark.

Data analysis:

- Data were available only for commitments, which can differ from the more standard measure of gross disbursements. However, commitments still represent a statement of intent about the direction of aid flows.
- This analysis leaves out 'unallocated' aid (which goes to regional or multilateral projects and programmes).
- The data on net primary enrolment rates for girls come from UNICEF. They are listed under the indicator table in the body of the report.

Indicator 5: Providing high-quality aid to education.

Measured by (a) the percentage of aid to education that is untied, (b) the percentage of ODA that is spent on General Budget Support, and (c) the percentage of aid to basic education and 'education unspecified' that is not spent on technical cooperation.

Marking:

<table>
<tr><th>% of aid commitments to education untied</th><th>Budget support as % of total ODA</th><td rowspan="12">Technical Cooperation calculated as
$\frac{100-X}{10}$
where
X = % of aid spent on Technical Cooperation for basic education and 'education unspecified'</td></tr>
<tr><td>>95%: 10</td><td>>10%: 10</td></tr>
<tr><td>>85%: 9</td><td>>8%: 9</td></tr>
<tr><td>>75%: 8</td><td>>6%: 8</td></tr>
<tr><td>>65%: 7</td><td>>4%: 7</td></tr>
<tr><td>>55%: 6</td><td>>2%: 6</td></tr>
<tr><td>>45%: 5</td><td>>1%: 5</td></tr>
<tr><td>>35%: 4</td><td>>0%: 4</td></tr>
<tr><td>>25%: 3</td><td>Zero: 0</td></tr>
<tr><td>>15%: 2</td><td rowspan="3"></td></tr>
<tr><td>>5%: 1</td></tr>
<tr><td><5%: 0</td></tr>
</table>

Data analysis:

- Donors were penalised equally for partially tying aid (to the purchase of goods from the donor and/or developing countries) as well as tying aid (to purchase from the donor country).
- All the data were calculated as commitments.
- Data on tying to the education sector have improved. However, not all aid to education is reported by tying status, so the proportion was taken for data reported as such. The USA and Luxembourg were penalised in the final scores for not reporting any recent data.

Final grade

The final grade was awarded for the following marks out of 100. All of the five indicators were considered equally important:

A = 85-100

B = 70-84

C = 50-69

D = 30-49

E = 20-29

F = 0-19

Outstanding issues

The DAC data upon which the School Report relies underreport aid to education, because aid channelled through national budgets is not classified in sectoral breakdowns. This penalises donors such as DFID in the UK, which has its own classification system and estimates that around 20% of its budget support goes to education. The FTI Secretariat estimates that around 7.5% to 12.5% of General Budget Support is generally allocated to primary education. Unfortunately, the paucity of globally comparable data prevents absolute accuracy for Indicators 2–5.

End Notes

[1]Maputu, Mozambique Text of speech at UK announcement of increase in aid to basic education over 10 year period (April 2006)

[2]EFA Global Monitoring Report, (2006) Literacy for Life. Paris: UNESCO

[3]EFA Global Monitoring Report, (2006) Literacy for Life. Paris: UNESCO

[4]UNESCO (2006), Teachers and Educational Quality: Monitoring Global Needs for 2015. Montreal: UNESCO-UIS

[5]ILO figures for 2000 estimate 111 million children aged 5-14 in hazardous work; no gender breakdown is provided, but it is reasonable to assume at least 45% of these to be girls

[6]GCE (2004) 'Learning to Survive' report argues that rich countries' failure to deliver their promised funding for Education For All is not only leaving children unable to read, it is also leaving them unable to keep safe from infection, leading over 700,000 preventable cases of HIV in young adults each year

[7]'Football stitching kills tender dreams' Bulletin of Bachpan Bachao Andolan (2006)

[8]CSCQBE Report of GCE Global Action Week 2006

[9]EFA Global Monitoring Report, (2006) Literacy for Life. Paris: UNESCO

[10]EFA Global Monitoring Report, (2006) Literacy for Life. Paris: UNESCO

[11]OECD/DAC Creditor Reporting System

[12]GCE (2006) Teachers For All. London: VSO

[13]Oxfam Briefing Paper, (June 2006), The View from the Summit: Gleneagles G8 One Year On. Oxford: Oxfam Publishing

[14]ActionAid International (2005), Contradicting Commitments: How the Achievement of Education For All is Being Undermined by the International Monetary Fund. London: ActionAid International

[15]GCE Policy Briefing, (2006)

[16]OECD DAC online database, Table 1. Does not include commitments made to 'Education – Level Unspecified'

[17]World Bank (2006) Progress Report for the Education For All Fast Track Initiative

[18]UK Department for International Development/HM Treasury (2005) Education: From Commitment to Action

[19]See Indicator 2 in this report.

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[25]OECD (2006), Evaluation of General Budget Support. Paris: DAC Network on Development Education. The countries evaluated are Burkina Faso, Malawi, Mozambique, Nicaragua, Rwanda, Uganda, Vietnam.

[26]World Bank (2006), Global Monitoring Report 2006. Washington, DC: World Bank

[27]Transcript of Press Briefing Education For All Fast Track Initiative, (April 2006)

[28]GCE (2004), Undervaluing Teachers: IMF policies squeeze Zambia's education system. London: Global Campaign for Education

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[32]Interview with Nicky Wimble, (2005) Oxfam GB,

[33]Vegas, Emiliana, and Joost De Laat (2003), Do Differences in Teacher Contracts Affect Student Performance? Evidence from Togo. Washington: World Bank

[34]Alcazar, Lorena, F. Halsey Rogers, Nazmul Chaudhury, Jeffrey Hammer, Michael Kremer and Kathik Muralidharan (2004), Why are Teachers Absent? Probing Service Delivery in Peruvian Primary Schools. Washington: World Bank

[35]Education International (2005), Brain Drain: Rich country seeks poor teachers. Brussels: Education International

Glossary

DAC	Development Assistance Committee.
Education For All (EFA)	A commitment to provide free basic education to everyone in the world.
Fast Track Initiative (FTI)	A partnership established by rich countries to ensure that developing countries with viable plans to educate all their children can get access to the necessary funds. The secretariat is in Washington, DC.
G8	The group of eight of the world's leading industrialised nations (Canada, France, Germany, Italy, Japan, Russia, United Kingdom and United States of America)
Global Campaign for Education (GCE)	A global coalition of NGOs, trade unions and child rights activists working in more than 100 countries to achieve free quality public education for all.
GNI	Gross National Income. The money a country earns from selling its products, receiving dividends on its investments and receiving remittances from its companies and individuals who earn income overseas.
HIPC	Highly Indebted Poor Countries
IMF	International Monetary Fund
LDC, OLIC and LMIC	Least Developed Countries, Other Low Income Countries and Lower-Middle Income Countries. World Bank classifications of countries with low incomes. In addition, LDCs suffer from severely low living standards and economic insecurity.
MDGs	Millennium Development Goals.
NGOs	Non-Governmental Organisations
ODA	Official Development Assistance: aid that is provided by wealthier countries to developing countries. Many donors include Debt Relief figures in the overall ODA figure, although they pledged not to at Monterrey in 2002.
OECD	Organisation for Economic Co-operation and Development. A group of 22 countries with a stated commitment to multi-party democracy and free market exchange.
PRBS	Poverty Reduction Budget Support.
Tying / Tied	Donors sometimes 'tie' aid to developing countries by insisting that the money is spent on products or services from the donor nation. This makes aid less effective and less efficient, as developing countries cannot bid for the best value products and services, and become lumbered with foreign personnel.
UPE	Universal Primary Education.

Acknowledgements

The Global Campaign for Education is a global coalition of NGOs, trade unions and child rights activists working in more than 100 countries to achieve free quality public education for all.

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