



GLOBAL
PARTNERSHIP
for EDUCATION

2012

PLEDGE MONITORING REPORT



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List of Acronyms

AFD	French Development Agency
AMA	Australian Multilateral Assessment
APPR	Annual Participatory Progress Reports
AUD	Australian Dollars
AusAID	Australian Agency for International Development
BEAM	Basic Education Assistance Module
BECE	Basic Education Certificate Examination
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CAFS	Conflict Affected and Fragile States
CAP	Consolidated Appeals Process
CBA	Complementary Basic Education
CCT	Conditional Cash Transfers
CEART	ILO-UNESCO Expert Committee
CEDAW	Committee on the Elimination of Discrimination against Women
CIDA	Canadian International Development Agency
CMAM	Community-based Management of Acute Malnutrition
COBET	Complementary Basic Education in Tanzania
CPA	Country Programmable Aid
CRS	Credit Reporting System
CSEF	Civil Society Education Fund
CSOs	Civil Society Organizations
CSP	Country Strategic Plan
CY	Calendar Year
DAC	Development Assistance Committee
DCP	Developing Country Partners
DFID	UK Department for International Development
DKK	Danish Kroner
DoL	Division of labor
EC	European Commission
ECCD	Early Childhood Care and Development
ECCE	Early Childhood Care and Education
EEPCT	Education in Emergencies and Post Crisis Transition
EFA	Education for All
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EI	Education International
EiE	Education in Emergencies
EIP	Education Interim Plan
ESDP	Education Sector Development Plan
ESP	Education Sector Plan
EU	European Union

FTT	Financial Transaction Tax
FY	Fiscal Year
GCE	Global Campaign for Education
GEC	Girls' Education Challenge
GER	Gross Enrollment Ratio
GIR	Gross Intake Ratio
GIZ	German International Cooperation
GMR	Global Monitoring Report
GNI	Gross National Income
GPE	Global Partnership for Education
GRA	Global and Regional Activities
HECDI	Holistic Early Childhood Development Index
IAB	International Affairs Budget
IASC	Inter Agency Standing Committee
IATI	International Aid Transparency Initiative
IBRD	International Bank for Reconstruction and Development (world Bank)
ICT	Information and Communications Technology
IDA	International Development Association (World Bank)
IDP	Internally Displaced Person
INEE	Inter-Agency Network for Education in Emergencies
JFA	Joint Financing Agreement
JSR	Joint Sector Review
LEG	Local Education Group
LIC	Low income Countries
MDGs	Millennium Development Goals
MDTF	Multi Donor Trust Funds
MFF	Multiyear Financial Framework
MIC	Middle Income Countries
MOPAN	Multilateral Organization Performance Assessment Network
MoRES	Monitoring of Results for Equity Systems
MoU	Memorandum of Understanding
MTRF	Medium Term Results Framework
NALAP	National Literacy Acceleration Program
NAR	Net Attendance Rate
NEAEA	National Educational Assessment and Examination Agency
NER	Net Enrollment Rate
NESS	National Education Sector Strategy
NGO	Non Governmental Organization
NLAP	National Literacy Acceleration Program
OBR	Office for Budget Responsibility
ODA	Official Development Assistance
ODL	Open Distance Learning
OECD	Organization for Economic Co-operation and Development

OOS	Out of School
OOSCI	Out Of School Children Initiative
PASEC	Programme on the Analysis of Education Systems
PBEA	Peacebuilding, Education and Advocacy Programme
PEDP	Primary Education Development Plan
PSIP	Primary School Improvement Planning
SABER	Systems Approach for Better Education Results
SEE	Simulation for Equity in Education
SEN	Special Educational Need
SFAI	School Fee Abolition Initiative
SIDA	Swedish International Development Cooperation Agency
SMC	School Management Committee
TA	Technical Assistance
TIMSS	Trends in International Mathematics and Science Study
UCW	Understanding Children's Work
UIS	UNESCO Institute for Statistics
UK	United Kingdom
UNCSW	United Nations Commission on the Status of Women
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNGA	United Nations General Assembly
UNGEI	United Nations Girls' Education initiative
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency
USAID	United States Agency for International Development
USD	US Dollars
UTDBE	Untrained Teacher Diploma in Basic Education
WFP	World Food Program

I. Introduction

The Global Partnership for Education (GPE) is conducting a replenishment campaign from 2011 to 2014 which aims to mobilize new resources for basic education in low income countries, including achieving the goal of up to US\$2.5 billion for the GPE Fund, increasing domestic expenditures for education, and increasing bilateral donors' financing for basic education in low income countries (LICs). This campaign also aimed to solicit commitments from partners to improve girls' education, education for out-of-school children, early learning outcomes and education in fragile and conflict affected states. This replenishment campaign is on-going and as part of efforts to assess the campaign's success, an annual pledge monitoring report was commissioned by the GPE's Board of Directors.

Given the scope of the replenishment campaign, which covers a diverse range of policies and actions by a myriad of education stakeholders to promote universal quality basic education, this first *Pledge Monitoring Report* is designed to provide a global impression of each partner's progress, largely based on self-reporting and publicly available documentation. However, more comprehensive annual monitoring and evaluation of education sector commitments is being undertaken at the country level, where the Global Partnership for Education Monitoring and Evaluation Unit and Country Support Team are working with Local Education Groups and Ministries to develop and strengthen monitoring strategies for education sector implementation and to track results.

The Pledges

To launch the replenishment campaign, the Global Partnership convened its partners at a Pledging Conference in Copenhagen, Denmark, in November 2011 and elicited pledges in support of the GPE's proposed program of work. The Pledging Conference featured a total of 60 pledges by donor and developing country governments, multilaterals, civil society organizations, private sector and private foundations and the Global Partnership itself, to advance progress towards universal quality basic education between 2011 and 2014, in low-income countries.¹

Donors pledged just over US\$1.5 billion to the GPE Fund (on top of additional funding through reflows, interest and repayments bringing the total available to US\$1.7 billion) and five donors made a commitment to increase bilateral education aid. All donors also reaffirmed their commitment to the development effectiveness agenda over the next three years and to focus their efforts on the policy goals of the replenishment.

Developing country partners pledged to raise domestic funding for basic education by more than \$2 billion between 2011 and 2014 and committed to improve education access and quality, through efforts to reform school curricula; recruit, train and support new teachers; increase access to early childhood care and education; increase gender-specific interventions; construct classrooms and increase the supply, relevance and use of school materials; improve interventions targeting out-of-school children, implement national assessments and improve education governance.

Multilateral organizations such as UNICEF, UNESCO and the World Bank also pledged their organizational leadership and financial resources to support the goals of the Global Partnership's replenishment campaign.

¹ For a complete list of all pledges please see <http://www.globalpartnership.org/finance-and-funding/replenishment/pledging-conference/>

Civil society organizations and private foundations committed to contributing to replenishment goals, including by working with communities to advocate for education rights, monitoring education sector reform, increasing awareness of gender equality issues, child labor, child marriage and early childhood development and developing policies to overcome the worst barriers to high-equity, high-quality education. In addition, several partners in these constituencies also pledged to increase their own programming to provide high quality training for teachers, scale up efforts in conflict-affected and fragile states and expand literacy training around the world. They also pledged to improve learning and literacy outcomes and access to education for children in fragile states as well as decrease the overall number of out-of-school children through education programs valued at US\$687 million.

Overview of the report

The Pledge Monitoring exercise was designed to track the collective efforts of the Global Partnership to move the dial in the education sector, and it finds that while many partners are forging ahead to improve basic education through a range of activities from school construction, to advocacy and innovation, further additional efforts are needed to move from business as usual to accelerated implementation to achieve universal quality basic education. The groundwork has been laid, but it's now incumbent upon all partners to examine their role and contribution to this agenda over the next two years.

Chapter 2 examines the methodological approach and considerations in the pledge monitoring exercise. It provides an overview of the objectives of this pledging report, the data sources, process steps, definitions and explanations of the terms used, and considerations of the challenges that the replenishment framework poses to reliable and robust monitoring of contributions.

Chapter 3 explores the status of contributions to the Global Partnership for Education Fund. As of May 2012, the replenishment has raised US\$1.7 billion, with additional pledges from Belgium, Switzerland and Norway increasing the income above the US\$1.53 billion pledged in Copenhagen. The Global Partnership aims to increase this amount up to US\$2.2 billion by the end of 2013, bringing it closer to its goal of US\$2.5 billion by 2014.

Chapter 4 sets out the context of bilateral aid in the 15 GPE donors' bilateral aid programs (based on those who participated in the Pledging Conference), including trends in overall overseas development assistance (ODA), aid for education, country programmable aid (CPA) for education and aid for *basic education plus*.² While this report is not yet able to capture data on what donors have contributed in 2012 (only 2 provided financial data on *basic education plus* for calendar year of 2012 or fiscal year of 2012/2013), the findings show that the context for aid to education in 2011 at the time of the Pledging Conference and currently is extremely challenging. As the Pledging Conference took place, donors had reduced their disbursements by US\$130 million – including two which need to reverse course to meet their pledge to increase aid for basic education between 2011 and 2014. While several donors were increasing as per their commitment, others have decreased more, creating a net decrease which will need to be addressed if the replenishment is to be successful. Even then, the target of raising bilateral aid by US\$5.5 billion over the next two years is stretching out of reach unless serious efforts are made to mobilize the political will to amplify financing exponentially. This chapter also examines the most recent available data on which donors have met their commitments to improve their adherence to the aid effectiveness agenda, as well as the various activities undertaken by bilateral agencies in 2012 to improve progress towards girls' education, early learning outcomes, education for out-of-school children and for those in fragile and conflict affected states.

² Note the GPE methodology for basic education which includes portions of secondary and level unspecified.

Chapter 5 assesses the progress made by the 30 developing country partners (DCPs) which participated in the GPE Pledging Conference. Given the challenge of reporting on both financing and implementation activities in 2012 before such data is typically gathered and assessed at country level, this report has relied on both externally available data (Government Spending Watch, joint sector reviews, GPE grant applications, etc.) and on the informal reporting of ministries and local development partners on activities undertaken in 2012. While provisional, this data shows that for 14 countries for which planned domestic expenditure on data is available, 12 planned to increase financing in 2012 by a collective amount of US\$555 million. Out of 25 countries for which total planned domestic and external education expenditures was available as of May 2013, only four did not plan increasing their education expenditures. Moreover, despite the lack of formal sector monitoring processes, the majority of developing country partners were able to report significant progress in implementing education sector policy reform, implementation activities and even results in improving outcomes in enrollment, completion and gender parity.

Chapter 6 elucidates on some of the programs and activities of the Global Partnership's multilateral partners, which invested nearly \$US\$2.3 billion in financing to improve basic education in low income countries. From the research and capacity building of UNESCO, to the important work of UNICEF to improve education equity including in conflict affected and fragile states, and the significant concessional lending of the World Bank, the leadership of these organizations in driving the policy and financial goals of the Global Partnership is impressive.

Chapter 7 highlights some of the campaigns, programs and interventions of civil society partners and private foundations in 2012 to directly impact on the Global partnership's replenishment campaign goals, but also to enhance the environment for accountability, democratic participation in education policy and social mobilization to achieve universal quality basic education. Totaling an investment of US\$589 million in basic education in low income countries, a diverse range of organizations (ActionAid, Education International, Global Campaign for Education, Elders/Girls Not Brides, Oxfam, Plan International, Save the Children, ELMA Philanthropies Services, Firelight Foundation, Hewlett Foundation, MacArthur Foundation, MasterCard Foundation, Nike Foundation and Open Society Foundation) are actively working in education to make a difference.

Chapter 8 reviews the Global Partnership for Education pledge itself, which looks to cut in half the number of non-readers by 2014 in at least 20 countries, reduce the number of out-of-school children by 25 million and increase primary completion rates by 7.5 percent over five years, improve gender parity in transition to secondary school, improve results reporting and disbursements.

Chapter 9 provides conclusions which set out the lessons learned by the GPE Secretariat in monitoring pledges, with a view to improving the contribution framework, commitment process and monitoring for the next replenishment round. The sheer scope of the Global Partnership's replenishment campaign provided for a comprehensive view of both the existing programs and policies and the context of how successful this replenishment campaign can hope to be. It also served as a diagnostic of where monitoring in the sector is weak, therefore making it challenging to hold partners accountable. In light of these lessons learned, the Secretariat draws lessons for the next replenishment round, both in terms of strengthening monitoring capacity of partners and in how the next framework will be designed to ensure additionality, measurability and specificity in the areas that will drive progress towards the Global Partnership for Education's strategic objectives. This chapter also sums up the conclusions and reflects on the whole of the report, with a focus on where the education community stands, at the precipice of progress but with very real challenges in mobilizing sufficient resources to match the demand for education expressed by parents, governments and children around the world.

II. Pledge Monitoring Methodology

This section provides an overview of the Pledge Monitoring process that was used by the GPE Secretariat to track and evaluate progress in the delivery of commitments made by GPE's partners for the 2011 to 2014, replenishment period. It includes (i) an overview of the objectives of the Pledge Monitoring Exercise; (ii) sources of data; (iii) process for the collection of data; and most importantly, (iv) methodological considerations and challenges in reporting.

Objectives

The high level objectives that guide GPE's pledge monitoring activities are to:

- Enable the monitoring and subsequent reporting of pledges made at the GPE Pledging Conference in November 2011;
- Assess progress toward the fulfillment of partner commitments and to highlight partner efforts at accelerating progress and resourcing to meet the GPE's replenishment goals; and
- Promote transparency and accountability in education sector financing and policy.

Data Sources

This *Pledge Monitoring Report* comprises progress updates on commitments and activities implemented over the period from November 2011 to December 2012; historic data has also been provided where more recent information is unavailable. Each pledge was confirmed by the 60 participating partners through their submission of Pledge Questionnaires and speeches given at the Copenhagen Pledging Conference in November 2011. Subsequently, the GPE Secretariat (on behalf of its Board of Directors) requested that all partners report on progress annually, and that this information be shared with the wider partnership each year.

The information in this report has been derived from responses to Pledge Monitoring Surveys that were distributed to 59 partners, as well as to the Global Partnership Secretariat's senior management team. The surveys included specific questions on pledging activities as well as broader questions on education financing, development effectiveness and GPE priority areas. A majority of partners responded to the survey, including 15 donor governments, 7 civil society organizations, 3 multilaterals, 26 developing country partners and the private foundations constituency, bringing the total number of pledge progress updates in this report is 53. The Hewlett Foundation has been included as a member of the private foundations constituency's collective pledge and not separately. Four developing country partners did not respond to the survey. Finally, the Secretariat decided not to include progress updates on corporate pledges from Microsoft and Pearson, due to both lack of sufficient information and issues in assessing the contribution of corporate activities as part of the GPE replenishment framework.

Pledge Monitoring Process Steps

The Secretariat undertook the following activities to monitoring pledges to the GPE:

Figure 1: Pledge Monitoring Process



- i. **Develop Database:** First, the GPE Secretariat created a system for tracking progress by developing and populating a pledge monitoring database, as a baseline data repository. This database consists of commitments made by DCPs, donor partners, CSOs, and private sector and private foundations and includes financial commitments, policy priorities, implementation activities and, where applicable, the outcomes expected by partners on each of the 60 pledges made at the Pledging Conference. The database also includes data on the disbursements from donors by country and by OECD DAC education sector code, and the planned education expenditures of 25 developing country partners.
- ii. **Review Documentation and Publicly Available Data:** Second, the Secretariat undertook a review of available documents for DCPs, including national education strategies, monitoring reports, joint sector reviews, and progress reports on GPE grant performance. The Secretariat also worked with the UNESCO Institute for Statistics (UIS) and Global Monitoring Report to minimize any potential duplication of national reporting efforts. The Secretariat also referenced additional information sources (bilateral agencies' annual reports, press releases, OECD DAC reports, OECD DAC CRS database, civil society policy research and budget tracking, etc.). Where there were issues reconciling differences in data - for example between donor reports and OECD DAC data, the GPE Secretariat has preferred to cite publicly available and peer reviewed data (in this case, the OECD DAC). Similarly, due to limits on the ability of the Secretariat to verify DCP data (its source, methodology, parameters) through interactive exchanges, the Secretariat has preferred to cite publicly available data such as the Government Spending Watch (GSW).
- iii. **Establish a Finance and Policy Reference Group:** Third, the Secretariat formed a Finance and Policy Reference Group comprised of members from civil society organizations (in each donor partner country) to support the acquisition and analysis of information on bilateral aid programs. The Secretariat also worked closely with the Global Campaign for Education (GCE) to gather information from southern CSO coalitions to monitor and report on DCP progress.
- iv. **Develop Customized Partner Surveys:** Fourth, the Secretariat prepared customized surveys and sent these to the respective partners with a request for information on each of the replenishment goal areas. For donors, in addition to questions on the policy priorities of the GPE replenishment, questions were also included on bilateral aid (for forecasting purposes), aid to education (because many pledges were to increase education aid rather than basic education aid), and aid to *basic education plus* (see below for a definition of this term). DCPs were asked specifically about the implementation activities in their pledges. Finally multilateral, private foundations and CSOs were asked to self-report on their level of adherence to development effectiveness principles, and their contribution to the policy priorities of the Global Partnership and other activities contained in their pledges. In addition to information provided through

survey responses, the GPE Secretariat also conducted telephone interviews and sought clarification as needed, within the limits of time and Secretariat capacity.

- v. **Verify with Partners:** The information received by the GPE Secretariat through survey responses, interviews and external data sources was summarized and shared with relevant partners to confirm its accuracy. All partners were given the opportunity to provide feedback on the summary of their contribution to the goals of the GPE replenishment. Because there are clear and well defined international commitments, norms and standards around development cooperation through the OECD, including aid financing and aid effectiveness, it was possible to attain some degree of independent, if not recent, review of donor commitments. On the other hand, the progress updates from multilateral organizations, CSOs and private foundations was largely based on self-reporting, as there is yet to be developed an external review process for the Global Partnership's non-governmental partners in terms of best practice in development cooperation.
- vi. **Record and Report Progress:** Finally, after taking into consideration comments provided by partners during the verification process, the GPE Secretariat drafted the *Pledge Monitoring Report*. The *Pledge Monitoring Report* summarizes the findings of the surveys, as well as available literature and research on trends in global financing from partners, development effectiveness and the Global Partnership's policy priorities. In addition to an overview of the findings, the report also includes an annex with a summary of each individual partners' contributions to the GPE replenishment goals. The summary report was presented to the GPE Board of Directors at the Board meeting in May 2013 as a draft. The full report, with an annex including individual pledge updates will be published online in June 2013.

Methodological Considerations

There have been many limitations to this assessment and the findings should be seen as an initial and broad attempt to track progress, inform dialogue and understand the extent to which GPE partners have delivered on their commitments to the GPE replenishment one year on from Copenhagen. In addition to allowing partners to update the GPE Board of Directors and broader partnership on their specific pledges, the *Pledge Monitoring Report* also looks at the broader goals of the replenishment and the context in which these goals may or may not be achieved. The report also seeks to derive lessons learned from the challenges to tracking the replenishment goals for both the current replenishment campaign and the framework for the coming GPE replenishment.

- **What counts as a pledge**

The lack of clear criteria to "count" the additionality of efforts makes it difficult to determine the relative success of the replenishment campaign. By using an inclusive policy framework, partners were able to commit to existing programs without redoubling efforts. While the effort of all partners is vital, and the replenishment provided a vehicle to present the multiplicity of programs across the partnership, most of the pledges were derived from existing program priorities, activities and budgets. It is therefore not clear the extent to which the GPE replenishment campaign correlated with increased focus on GPE's policy priorities. For DCPs, the commitment to implement existing education sector plans is to be expected but on the other hand, activities which were not in the plan but were included in the commitments are difficult to monitor through country level sector monitoring processes. This dilemma also posed the question of whether monitoring pledges was duplicative of existing monitoring mechanisms at both global and country levels.

In addition, the diversity of GPE's partner commitments made monitoring using a single framework and shared criteria for assessment, challenging. The replenishment frameworks (and the monitoring surveys) were not adequately tailored to capture the contributions of non-government actors. The policy priority areas to which the GPE solicited commitments were designed to capture large scale efforts, derived from international standards in development effectiveness (which has yet to adequately integrate non-government actors) and for purposes which were not able to reflect the valuable role of non-government actors in spurring innovation and research, strengthening citizen accountability mechanisms, and other activities less directly related to the policy objectives of the replenishment but equally important. Further challenging the replenishment framework was the important inclusion of corporate partners. While their core business may contribute to education goals, mostly the financing and activities are profit-making (and not provided as in-kind contributions, discounted goods or other more readily measurable additional contributions). In addition, the inclusion of activities in non-GPE countries or for non-basic education in reporting also create challenges in the ability to measure activities relevant to the GPE replenishment.

- **Global Partnership for Education Fund contributions**

Contributions to the GPE Fund have been defined based on amounts transferred from donors in 2012 rather than when commitments were made, verbally or contractually. Figures therefore reflect the *actual* fund assets by fund (in order to reflect both the GPE Fund and a small portion of pledged amounts which were transferred to the Catalytic Fund). The GPE Secretariat was not able to provide annualized disbursements as against commitments, due to the transfer of more than one years' contribution in the same disbursement, late disbursements for previous years, etc. However, the GPE is able to track whether any donors are not expected to meet their commitments in 2012.

- **Donor ODA**

This report has summarized current trends in donor ODA, levels of commitment to education and basic education and the policy environment for current and future delivery of commitments. It is important to note that while the GPE Secretariat requested information on aid levels in 2012, only two donors, the Netherlands and the United Kingdom, were able to provide updated data. It has therefore not been possible to assess progress made in 2012. All calendar year figures of net ODA have been derived from the OECD Development Cooperation Report 2012, which provides net ODA from 2007 to 2011. In addition, the OECD newsroom publication, "*Aid to poor countries slips further as governments tighten budgets*" on net ODA in 2012 has been included. Because education is a fairly stable portion of overall ODA and the prospects for increasing aid for education largely depend on whether overall ODA is expanding or contracting, total net disbursements to ODA have been included in donor partner summaries.

- **Country Programmable Aid for Education**

The GPE is concerned not only with total aid for basic education in low income countries (LICs) but that which is considered "Country Programmable Aid" or CPA. CPA is defined as all gross bilateral ODA minus 1) aid that is inherently unstable, such as humanitarian aid and debt relief; 2) aid that entails no cross border flows such as administrative costs, imputed student costs, costs related to research, refugees or other costs in donor countries; 3) do not form part of cooperation agreements with governments such as food aid, core funding for NGOs, equity investments, aid through secondary agencies and aid which is not allocable by country or region. As of 2004, this data is tracked by the OECD, by sector and country, and the *Pledge Monitoring Report* includes data on CPA for education by country in all donor financing tables.

- **Low Income Countries vs. Middle Income Countries**

The GPE has set targets for increasing aid for basic education for LICs. GPE's classification system in this report has relied on the World Bank eligibility criteria as a proxy, with all countries classified as "International Development Association" (IDA) and "Blend" countries considered to be low income. All "International Bank for Reconstruction and Development" (IBRD) countries have been classified as middle income.

- **Donor ODA for "Basic Education Plus"**

The Global Partnership has used the OECD Creditor Reporting System codes which identify and standardize the purposes of aid. In order to measure the whole contribution of its partners to furthering basic education progress, the Global Partnership has used a generous definition called "basic education plus." It includes 100 percent of aid for basic education (OECD DAC code 112), 50 percent of secondary (OECD DAC code 11320) and 75 percent of support for education sector activities which are coded as education 'level unspecified' (OECD DAC code 111) to account for the use of sector budget support, and other general education investments which are likely to benefit basic education such as teacher training.³ It is important to note that these earmarks for basic education are rough estimates only, and should be seen as indicative amounts only. General education support may include financing which is not strictly benefiting national education systems' capacity to implement quality basic education. Some donors may include funding for education of foreign students studying in the donor country, tied aid which is linked to procurement of services in the donor country, inclusion of debt relief which does not result in additional financing for education because countries are not repaying that debt, inclusion of total concessional financing (including a portion of which is repaid as principle and/or interest) and by counting financing for education-related activities in other sectors (such as public financial management reform, public works, etc.) and which are not designed with national education sector objectives in mind. Although the OECD DAC is tracking 'country programmable aid' by sector and this data is provided in the *Pledge Monitoring report*, it does not allow tracking of 'country programmable aid' for basic education.

In addition, varying interpretations of the pledge framework resulted in some commitments which were not necessarily aligned with the replenishment goals. Although the pledge framework was specific in soliciting commitments to basic education in LICs, several partners pledged to increase aid for basic education in all countries, aid for education in LICs or other permutations which affect the goals of the campaign. For example, the foundations constituency reported commitments to basic education in all countries including middle income countries (MICs), creating a possibly inflated baseline to measure progress. Similarly, several DCPs committed to increase education expenditures without specifying the proportion aimed at basic education. While each of these commitments is valuable in itself, the lack of clarity and risk of misinterpretation have made it difficult to implement a robust accounting of financial contributions.

- **Development Effectiveness**

At the Pledging Conference, every donor partner reaffirmed its commitment to improve development effectiveness. The Global Partnership Secretariat is monitoring the level of adherence to development effectiveness principles and indicators specifically in the education sector through the annual *Results for Learning Report*, where sector and country-specific data can provide a deeper look at donor practice in

³ Note that this estimation differs slightly from the formula used by the UNESCO Global Monitoring Report which defines the portion of basic education support included in 'education level unspecified' as 62.5 percent.

this area. Therefore the *Pledge Monitoring Report* seeks only to assess broader trends in the development effectiveness agenda in 2012, while setting out a baseline from the Paris Survey, OECD DAC peer reviews, as well as the GPE report released in 2012 entitled *Making Education Aid More Effective*.

- **Policy Commitments**

The replenishment campaign objectives are cross-cutting and require integrated approaches, therefore muddying attribution to any single policy priority. A single policy or intervention may have multiple impacts on all four of the Global Partnership's policy priorities. Therefore, making a distinction between progress in each of these areas in terms of attribution is a somewhat arbitrary exercise. Without an impact evaluation or other evidence of each of the interventions undertaken by the Global Partnership's partners, it is not possible to say with certainty whether any interventions were positively correlated with improvements in the 4 policy priority areas.

In addition, there is an inherent tension between providing sector support and reporting on results. Those donors which have most adhered to the Paris Principles for Aid Effectiveness were least likely to be able to report on specific activities and outcomes undertaken by ministries with external financing. On the other hand, donors using project modalities, for example, operating through NGOs, were better able to report on their impact on GPE's policy priorities. In short, adherence to the GPE policy priority of development effectiveness made it less possible to track delivery of commitments to improve the other GPE policy priorities.

- **Developing Country Partner Expenditures**

Almost every country committed to increasing domestic education expenditures over the replenishment period. However, DCP data on education expenditures is difficult to monitor. Sector monitoring for 2012 activities had not yet taken place at the time of this report which created a constraint on the ability of the Secretariat to report on progress since the pledging conference. In addition, severe challenges exist in this exercise even in timely circumstances. As noted by Elise Legault in her technical note to the Global Monitoring Report:

"donors committed \$1.5 billion between 2011 and 2014 towards basic education, while developing country partners committed \$2 billion. However because it is currently not possible to identify with any precision the share of expenditure which is funded by donors, both partners' efforts cannot be monitored and compared accurately. It is also not possible to assess whether countries are becoming more or less dependent on aid to fund their education system over time. Lastly, because there is also a share of aid to education that is not included in those figures, actual public spending on education in a given country may be higher than what is known from internationally available data."⁴

Due to the complexity of monitoring such expenditures, the Global Partnership will be tracking internal/external financing for education as a proportion of the total domestic budget through the *Results for Learning Report* where such expenditures can be verified at country level. The GPE Monitoring and Evaluation Unit and Country Support Team will need to strengthen efforts to collect this data from ministries and donors in order to close the financing data gap.

⁴Legault (2012). [Untangling Aid in National Education Budgets](#). Technical note prepared for the Education for All Global Monitoring Report 2012, Youth and skills: Putting education to work.

- **Developing Country Partner Implementation**

The report looks at the status of DCPs in the partnership and its processes, as well as planned domestic financing and implementation activities in 2012 where data is available. While annual joint sector monitoring has not yet taken place to enable a more detailed and comprehensive review of activities in 2012 (because these will take place over the course of 2013), members of the LEG and Ministries were asked to provide a short and informal summary of activities undertaken in 2012. In cases where a DCP was not able to report on implementation activities in 2012, an overview of the status of their education sector plan, GPE Fund grant financing, joint sector review schedule and participation in sector monitoring capacity building workshops has been provided. Further information will be available in the 2013 *Pledge Monitoring Report*.

III. Global Partnership for Education Fund Contributions

Fifteen donor partners pledged to commit new resources to the GPE Fund at the Pledging Conference, and in addition Switzerland also committed funds (though not at the Pledging Conference).

Of the 16 donors which committed contributions to the Global Partnership in 2012, 14 transferred their annual commitment amount to the Global Partnership totaling US\$488.5 million, with an outstanding commitment of US\$20 million still expected from the United States and a late transfer from Spain of US\$26.826 million which occurred in 2013 although it was allocated as a 2012 contribution. In 2012, US\$443 million was transferred to the **GPE Fund**. The remaining US\$45 million was transferred to the **Catalytic Fund**: Australia (US\$9.865 million), Japan (US\$3 million), Switzerland (US\$1.587 million), France (US\$20.977 million), Italy (US\$1.586 million) and Germany (US\$7.687 million) provided funds in 2012 to the Catalytic Fund. As of March 14, 2013, another US\$76 million had been transferred from Australia, Denmark, Japan, and Spain to the GPE Fund.

Australia, Canada, Denmark, the European Union, France, Germany, Ireland, the Netherlands, Norway, Sweden, Switzerland and the United Kingdom provided multi-annual commitments, so further contributions are expected in 2013. Total signed contribution agreements for 2013 amount to US\$369.5 million, and for 2014 they currently amount to US\$339.3 million. Note that in the table below, the years corresponding to the GPE replenishment comprise 2011, 2012 and 2013.

Table 1: Donor Contributions to GPE in USD

Country	2004 - 2009	2010	2011	2012	2013	Grand Total
Australia	6,183,618	18,879,347	12,856,550	81,274,000	30,675,000	149,868,515
Belgium	9,534,644	6,923,673	8,145,700	11,934,000		36,538,017
Canada	31,266,324	24,002,953	203,037	45,620,743		101,093,058
Denmark	46,099,801	25,267,177	51,670,784	48,140,356	15,824,073	187,002,192
EU	21,428,705	102,768,184	3,931,852	20,414,010		148,542,751
France	29,310,987	1,759,320	22,518,166	20,977,332	1,092,000	75,657,805
Germany	13,968,408	6,681,500	7,179,975	7,687,350		35,517,233
Ireland	44,902,752	4,998,520	5,095,350	5,202,400		60,199,022
Italy	27,453,700	4,012,800	2,133,300	1,586,280		35,186,080
Japan	3,600,000	1,200,000	741,600	5,400,000	5,070,000	16,011,600
Luxembourg	4,535,062	943,180	1,006,040			6,484,282
Netherlands	439,502,569	48,413,167	39,204,000	39,600,000		566,719,736
Norway	138,172,724	18,410,238	38,631,047	34,053,231		229,267,240
Romania	512,174		199,833			712,007
Russia	7,200,000	6,000,000	2,000,000			15,200,000
Spain	247,118,740	79,374,000			26,826,000	353,318,740
Sweden	53,348,192	48,245,165	55,735,033	14,259,030		171,587,420
Switzerland	2,526,110	1,345,050	1,630,435	7,043,602		12,545,197
United Kingdom	290,352,630	84,994,000	156,571,796	144,522,320		676,440,746
United States	600,000	900,000		800,000		2,300,000
Grand Total	1,417,617,140	485,118,274	409,454,499	488,514,654	79,487,073	2,880,191,641

IV. Donor Financing and Policy Commitments

Donor Financing

Overall ODA: The context for increasing commitments to education is challenging as several donors are reducing overall ODA. Although ODA levels in the wake of the global financial crisis held steady with aid growing by 0.6 percent between 2008 and 2009, and again by 7.3 percent between 2009 and 2010, the impacts of the crisis finally seem to be hitting ODA flows. OECD data in 2011 reveals a 2.7 real decline in total ODA⁵. In 2012, development aid fell by another 4 percent. In terms of the 15 donors which participated in the GPE replenishment event, 12 decreased net ODA in real terms in 2011, while 3 (Australia, Germany and Sweden) increased net ODA in real terms⁶. In 2012, 11 decreased and 4 increased net ODA (Australia, Canada, EU Institutions, and Norway)⁷. The OECD 2012 survey results on aid predictability indicate that global aid will decline between 2012 and 2015. While overall aid for LICs is expected to increase, most of the increase will be earmarked for a few populous LICs with high performance scores, so the majority of LICs will receive less aid over the coming three years⁸.

Table 2: GPE Donor Trends in Net ODA (OECD DAC 2013)

Country	2011	2012
Australia	+5.7% reflecting an increase in bilateral grants.	+9.1% to meet its international commitments to scale up aid in order to reach 0.5% ODA/GNI in 2016-2017.
Belgium	-13.3% as bilateral debt forgiveness grants fell compared to 2010.	13.0% reflecting overall cuts in its aid budget.
Canada	-5.30%	+4.1% due to an increase in debt relief and its continued commitment to major regional initiatives.
Denmark	-2.40%	-1.80%
EU	-6.40%	Net disbursement rose +8.0% compared to 2011, due to an increase in loans.
France	-5.60%	-1.60%
Germany	+5.9% reflecting an increase in bilateral grants.	0.7% due to reduced contributions to multilateral.
Ireland	-3.10%	-5.8% due to fiscal constraints leading to cuts in its aid.
Japan	-10.8% after a significant rise in ODA in 2010.	-2.1% due to a fall in bilateral grants.

⁵ Zealand and Howes (2012). End of the Aid Boom? The Impact of Austerity on Aid Budgets.

⁶ Source: <http://www.oecd.org/newsroom/developmentaidtodevelopingcountriesfallsbecauseofglobalrecession.htm>

⁷ Source: <http://www.oecd.org/newsroom/aidtopoorcountriesslipsfurtherasgovernmentstightenbudgets.htm>

⁸ OECD DAC (2012). 2012 DAC Report on Aid Predictability: Survey on Donors' Forward Spending Plans 2012-2015 and efforts since HLF-4. Paris: OECD DAC.

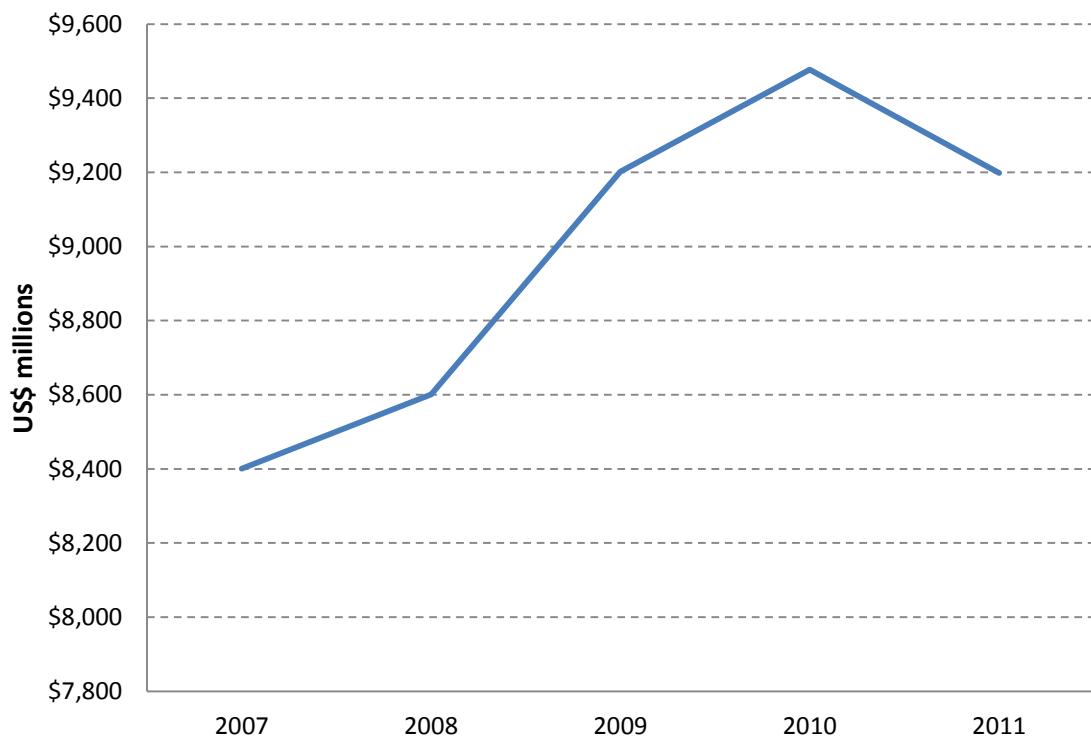
Country	2011	2012
Netherlands	-6.4% reflecting the decision to fix the 2011 ODA budget at 0.75% of GNI	-6.6% due to overall cuts in its aid budget.
Norway	-8.30%	0.40%
Spain	-32.7% because of severe cuts in bilateral aid resulting from the financial crisis.	-49.7% due to financial crisis.
Sweden	+10.5% as Sweden continued to allocate 1% of GNI to ODA	-3.4% due to reduced capital subscriptions to international organizations.
United Kingdom	-0.8% a slight fall after exceeding its target in 2010. However, the UK remains on track to achieve an ODA/GNI ration of 0.7% by 2013.	-2.2% reflecting firm budget allocations were put into place to ensure that the government spent an ODA volume of 0.56% of GNI in 2012 and 0.7% from 2013 onwards.
United States	-0.9% the largest donor by volume with net ODA flows amounting to US\$ 30.7 billion.	US\$ 30.5 billion in 2012, representing a fall of -2.8%

Aid for Education: Aid for education has typically been maintained as a stable proportion of total ODA. It is not surprising therefore that education aid from GPE donors has followed a similar downward trajectory since 2010, with a sharp drop of nearly US\$280 million (see Figure 2). The drop in education aid is primarily due to a few donors, such as Spain and the Netherlands, which have made large cuts in light of the financial crisis and taken subsequent decisions to step back from meeting ambitious ODA targets.

It is important to note that the total education aid in Figure 2 includes imputed student costs, which the OECD DAC has tracked since 2010. GPE donors included US\$2.832 billion in gross disbursements for scholarships and student costs in donor countries in their 2010 total disbursements for education, and US\$2.773 billion in 2011. The largest attribution of imputed student costs included in education aid are from France (US\$972 million) and Germany (US\$1.092 billion), followed by Japan (US\$335 million).⁹

⁹ OECD CRS. 2013. Gross disbursements, total education aid. Type E: Scholarships and student costs in donor countries.

Figure 2: GPE Donor Contributions to Education Total (2007-2011)

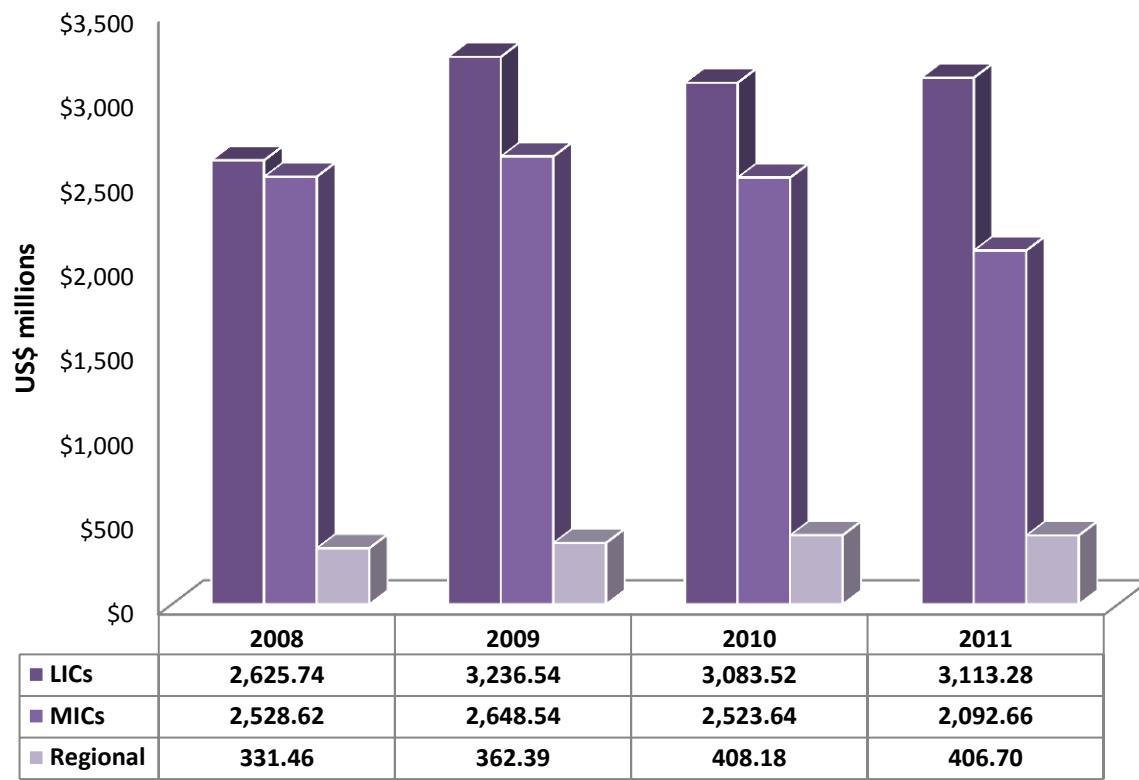


Country Programmable Aid for Education: The OECD DAC data on CPA provides a more accurate picture of education aid disbursed at the country level, which amounts to just over half of total education aid. In 2010, GPE donors' CPA for education was US\$6.015 billion and in 2011 CPA disbursements from GPE donors amounted to US\$5.612 billion.

By assessing the amount of CPA for total education in LICs versus that in MICs, it is possible to gain a sense of the external financing which is contributed to support national education sector plans in GPE eligible countries, if not that which is allocated for basic education¹⁰. The OECD DAC data shows that LICs do receive approximately 30 percent more CPA for education than MICs. It also indicates that while total ODA for education from GPE donors has been decreasing, those decreases have translated into less CPA for MICs between 2010 and 2011, allowing CPA for LICs to increase slightly from US\$3.083 billion up to US\$3.113 billion.

¹⁰ The Global Partnership aims to increase not only total aid for basic education, but particularly that which is possible to program in support of national education sector plans. Although it is not yet possible to measure country programmable aid (CPA) for basic education in low income countries, the OECD DAC makes available CPA by sector.

Figure 3: Country Programmable Aid from GPE Donors by recipient for 2008-2011 (OECD CRS STAT)

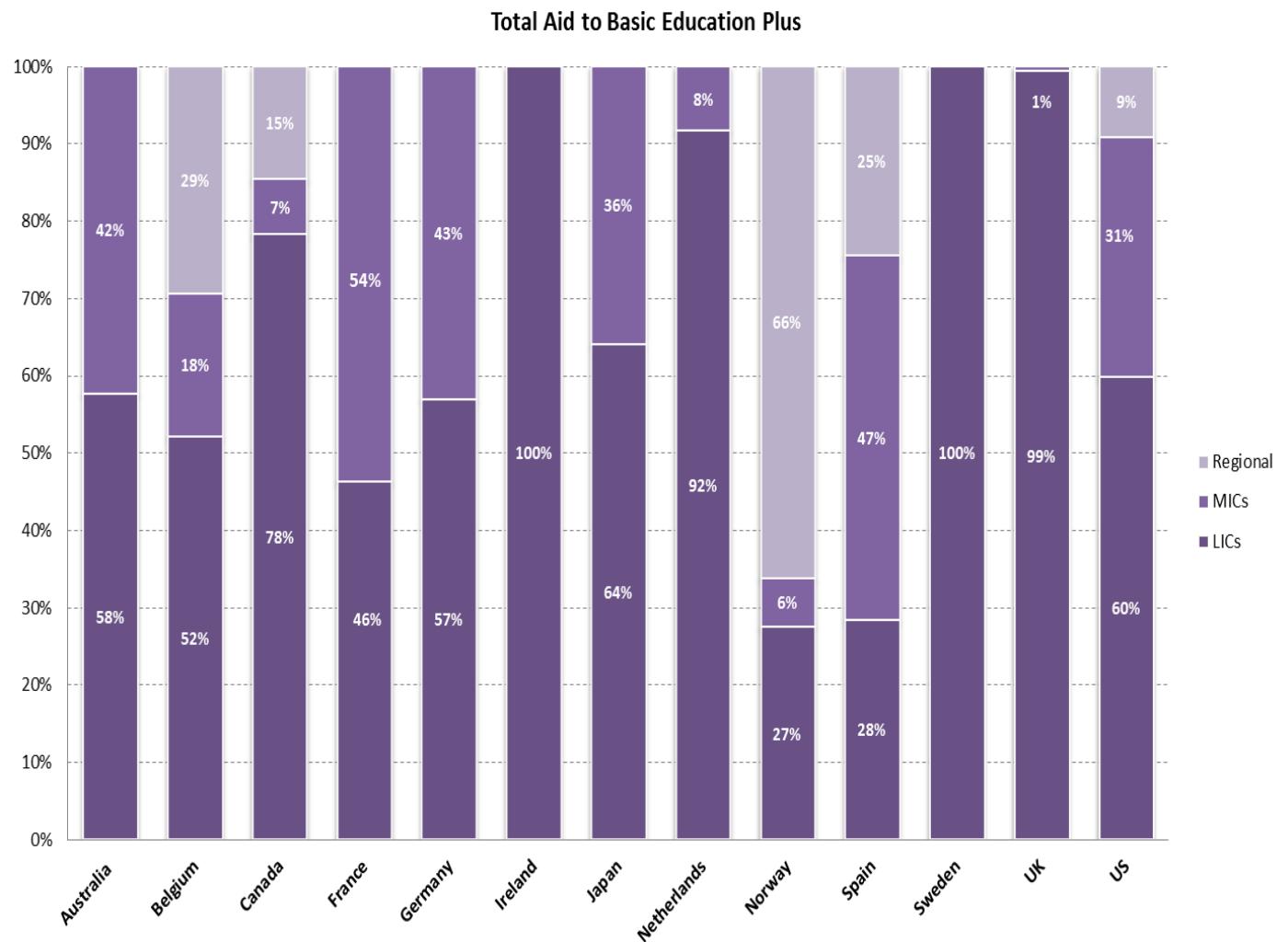


ODA for Basic Education Plus: ODA for education and for *basic education plus* remains a small proportion of overall ODA disbursements from most GPE donor partners. The United States and Sweden allocate the smallest share of total ODA for education, although the majority of that aid is coded for *basic education plus*. Other donors which have provided over half all of all education aid for basic education include Australia, Canada, Denmark, Ireland, Netherlands, Norway, the United Kingdom, and EU institutions, although all donors provide less than 10 percent of total ODA disbursements for *basic education plus* (see Figure 4).

The 2012 GMR found that aid for basic education began to stagnate in 2010, and data shows that aid levels in 2011 have decreased. Aid for education has reached approximately US\$5.8 billion on average between 2008 and 2011. Only half of that aid is allocated to LICs, and the EFA GMR found that aid to basic education in LICs has stagnated at about US\$3 billion over the past four years¹¹. This slowing commitment to basic education in LICs is not promising with reference to GPE's target to mobilize an additional US\$5.5 billion in bilateral aid between 2011 and 2014. While ODA data by sector for 2012 is not yet available, and there is still time for donors to deliver on their commitments, the data indicates that the Pledging Conference was held during a context of decreasing aid for basic education.

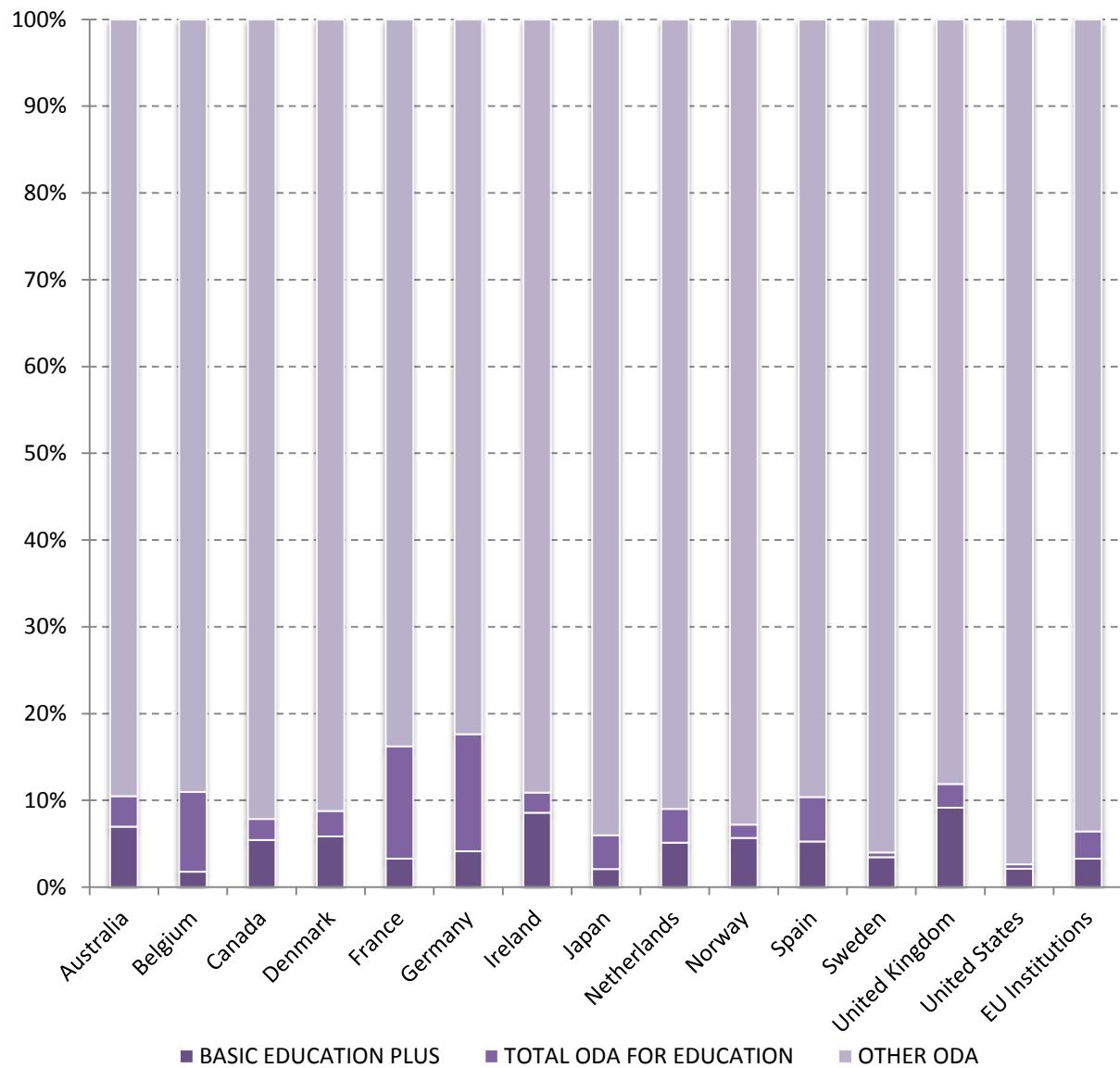
¹¹ EFA GMR (2013). Policy Paper 06. Education for All is affordable – by 2015 and beyond.

Figure 4: Share of Gross Disbursements for *Basic Education Plus* by Country Income Level in 2011 (Donor pledge monitoring survey data)¹²



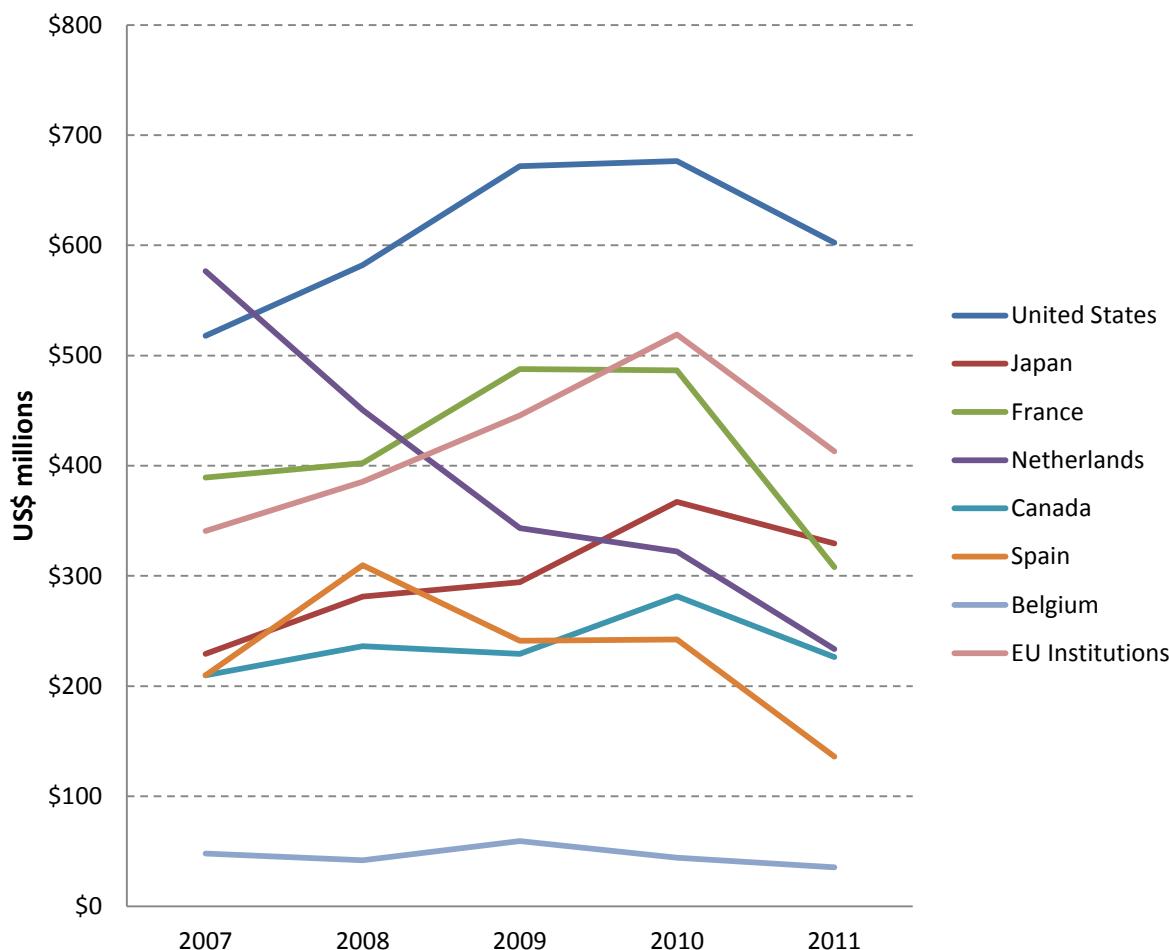
¹² Denmark provided multi-year funding commitments to total education in LICs, the European Commission provided information by region only and were therefore not included in Figure 4. All donors provided information on gross disbursements to basic education plus by country for CY 2011 or FY 2011/2012 except Netherlands which provided information for CY2012.

**Figure 5: Share of ODA from GPE Donors for Education and *Basic Education Plus* in 2011
(OECD CRS STAT)**



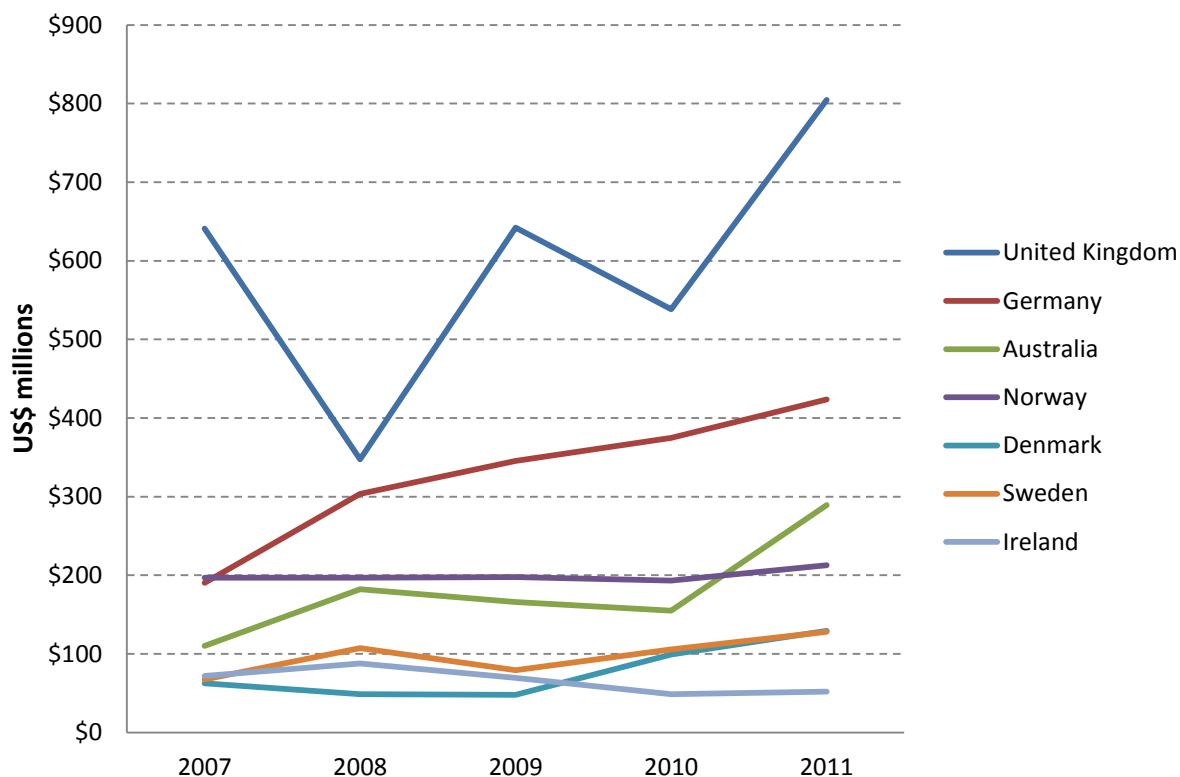
In 2011, donors disbursed US\$130 million less for *basic education plus* overall, thus retreating from the Global Partnership replenishment goal to increase bilateral aid for education from the Global Partnership's traditional donors. It becomes an imperative to turn the tide and take collective action to ensure that the GPE's goal to mobilize all of its partners to invest in basic education is achieved. While education is a priority sector in many aid budgets, it remains far too low, especially when the aid directed to the poorest makes up an even smaller portion of foreign aid. The stakes at the outset of the GPE Pledging Conference are now even higher: not only to galvanize unprecedented resources for basic education, but to stop budget cuts from chipping away at the progress built over the last decade.

Figure 6: GPE Donors with Decreasing Gross Disbursements for *Basic Education Plus* (2007-2011)



Aid for *basic education plus* decreased by US\$650 million due to reductions in gross disbursements from the following donor partners: Belgium, Canada, France, Japan, Netherlands, Spain, the United States and the EU all decreased their aid between 2010 and 2011. Of these countries, France and the EU pledged to increase aid for basic education in LICs between 2011 and 2014, and will need to reverse course in order to deliver on this commitment. Although year on year fluctuations in gross disbursements may prove this rapid decrease to be an anomaly, the prospects for a reversal in these trends for most of the above countries are not positive, with broader cuts to ODA, austerity measures and decreasing prioritization for education in donor aid programs.

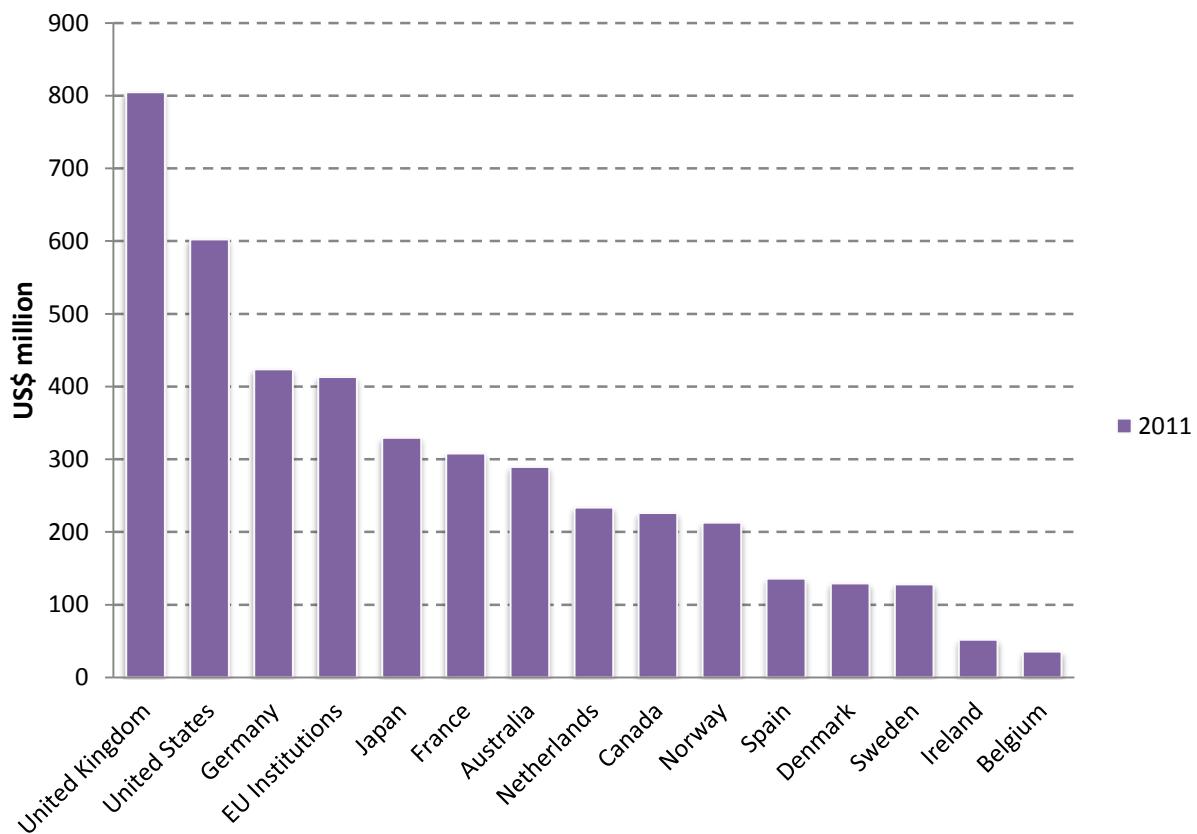
Figure 7: GPE Donors with Increasing Gross Disbursements for *Basic Education Plus* (2007-2011)



Cuts to *basic education plus* were buffered by increases of US\$525 million in gross disbursements from the following donors: Australia, Denmark, Germany, Norway, Sweden, the UK and Ireland. Of these countries, Australia, Germany, and the UK pledged to increase their aid for basic education in low income countries. While Norway, Ireland Denmark and Sweden did not pledge to increase their aid for basic education, these increases have helped to off-set cuts made by other donors so that basic education aid has decreased by US\$130 million in 2011.

Australia, Denmark, Germany, Norway, Sweden and the United Kingdom are all expected to maintain or increase their support for basic education over the coming years. However, of the countries/agencies which increased disbursements of aid to support basic education between 2010 and 2011, Australia, Germany, Sweden, and the UK all had decreasing commitments for basic education in 2011. It therefore remains to be seen whether future disbursements for basic education will decrease following the reduction in basic education commitment levels. In addition, elections in Australia and Germany will determine the extent to which these governments maintain the priority focus on the education sector.

Figure 8: Share of Gross Disbursements for *Basic Education Plus* in 2011 (OECD CRS STAT)



Donor Policy Commitments

Development Effectiveness

It should be noted that the education sector performs on average better than most other sectors in terms of adherence to development effectiveness principles. The *GPE Monitoring Exercise on Aid Effectiveness Report* found that in 36 partner countries surveyed in 2010 and 2011:

- Ninety percent of GPE partner countries had established an education sector implementation plan, 83 percent had established a medium-term expenditure framework, 76 percent had an inclusive consultation process for their education plan development, and all partner countries published their education plan in hard copy and online.
- Alignment of external aid is improving: Eighty percent of education aid flows are aligned with national education priorities, and met standards of predictability.
- Harmonization of donor activities is better: GPE processes helped strengthen sector planning, analysis, monitoring, and coordination of funding through program-based approaches- over 70% of education sector analysis and 50 percent of donor partner missions were undertaken jointly.

- Managing for Results gets better results: The Monitoring Exercise showed that a results-oriented framework is in place in the education sector in 82 percent of countries.
- Mutual accountability is stronger: LEGs coordinating aid exist in all 54 GPE partner countries, joint sector review processes have been established and the majority of countries have agreed to aid effectiveness targets.
- Transparency is improving: GPE strives for maximum transparency, publishing governance documents, decisions, research products, financing information, and program funding for specific countries and policy decisions on its website in a timely fashion. GPE is preparing to release all of its Results for Learning report data in IATI-compatible XML format, in a lead-up to full compliance with IATI standards by the end of calendar 2013.
- Building more effective and inclusive partnerships: The Board mirrors the wide-ranging and diverse nature of the Global Partnership at the country level and includes members from developing country governments and all development partners including the European Commission, donors, CSOs, private sector and foundations, and multilateral agencies and regional banks. DCPs are well represented in GPE governance and hold 6 of 19 GPE Board of Directors seats. GPE has increased its support for these constituencies to meet and build consensus on key policy and operational issues.

Days after the GPE Pledging Conference, the Busan High Level Forum in 2011 convened the international community in view of a more inclusive approach including emerging countries and non-state actors, which had proliferated in their importance for development outcomes. Among the commitments agreed were new targets on aid transparency, democratic ownership, empowering CSOs, and gender, while the Paris and Accra agendas were also reaffirmed¹³. However, the summit was convened on the heels of the Paris Monitoring Survey which showed that only 1 of 13 Paris targets was achieved by the 2010 deadline¹⁴. In 2012, the Busan Partnership for Development Effectiveness was launched to implement and monitor commitments made in Busan in 2011. Civil society reports have described 2012 as a “lost year” for European Union Member States’ development effectiveness. This is in part due to lower ambitions for the Busan agenda (which failed to impose a set of measurable and time-bound targets) and the “reform and implementation fatigue” of EU governments. The *AidWatch Special Report 2012* which assesses the effectiveness of EU development cooperation found that progress towards implementing the Busan Partnership agreement in 2012 is limited and uneven. Austerity policies and fiscal pressure are making it harder for some donors to justify direct government to government aid relations, such as sector budget support. As donor agencies come under increasing pressure to justify their aid expenditures, donors have greater incentive to use less aligned modalities such as project aid (which enable the stricter tracking of expenditures and results, and which also can be channeled more easily through donor country firms and organizations)¹⁵.

Decreasing focus on poverty reduction: There are also challenges to aid effectiveness in the manner in which its principles are being applied in balance with other interests, as trade and economic growth agendas come to dominate donor policy orientations. With increasing focus on the uses and results of scarce resources, aid budgets have come under scrutiny for their value for money. Over the past few years, many donor agencies have shifted policies toward activities that stimulate economic growth, and towards

¹³ Aid Watch Report 2012. Brussels: Concord NGO Network.

¹⁴ UNESCO Global Monitoring Report 2012

¹⁵ Aid Watch Special Report. 2012. Brussels: Concord NGO Network.

support for the productive sectors such as agriculture. EU member states focus on ODA for poverty reduction weakened in 2011, as member states shifted nearly 10 percent of their aid from sub Saharan Africa to North Africa and other countries of security interest. At the same time, several countries are reorganizing their development agencies to align with foreign affairs, trade and other departments with a mandate beyond development.

Aid predictability still a challenge: The 2012 DAC Report on Aid Predictability found that no donor has met its commitment to provide all DCPs with adequate forward spending plans that cover all forms of aid and that are revised on a rolling basis. Legal and procedural constraints continue to hamper the ability of donors to improve their medium-term predictability by making three to five year forward expenditure figures and implementation plans available to all developing country partners. Looking ahead, the OECD-DAC Survey on Donors' Forward Spending Plans for 2012 to 2015 suggests that global CPA may rise by 6 percent in real terms in 2012, in contrast to the overall fall in net ODA of 4 percent. However, the increase in CPA is mainly due to expected increases in multilateral lending of soft loans based on capital replenishments during 2009-2011. The OECD DAC Survey found that global CPA will stagnate as of 2013, and donors' current projections indicate a slow-down with uneven regional allocations, with CPA to countries in Latin America continuing to fall, while it may rise somewhat for South and Central Asian countries including Bangladesh, Myanmar and Nepal. For Africa, the Survey projects few changes in CPA, though recent events in Sahel and North African countries may result in some reprogramming of donor efforts. For countries in fragile situations (46 countries in 2011), the Survey projects little change in total CPA, with the largest increases expected in the Democratic Republic of Congo and Kenya, and the largest falls expected in Haiti and Afghanistan.

Fragmentation increasing as division of labor poses risks in the education sector: Country-led division of labor (DoL) has emerged as one important strategy to achieve the Paris Declaration principle of harmonization, in order to overcome increasing proliferation and fragmentation. The latest research has found that aid fragmentation is still increasing, especially in LICs and fragile states. On the other hand, many donors have taken the decision to reduce the number of partner countries, and nearly all EU donors have decided to concentrate their aid in fewer countries under the Code of Conduct on Division of Labor and Complementarity. Because phasing out from partner countries is a long process, it is difficult to determine the impact on fragmentation in the education sector. Nevertheless, the implementation of DoL poses both serious opportunities and real risks to external financing for education in GPE partner countries. As bilateral donors concentrate their aid on fewer partnerships, their strategies to do so are often in-ward looking processes which may undermine the assumed efficiency gains of reducing fragmentation if not coordinated with other donors or partner country governments. Furthermore, these efficiency gains rely on the premise that by shifting resources invested in non-significant aid relations to countries where the scale and impact can be maximized, these resources will go further. Since non-significant aid relations account for approximately US\$2.9 billion in CPA, theoretically terminating inefficient aid programs will open up additional resources which can be used to improve the impact of allocations across donors' country portfolios¹⁶.

In some countries, however, there is a risk that the mandate to reduce fragmentation is being used to rationalize withdrawal of donor aid motivated by budget decreases in the wake of austerity measures. For example, the OECD DAC report on Division of Labor in 2011 found that in Africa, planned exits by EU

¹⁶ OECD DAC. (2011). 2011 OECD Report on Division of Labour: Addressing Cross-Country Fragmentation of Aid. Paris: OECD DAC.

donors amount to a 6 percent decrease in overall aid from the EU to the region between 2011 and 2015¹⁷. In the education sector, several countries are losing multiple donors at the same time amounting to significant loss of external financing and technical support. While a given donor may not provide large amounts of aid relative to all other donors, it may nevertheless represent a significant proportion of aid for a certain sector where only a few donors are present.

According to responses provided by donors to the GPE survey (only four of which provided such data), Canada, Denmark, The Netherlands and the United Kingdom plan to withdraw from several countries. Benin, Burkina Faso, Nepal, Zambia, Bolivia, Afghanistan, Bangladesh, Ethiopia, Mali, Mozambique, Uganda, Yemen, Burundi, India and Vietnam will lose one or more of these donors between 2013 and 2016. Table 3 shows countries where at least one donor is planning to withdraw its aid for education between 2013 and 2016, represented with an “x.” *Dark purple* applies to donor/partner country sectoral relationships where the donor provides more than its average share of country CPA to that sector *and* is among the top donors that cumulatively provide 90% of the sectoral CPA to the education sector. *Light purple* applies to donor/partner country sectoral relationships the donor provides more than average share of country CPA to that sector *or* where the donor is among the top donors that cumulatively provide 90% of the sectoral CPA to that sector.

Of particular interest is that Denmark and The Netherlands are significant donors, providing both more than the average in CPA for education and they are among the top donors to the sector in 5 countries and 8 countries respectively in which they are planning to withdraw. Significantly, in Bolivia, Burkina Faso and Zambia, both Denmark and the Netherlands are significant donors and are terminating education aid simultaneously. Note that this table does not reflect all donor withdrawals due to lack of data from donors, and does not reflect whether significant reductions are planned; for example Canada will reduce its aid to Bolivia in coming years but it is not yet certain by how much. Effort will need to be made to ensure that these exits do not jeopardize the progress being made to expand and reform basic education in these countries with sharp reductions in external financing and decrease in technical assistance.

Transparency is improving: There was progress on one front of the development effectiveness agenda in 2012, as more partners come into compliance with *International Aid Transparency Initiative* (IATI) standards. IATI was launched at the third High Level Forum on Aid Effectiveness in Accra in 2008 and was specifically designed to support donors in meeting their Accra commitments on transparency as set out in the Accra Agenda for Action. Currently, of GPE’s donor partners, Australia, Belgium, Canada, Denmark, the European Commission, Germany, Ireland, the Netherlands, Norway, Sweden, Spain, the U.S., the U.K. have all signed the IATI, as well as UNICEF and the World Bank.

¹⁷ OECD DAC. (2011). 2011 OECD Report on Division of Labour: Addressing Cross-Country Fragmentation of Aid. Paris: OECD DAC.

Table 3: GPE Donors' Withdrawal of Education Aid by Significance (OECD CRS STAT. Fragmentation 2012)

	Canada	Denmark	Netherlands	United Kingdom
Afghanistan			X	
Bangladesh			X	
Benin		X		
Bolivia		X	X	
Burkina Faso		X	X	
Burundi				X
Cambodia	X			
Ethiopia			X	
India				X
Malawi	X			
Mali			X	
Mozambique*			X	
Nepal	X	X		
Rwanda	X			
Uganda			X	
Vietnam				X
Yemen*			X	
Zambia	X	X	X	
Zimbabwe	X			

* The Netherlands was a significant donor in 2010 when it terminated its programs in Mozambique and Yemen.

Girls' Education and Out of School Children

To support more children to attend school and improve the quality of their education, **Australia** supported more than one million girls and boys to attend school, built/upgraded over 2,200 classrooms and provided financial and nutritional support to more than one million students in FY 2011/2012. Similarly, **CIDA** has supported activities to improve girls' education in Bangladesh, Burkina Faso, Mali, Mozambique, Pakistan, Senegal, and Tanzania by improving school environments, providing educational materials and textbooks and teacher training. Priorities in the **EU's** education policy dialogue with its partners include equity and quality and EU has implemented programmes in Myanmar, Pakistan and Namibia. For instance, in Myanmar, the EU supports the Quality Basic Education Program which helps around 650,000 children to access and complete quality basic education. Similarly, in Pakistan, EU is supporting education reform in 2 provinces to improve access to and quality of education for all girls and boys. **France** disbursed € 1 million in 2012 for IFADEM (l'Initiative francophone pour la formation à

distance des maîtres), a teacher training program and this is implemented in Benin, Burundi, Haiti, Madagascar, Congo, Lebanon, Niger and from 2013 will be implemented in Burkina Faso, Cameroon, Côte d'Ivoire and Togo. In addition, France disbursed €1.5 million to support national language programs (ELAN - Initiative Ecole et langue nationale en Afrique) in Benin, Burkina Faso, Burundi, Cameroon, Mali, Niger, the Democratic Republic of Congo and Senegal in 2012. The core focus of all **Ireland's** policy dialogue with its partners is to reach the most vulnerable and isolated children and has used its role in sector dialogue to inform and improve policies to support girls education in Uganda, Mozambique, Lesotho and Zambia. In 2012, **Spain** invested €42.9 million in 189 activities which included gender-related measures to improve education in its partner countries. In addition, in 2012, Spain provided education investments (€25.1 million) targeted to people living in poverty through 260 of its education activities in Afghanistan, Angola, Benin, Burkina Faso, Burundi, Cambodia, Central African Republic, Chad, Democratic Republic of Congo, Ethiopia, Gambia, Equatorial Guinea, Guinea-Bissau, Haiti, Madagascar, Malawi, Mali, Mauritania, Mozambique, Myanmar, Nepal, Rwanda, Senegal, Sierra Leone, Sudan, Tanzania, Togo, Uganda, Vanuatu and Zambia. **Germany** carried out a study on specific reasons for discrimination of girls and boys in its partner countries and 91 percent of all education projects financed by the BMZ (Federal Ministry for Economic Cooperation and Development) in 2010, gender equality or the improvement of girl's education is one of the main goals of the project. In May 2012, the **UK** launched the £355 million Girls' Education Challenge (GEC) which aims to support up to one million of the world's poorest girls to have an opportunity to improve their lives through education in 22 focus countries. In addition, Over 70 percent of DFID country education programs have specific initiatives agreed or in the pipeline to support girls beyond primary level into secondary school. On March 2012, the **United States** announced its new Gender Policy for USAID which applies across all USAID projects and programs. **Sweden** supported the recruitment and training of girls who attended Swedish Committee Schools into the teaching profession in Afghanistan and provided support for a number of specific initiatives for out-of-school children such as contributions to BRAC in Bangladesh and to support Community Based Education in Afghanistan in 2012.

Early Learning

Australia continued to invest in strategies to improve quality of education in FY2011/12 by supporting around 110,000 teachers to be trained and invested in the purchase and distribution of 3 million textbooks. Australia also invested in early childhood programs in Myanmar, the Philippines, Bangladesh and Pakistan. Similarly, **CIDA** has financed projects to improve early learning outcomes by implementing a 'Learning Through Play' methodology and has supported early childhood education in Bangladesh, the Middle East and North Africa region, Ethiopia, Ghana, Burkina Faso, Honduras, Colombia and Peru. In addition, CIDA monitored early learning outcomes (i.e. primary pass rates, completion rates, availability of textbooks and other educational materials, and teacher pupil ratios) in Bangladesh, Burkina Faso, Mali, Mozambique, Pakistan, Senegal, and Tanzania. **The EU's** focus on quality of education is also illustrated by its active involvement in International Task Force on Teachers for EFA and is also the main funder of the Task Force. **France** provided € 1.3 million for 2010-2012 and € 4 million for the 2013-2016 period to Programme on the Analysis of Education Systems (PASEC), which conducted an institutional reform process. **Ireland's** policy dialogue focused strongly on promoting measures to improve education quality and results in all its partner countries. For example, Ireland supported the development of a new assessment on learning in Mozambique and continues to support the use of national assessments in its other partner countries. **Spain** invested €1.34 million and supported 58 activities to improve early learning outcomes in 2011. In 2012, **Germany** supported improvements in early grade learning outcomes by investing in early childhood development workshops at the ADEA Conference in Burkina Faso and Bonn and also co-financed workshops on early childhood development in Tanzania. In 2012, **Japan** continued to implement its "School for All" assistance model in Nepal, Senegal, Mali, Indonesia, Lao PDR, Niger, Ethiopia and Burkina-Faso to support comprehensive improvements in

the learning environment and provided training to government officials concerned with early childhood development in Central and Western Africa and the Middle East in the administration of ECD program. In FY2011/2012, the **UK** collected learning outcomes data on early grade reading (in some cases alongside mathematics achievement) from 12 of 18 priority countries (Ethiopia, Kenya, Malawi, Mozambique, Nigeria, Sierra Leone, Tanzania, Uganda, Zimbabwe, India, Nepal and Pakistan) and is working with partner governments to integrate assessments and data into education systems. In its bilateral program more broadly, the UK supported 5.3 million children (2.5 million of them girls) to go to primary school and trained 90,000 teachers in FY2011/2012. **USAID** has partnered and co-financed All Children Reading workshops in Africa and Asia with GPE and will be implementing programmes in India, Tajikistan, Kyrgyzstan, Pakistan, Malawi and Mozambique to improve early grade learning. Similarly, USAID Washington supported the launch of the All Children Reading Grand Challenge, which directly supports work related to reading outcomes in the early grade.

Education in Conflict Affected and Fragile States

In FY2011/12, more than 50 percent of **Australia's** bilateral and regional aid program was delivered in countries that are categorized as fragile and conflict-affected. Of the top 10 recipients of Australian education aid, seven are considered fragile. In FY2011/12, Australia provided support for education in Afghanistan, Bangladesh, Ethiopia, Iraq, Kenya, Kiribati, Lebanon, Malawi, Micronesia Federated States, Myanmar, Nepal, Pakistan, Palestine administered areas, Papua New Guinea, Solomon Islands, Sri Lanka, Timor Leste and Uganda. CIDA prioritized aid for fragile states more broadly, with 20 percent of its budget dedicated to fragile and conflict-affected states in FY2011/12. Similarly, **CIDA** supported education in Afghanistan, Haiti, South Sudan and through multi-donor trust funds. **France** committed €32 million for basic and vocational education and training in Niger, Burundi, Congo, Democratic Republic of Congo and Central African Republic and in 2013 expects to provide €60 million in debt conversions for DRC and €33 million in bilateral aid to Chad, Haiti and Guinea. **Ireland's** support for fragile and conflict-affected states is channelled primarily through the GPE. In addition, Ireland provides ongoing support to the United Nations Relief and Works Agency in Palestine (UNRWA) and the Palestinian authorities for their education programs in the West Bank and also works with Plan International and other CSO partners to support the delivery of education services in fragile states. In 2012, **Spain** invested €2.344 million in 18 activities to support refugees and internally displaced people in Algeria, Chad, Ecuador, Haiti, Iraq, Lebanon, Morocco, Palestinian Territories, Peru, and Western Sahara. Out of **Germany's** total bilateral ODA for primary education, 43 percent is allocated to support education in fragile and conflict-affected states, which also receive more than 50 percent of Germany's bilateral commitment for secondary education. In 2012, **Japan** supported the provision of teacher training in Afghanistan and South Sudan, girls' education programs in Yemen, and education support in Haiti and Pakistan. **The Netherlands** has made peace and security a development priority and is working with UNICEF from 2012 to 2015 on a Peace-building and Education Program worth €120 million. The program is designed to strengthen resilience, social cohesion and human security in conflict-affected contexts. Furthermore, 54 percent of **SIDA's** disbursements to education are provided to conflict affected and fragile states. **The UK** spent around half of its total bilateral aid to education in fragile and conflict-affected states and 21 out of 28 of the countries where the UK works are categorized as conflict affected and fragile states. **The USAID** Education Strategy includes a goal of increasing equitable access to education in crisis and conflict environments for 15 million learners by 2015. Through its "Room to Learn" initiative, USAID has committed to make a targeted effort to address bottlenecks and challenges to access in Afghanistan, Democratic Republic of Congo (DRC), Haiti, Nigeria, Pakistan, and South Sudan.

In terms of reporting on support for GPE policy priorities, **Belgium** and **Denmark** provide sector budget support and therefore their support for GPE policy priority areas of girls' education, out of school children and early learning occurred through sector policy dialogue and joint programming with partners.

They have therefore not reported separately on interventions geared towards improving education in these areas.

V. Developing Country Partner Financing and Policy Commitments

Developing Country Partner Financing

Twenty-seven DCPs committed to increase financing for education. While the Global Partnership will monitor these commitments at country level, where it is easier to access and verify actual expenditures as well as planned expenditures, donor versus government spending, and to measure the percent of education spending in relation to the budget, this report has relied on data newly released from the Government Spending Watch (GSW) for 25 developing country partners¹⁸. The vast majority of data sourced by GSW are from governments themselves, mostly from published documents such as budgets, budget execution reports, or sectoral reports. For background data to calculate overall expenditures, GDP, exchange rates etc., GSW have used data from international organizations that have a direct relationship with government and their expenditure management (IMF country reports and World Bank data) and in some instances, used information from external organizations, such as research institutes or NGOs¹⁹. According to data on domestic education funding which is available for 14 DCPs, 12 DCPs increased planned education expenditures in absolute USD between 2011 and 2012 by US\$556.4 million. Only 2 DCPs planned to decrease expenditures: Benin (by US\$15.5 million) and Burundi (by US\$1.7 million).

On the other hand, planned donor funding for education decreased by a total of US\$109.19 million-in Afghanistan (US\$29.12 million), Burkina Faso (US\$52.15 million), Guinea Bissau (US\$0.2 million), Guyana (US\$0.86 million), Lesotho (US\$5.57 million), Mali (US\$19.98 million), and Togo (US\$1.31 million) between 2011 and 2012. Donors did increase planned aid by a total of US\$107 million l- in Benin (US\$12.13 million), Burundi (US\$7.93 million), Ghana (US\$13.16 million), Malawi (US\$11.9 million), Mozambique (US\$49.07 million), Senegal (US\$11.6 million) and Sierra Leone (US\$1.21 million). The outcome of both domestic and external planned expenditures for education means that in 2012, only 4 countries planned to spend less on education in 2012 than in 2011: Benin, Burkina Faso, Central African Republic and Gambia. Although the complexity of collecting data on expenditures has been documented in the section on the report methodology and therefore these figures should be interpreted with a wide margin for error, it is striking to note that 12 countries alone planned to increase education expenditures by over half a billion dollars.

Table 4: DCP Total Spending²⁰

Country	Year	Total spending		Government Funding		Donor Funding	
		Planned	Actual	Planned	Actual	Planned	Actual
Afghanistan	2011	658.73	562.53	468.09	N/A	190.64	N/A
	2012	700.95	689.1	539.43	N/A	161.52	N/A
Benin	2011	400.17	350.91	391.66	N/A	8.51	N/A

¹⁸ Source: <http://www.governmentspendingwatch.org/>

¹⁹ Source: <http://www.governmentspendingwatch.org/spending-data/8-govt-spending-site/7-definitions-and-sources>

²⁰ All figures provided for each country is in US dollars (millions);Source <http://www.governmentspendingwatch.org/>

Country	Year	Total spending		Government Funding		Donor Funding	
		Planned	Actual	Planned	Actual	Planned	Actual
	2012	396.74	N/A	376.11	N/A	20.64	N/A
Bhutan	2011	126.74	131.74	N/A	64.94	N/A	66.8
	2012	138.87	N/A	N/A	N/A	N/A	N/A
Burkina Faso	2011	433.92	N/A	349.65	N/A	84.27	N/A
	2012	420.62	N/A	388.50	N/A	32.12	N/A
Burundi	2011	169.00	N/A	147.71	N/A	21.29	N/A
	2012	175.31	N/A	146.02	N/A	29.22	N/A
Cameroon	2011	787.72	N/A	N/A	N/A	N/A	N/A
	2012	822.99	N/A	N/A	N/A	N/A	N/A
Central African Republic	2011	55.33	N/A	N/A	N/A	N/A	N/A
	2012	50.45	N/A	N/A	N/A	N/A	N/A
Cote d'Ivoire	2011	1,134.31	1,117.50	N/A	N/A	N/A	N/A
	2012	1,306.69	N/A	N/A	N/A	N/A	N/A
Ethiopia	2011	1,530.67	1,456.72	N/A	N/A	N/A	N/A
	2012	1,825.90	N/A	N/A	N/A	N/A	N/A
Gambia	2011	40.72	N/A	N/A	N/A	N/A	N/A
	2012	31.42	N/A	N/A	N/A	N/A	N/A
Ghana	2011	1,294.70	N/A	1,237.06	N/A	57.64	N/A
	2012	1,562.65	N/A	1,491.85	N/A	70.80	N/A
Guinea Bissau	2011	25.53	N/A	15.51	N/A	10.02	N/A
	2012	26.56	N/A	16.74	N/A	9.82	N/A
Guyana	2011	119.73	121.09	111.11	112.82	8.61	8.27
	2012	124.18	N/A	116.43	N/A	7.75	N/A
Lesotho	2011	235.17	N/A	217.81	N/A	17.36	N/A
	2012	267.49	N/A	255.70	N/A	11.79	N/A
Malawi	2011	278.70	N/A	242.18	N/A	36.52	N/A
	2012	304.69	N/A	256.26	N/A	48.42	N/A
Mali	2011	586.59	N/A	492.34	482.18	94.25	N/A
	2012	590.53	N/A	516.26	N/A	74.27	N/A
Moldova	2011	601.39	596.10	N/A	N/A	N/A	N/A
	2012	619.18	N/A	N/A	N/A	N/A	N/A
Mozambique	2011	866.63	818.14	681.56	656.03	185.07	162.11

Country	Year	Total spending		Government Funding		Donor Funding	
		Planned	Actual	Planned	Actual	Planned	Actual
	2012	953.73	N/A	719.59	N/A	234.14	N/A
Niger	2011	N/A	N/A	N/A	N/A	N/A	N/A
	2012	315.98	N/A	N/A	N/A	N/A	N/A
Senegal	2011	848.87	953.25	770.55	892.22	78.33	61.03
	2012	897.00	N/A	807.08	N/A	89.93	N/A
Sierra Leone	2011	77.83	85.61	75.38	83.16	2.45	2.45
	2012	99.92	N/A	96.26	N/A	3.66	N/A
Tajikistan	2011	295.82	313.12	275.75	N/A	20.07	N/A
	2012	337.62	N/A	N/A	N/A	N/A	N/A
Togo	2011	174.09	N/A	146.09	150.52	28.00	N/A
	2012	186.32	N/A	159.63	N/A	26.69	N/A
Yemen	2011	N/A	1,653.43	N/A	N/A	N/A	N/A
	2012	N/A	N/A	N/A	N/A	N/A	N/A
Zambia	2011	791.35	611.61	N/A	N/A	N/A	N/A
	2012	957.51	N/A	N/A	N/A	N/A	N/A

Developing Country Partner Policy Commitments

Formal country level monitoring is still under way to ascertain the progress made in 2012, and therefore complete data is not yet available. Nevertheless several countries were able to provide a snapshot of the activities undertaken in 2012 related to their policy commitments delivered at the Pledging Conference. This information shows that ministries are making important headway in a number of areas, and through joint sector reviews and other country level implementation plan monitoring processes more data will be available in 2013.

Girls' Education and Out of School Children

In order to address the issue of girls' education, **Afghanistan, Ghana, Guinea Bissau, Guyana, Lao PDR, Malawi** and **Yemen** provided support through innovative means such as conditional cash transfers (CCTs) and initiatives such as school feeding and take home food rations. Similarly, **Ghana, Guinea Bissau, Niger** and **Cameroon** have engaged in advocacy, outreach and awareness campaigns on the importance of girls' education. In **Malawi**, a child-friendly school program is promoted by the Ministry which focuses on child centered and girls' friendly teaching methodologies. A manual and training program on gender specific approaches has been introduced to teachers. In addition, in 2012, a girls' education communication strategy was developed. In **Zimbabwe**, around 46.5% of orphans and vulnerable children have benefited from the Basic Education Assistance Module (BEAM) program. Furthermore, in **Moldova**, a total of 1,604 children with special educational needs attended mainstream schools and 39 children with special educational needs completed compulsory education in mainstream schools in 2012. In **Zambia**, the government abolished examination fees for Grade 9 in 2012 and **Lao PDR**, issued an instruction to ban informal fees for primary schools. In **Afghanistan**, Local female

adolescents with qualifications and potential to become teachers are being identified in close consultation with local community Shuras (councils) and will be provided accelerated learning simultaneously with teacher training. These trained female graduates will be recruited as teachers in under-served schools. To tackle the issue of out of school children and marginalized children, in **Bhutan**, 343 Special Educational Need (SEN) students were enrolled in eight schools that catered to children with special needs and 146 teachers and 35 principals were trained in inclusive education techniques in 2012. Similarly, **Cameroon** also undertook a baseline study on inclusive education and is currently developing a policy in this regard. In addition, **Moldova** carried out a study on out of school children and instituted a communication strategy to promote inclusive education. Action plans on inclusive education has also been developed. Furthermore, **Gambia**, through the provision of CCT schemes, is helping attract out of school children.

Early Learning

Many DCPs are investing in a number of reforms to improve early learning. For instance, Ethiopia is currently implementing a large scale program to upgrade the qualifications of existing and new teachers. Also being introduced are incentives that link promotions to a formal licensing (and relicensing) framework for teachers. In addition, the National Learning Assessment was institutionalized through the creation of the autonomous National Educational Assessment and Examination Agency (NEAEA) in 2012. The first learning assessment in mathematics is planned to be carried out in FY 2012/2013. In 2012, **Afghanistan, Benin, Bhutan, Cameroon, Ghana, Malawi, Moldova, Mozambique and Timor Leste** recruited teachers and provided training to build the capacity of School Management Committees. Similarly, in 2012, school curricula for different grades were revised in **Burundi, Cameroon, Gambia, Malawi, Moldova, Tajikistan and Zambia**. In addition, textbooks were distributed to schools in **Benin, Cameroon, Central African Republic, Guinea Bissau, Niger and Togo**. In **Ghana**, the reinvigorated Untrained Teacher Diploma in Basic Education (UTDBE) program led to an increased supply of trained teachers in 2012. Similarly, a Teacher Professional Development Policy, head teacher and SMC training manuals, and a five year Early Childhood Development/Kindergarten investment plan have also been developed. Early grade reading is being strengthened through the National Literacy Acceleration Program (NALAP) and an Early Grade Reading Assessment (EGRA) is planned for 2013. Similarly, in **Gambia**, 125 classes were being taught in one of the five selected national languages, to improve the reading skills of children in grades 1, 2 and 3 in 2012. Gambia is also in the process of revising the Basic & Secondary Education Policy and developing a Tertiary & Higher Education Policy. In **Afghanistan**, Re-opening of closed schools through community mobilization and empowerment is being rigorously implemented as a strategy in areas with high numbers of closed schools. Greater emphasis is placed on creating mutually reinforcing synergies between school-based formal education and mosque-based informal education. Furthermore, classrooms, wells, latrines and training centers were constructed and rehabilitated in **Afghanistan, Cameroon, Central African Republic, Cote d'Ivoire, Guinea, Guyana, Sierra Leone and Yemen**. The National Learning Assessment (including the Early Grade Reading Assessment (EGRA) was conducted (or in the process of implementation) in **Afghanistan, Cote d'Ivoire, Ghana, Guinea Bissau, Guyana, Lao PDR, Mozambique, Sierra Leone, and Zimbabwe**.

VI. Multilateral and Development Bank Financing and Policy Commitments

Table 5: Multilateral and Development Bank Financing

Organization	Total investment in Education in 2012
UNESCO/UNESCO Institutes	US\$ 74 million/US\$ 8 million
UNICEF	US\$ 711.7 million
World Bank	US\$ 1.5 billion

Multilateral and Development Bank Policy Commitments

Girls' Education and Out of School Children

In 2012, **UNESCO** supported more than 10 countries to develop and review gender-responsive policies for literacy and non-formal education and Bolivia, Columbia, Ecuador and Venezuela incorporated gender into literacy policies. In addition, **UNESCO** completed a thematic study on 'Mobile Phone Literacy: Empowering Women and Girls' and two regional consultation workshops for Africa, Asia and Pacific regions were held in Bangkok and Paris in 2012. Similarly, within the framework of the Global Partnership for Girls and Women's education, projects are being implemented in five countries in Africa (Senegal, Kenya, Ethiopia, Tanzania and Lesotho) focusing on girls and women's education and literacy, with support from various donors. **UNICEF** continues to provide a leadership role in UNGEI, a multi-stakeholder partnership to advocate and accelerate girls' education and gender equality at the global, regional and country level. In 2012, **UNICEF** implemented various education activities at the country level to promote access of girls to quality education. In addition, the global Out Of School Children Initiative (OOSCI) is active in Cambodia, Indonesia, Philippines, Timor-Leste, Bangladesh, India, Pakistan, Sri Lanka, Kyrgyzstan, Romania, Tajikistan, Turkey, Morocco, Sudan, South Sudan, Ethiopia, Mozambique, Zambia, Democratic Republic of Congo, Ghana, Liberia, Nigeria, Bolivia, Brazil, Colombia, and Mexico. Furthermore, **UNICEF** continues to work on translating universal and free primary education into reality through support from School Fee Abolition Initiative (SFAI) in 30+ countries and is committed to foster the principles of inclusion and child-friendly schools framework. Central to **UNICEF**'s efforts to improve programming for equity in education has been the development of Simulation for Equity in Education (SEE) model and this is now being piloted in a number of countries. In 2012, the **World Bank** made new commitments for basic education operations to support improvements in girls' education in Bangladesh (early childhood development, female education, targeted incentives and support for marginalized groups) Haiti (Early childhood development, Education in Rural Areas); India (Female education and support for marginalized groups); Mozambique (Early childhood development, Education in Rural Areas; Female education; Targeted incentives); Nigeria (Education in Rural Areas, Female education); Pakistan (Education in Rural Areas, Female education, Targeted incentives, Underrepresented/marginalized groups, Out-of-school youth); Timor Leste (Out-of-school youth); Uganda (Education in Rural areas, targeted incentives); and Yemen (female education).

Early Learning

In 2012, **UNESCO** advocated for Early Childhood Care and Education (ECCE) programs and is supporting the development of national strategies for ECCE in Yemen and Sudan and in Cambodia, the ECCE has been finalized and implementation is underway. Similarly, in 2012, **UNESCO**'s SITEAL program (Sistema de informacion Sobre Tendencias Educativas en America Latina) also prepared an

information system for early childhood covering 19 Latin America countries with comprehensive information on regulations, policies, and program for children and a new initiative (Quality teachers for Education for All) was implemented to help fill the teacher gap and improve learning outcomes. In addition, UNESCO supported countries to carry out needs assessments and new diagnostic studies were launched and developed in Guinea, Mozambique and Uganda, Benin, Burundi, Lesotho and Mali. The national teacher policies is either developed or revised in Central Africa Republic, Cambodia and Malaysia. In 2012, UNESCO also helped to assess the application of ICT innovations to enhance the quality of teaching and also helped to improve institutional capacity development for teacher training institutions in Africa and Latin America. In 2012, **UNICEF**'s interventions to improve learning outcomes focused on ensuring that children enroll in school at the appropriate age and that those who enter the first grade of primary school come ready to learn. In addition, UNICEF engaged in policy dialogue, advocacy and systems strengthening on access to early learning opportunities both at the country and global level; supported for the development and adoption of ECD/school readiness standards to ensure quality and development and implementation of innovative school readiness approaches, such as the "Getting Ready for Schools: A Child-to-Child Approach. Several domains of the **World Bank's** SABER tool focus on improving early learning outcomes including early childhood development, teacher management, school-based management, and student assessments. In student assessments, the World Bank is partnering with Russia to support the development of assessment systems in 8 countries.

Education in Conflict Affected and Fragile States

In 2012, **UNESCO** provided technical support to improve quality of education in Lebanon, Liberia, Egypt and Libya. In addition, UNESCO has helped to respond to the crisis in Syria by supporting the inclusion of contingency planning in the education sector and the development of a Mid-Term Review of the Regional Response Plan for Syria as well as a Rapid Needs Assessment in Jordan. **UNICEF** leads the Education Cluster to provide education services in conflict and disaster-affected states and provides support both as an emergency responder and in the post-crisis and system rebuilding work. In addition, UNICEF launched a successor programme to mobilize support for 14 countries in a pilot phase to start up a comprehensive capacity development effort to strengthen capacity for conflict analysis with partners in 2012. UNICEF also funds education-for-peace building programme and is currently implemented in Chad, DRC, Cote d'Ivoire, Liberia, Sierra Leone, Burundi, Ethiopia, Somalia, South Sudan , Uganda, OPT, Yemen, Pakistan, and Myanmar and will be scaled up based on the results from its evaluation. **World Bank** lending for all education sub-sectors in fragile states in 2012 was US\$141 million for 18 countries in 2012. This is an increase up from US\$65 million in 2011 for support to 17 countries. The Bank's support for basic education in low income fragile states amounts to US\$118.32 million for operations in Burundi (public works), Cote d'Ivoire (basic education), Guinea (social safety net), Sierra Leone (decentralization), Togo (safety nets), Haiti (basic education), Yemen (public works), Chad (local development), Guinea-Bissau (governance reform), and Timor Leste (second chance education).

VII. Civil Society and Private Foundations Financing and Policy Commitments

Development Effectiveness

Most of the Global Partnership's CSO partners are implementing or in the process of implementing the Istanbul principles set out in the Siem Reap CSO Consensus on the international Framework for CSO development effectiveness. CSO advocate with government at the global level to adhere to the aid effectiveness agenda and engages with the government at the national level to support the national education plan and implement projects that are in alignment to the national plans.

Table 6: Financing by Civil Society and Private Foundations

Organization	Total Investment in Education in 2012
ActionAid ²¹	US\$ 39.5 million
Education International ²²	US\$ 2.05 million
Elders	N/A
Global Campaign for Education ²³	US\$ 1.43 million
Oxfam	N/A
Plan International	US\$ 137.47 million
Save the Children ²⁴	US\$ 266 million
Private Foundation Constituency ²⁵	US\$ 142.3 million

Girls Education and Out of School Children

Oxfam, Education International, GCE, Plan International, Save the Children, ActionAid and the Elders have supported several activities to improve access of girls to good quality education. **Oxfam** is working in Mali to reduce enrolment gap between boys and girls by advocating and promoting participation of civil society and local communities in planning, implementation and monitoring of resources dedicated to education at both national and local level. Similarly, **Plan** supports girls' education through its 'Because I am a Girl' campaign (which will run from 2012 to 2016) and aims to enable millions of girls to move from poverty to opportunity by accessing at least 9 years of quality education. In 2012, **Education International (EI)** supported the institutionalization and expansion of existing regional women's educator networks in Latin America and Africa to promote gender equality. In addition, **Global Campaign for Education (GCE)** supported national coalitions with funding, information and advocacy tools used for advocacy on girls' education issues in 2012. **The Elders (Girls Not Brides)** worked towards increasing awareness around the importance of addressing child marriage throughout 2012. **ActionAid** conducted action research with over 5,400 girls, boys, parents, teachers, school and community leaders and local government across Ghana, Kenya, Mozambique, Nigeria and Tanzania. In 2012, **Save the Children UK** secured £28.5 million in new funding for girls education as part of DFID's girls education challenge and will support girls' education in Afghanistan, DRC, Ethiopia and Mozambique. Furthermore, various events and workshop was organized by the Elders and Education

²¹ Average conversion rate (Pound to USD) used for 2012 is 1.58.

²² Average conversion rate (Euro to USD) used is 1.28.

²³ GCE is currently processing its 2012 accounts therefore the total amount mentioned above might be subjected to revision.

²⁴ The data provided by Save the Children is for 2011.

²⁵ The Private Foundations Constituency comprises of Children's Investment Fund Foundation, ELMA Philanthropies Services, Firelight Foundation, Hewlett Foundation, MacArthur Foundation, MasterCard Foundation, Nike Foundation and Open Society Foundation. In 2012, the Private Foundations Constituency invested a total of US\$142.3 million in GPE priority areas in 23 partner countries.

International around this issue. The **Private Foundations Constituency** funded mentorship programs to provide vocational and life skills training for girls to improve employment opportunities after school completion. Private Foundations Constituency members support gender-disaggregated research on learning achievement; and require that all grant recipients develop gender-sensitive methodologies and use sex-disaggregated data to analyze achievement results. Countries where extensive activities to improve gender equity in education were carried out in 2012 include Ethiopia, Ghana, Haiti, Kenya, Lesotho, Malawi, Nigeria, Rwanda, Senegal, Tanzania, Uganda, and Zambia.

To support out of school children, **Oxfam** has supported advocacy and campaign work on the Right to Education in several countries and supports My Rights, My Voice project, a global initiative that aims to engage marginalized children and youth, especially girls and young women and increase their awareness on their rights to health and education services. Similarly, **Plan's** education programs focuses on children discriminated because of disability, ethno-linguistic minority status, locality, poverty and other factors and raises awareness on inclusive education and works with governments to ensure policies are in place so that children with disabilities and other marginalized children are not discriminated against in the education system. In 2012, **EI** in collaboration with International Labor Organization's Program for the Elimination of Child Labor of the (ILO-IPEC) launched a campaign called "One hour against child labor" and developed interactive, educational campaign materials in several languages, for use by teacher unions, their members, and students to undertake activities around child labor issues. Similarly, in 2012, **GCE** convened a working group of interested members to discuss key issues and identify advocacy priorities for children with disabilities. In 2012, **Save the Children** implemented specific programmes focused on improving mother tongue education in Vietnam, China and Peru.

Early Learning

Through the Quality Educators for All Project, **Oxfam Novib** and **Education International** worked in Mali and Uganda to develop competence profiles for primary school teachers. Similarly, in 2012, **EI** and **GCE** jointly published a report "Closing the trained teacher gap". The report has been disseminated and presented at major international meetings as well at the national level to EI and GCE affiliates. In addition, EI drafted a strategy paper to upgrade EI's advocacy efforts to improve access, equity and quality of Early Childhood Education (ECE) in 2012. Similarly, advocacy for more resources for Early Childhood Care and Education was a key focus of GCE work in 2012, with the production of a report 'Rights from the Start'. **Plan International** invested €7.3 million on Early Childhood Care and Development (ECCD) programs in FY2012 to support non-formal home and center based nurseries and pre-schools, formal pre-schools and primary school readiness in the early grades and also worked with lower grade primary teachers to adopt pedagogy that is appropriate to the learning style of young children and helped introduce play materials that encourage young children's learning. **Action Aid** is an active member of the Learning Metrics Taskforce. In addition, ActionAid continued to invest in women's literacy in 2012 and also advocated for the International Benchmarks on Adult Literacy developed with the Global Campaign for Education. **Save the Children** implements a range of programmes designed to increase access to and improve the quality of ECCD and promotes the need for increased investment in Early Childhood Care and Education (ECCD) at the national and global level.

The **Private Foundations Constituency** invested in action research on language interactions with young children and their readiness to learn, and supported small-scale experimental interventions to improve pre-school readiness to acquire literacy. In addition, Foundations supported civil society-led social assessments of learning outcomes in Tanzania, Uganda, Kenya, and Senegal which helped to raise the issue of very low learning outcomes and poor quality of early grade education as well as improved social accountability to address the learning crisis in these countries. Furthermore, the Private Foundations Constituency has invested in trials of scalable, cost-effective approaches to improve

teaching-learning processes and strengthen remedial education programs in cooperation with governments. For example, in three countries foundations supported extensive training and mentoring of teachers and volunteers that serve as assistant teachers in government schools. In Mali, they supported the implementation and evaluation of mother tongue and local language instruction to improve teaching-learning processes in literacy in both mother tongue and national languages in 2012.

Education in Conflict Affected and Fragile States

Oxfam, Plan International, GCE, Education International and ActionAid have several education program intervention in conflict affected and fragile states. For instance, in Afghanistan, **Oxfam** works in 20 provinces and has implemented various programs through Disaster Risk Reduction programs, women's empowerment projects etc. In 2012, **Plan International** provided education in emergencies in a number of countries affected by conflict, including education program for refugee and IDP in Liberia, South Sudan, Sudan, Mali, Burkina Faso and Niger and worked with government counterparts on developing policies and sector plans. Similarly, in Haiti, **EI** worked with its members to promote Education for all, strengthened teacher's rights and supported the creation of Teacher Unions to implement the UN Human and Trade Union Rights Chart in Haiti, Liberia and Myanmar. In 2012, **GCE** supported civil society activists that were interested to form coalitions to advocate for education rights in fragile states and provided training to new member coalitions and is also in the process of establishing a working group on fragile states and education under attack. **Save the Children** led or co-led 17 clusters, supporting the planning and delivery of education in response to humanitarian crisis and undertook a range of activities designed to bring greater international attention to the plight of children in conflict affected and fragile states and emergencies and published several reports in 2012.

The **Private Foundations Constituency** strengthened the ability of ministries of education to lead education reform in Liberia and South Sudan. In addition, they provided regular training to teachers to teach critical thinking in conflict-affected countries and participated in or collaborated with the Inter Agency Network for Education in Emergencies (INEE) and the Inter Agency Standing Committee (IASC) Education Cluster. The program was implemented in Albania, Bhutan, Georgia, Haiti, Kyrgyz Republic, Lesotho, Liberia, Malawi, Mongolia, Mozambique, Nepal, Pakistan, Sao Tome & Principe, Tajikistan, Timor-Leste, and Zambia.

VIII. The Global Partnership for Education Pledge

Since the Copenhagen Pledging Conference in November 2011, GPE has made substantial progress towards meeting its own pledges, though further progress will depend on the extent to which partners and the GPE Secretariat proactively take up the challenge together to achieve the targets set out in November 2011. The groundwork for faster change is still being laid through the Global Partnership's efforts to develop a concrete plan of action and improve the data underpinning this plan. The new Implementation Plan will allow a more comprehensive approach which leverages partners' roles in achieving the GPE's strategic goals, supported by the Secretariat.

The Global Partnership pledged to improve learning, which will be more feasible to track as countries implement nationally representative assessments of early learning outcomes. Forty-one developing country partners have now done early reading assessments, and to complement this effort the GPE Secretariat is working with countries that are currently not measuring reading to review education sector plans, engage with donors such as USAID, DFID, AusAID and AFD and hold workshops in Africa and Asia to capacitate ministries to make progress on reading, numeracy, or early-childhood goals.

The Global Partnership also pledged to reduce the number of out-of-school children by 25 million and increase primary school completion rates by at least 7.5% over five years, including through professional development for 600,000 new teachers. During the two-year period 2009 to 2011, the primary school completion rate improved by about two percentage points per year in the median GPE country and extrapolating to five years, this goal is within sight. Progress on reducing the number of out-of-school children is much spottier, but available data suggest that the current trends are not nearly robust enough to effect a reduction of 25 million in 5 years of the number of out of school children in (current) GPE countries. Current efforts to target GPE funding and leverage country and other donor funding to accelerate the reduction in out-of-school children will be needed in the coming years. For the countries in which data is available on the number of teachers, if not the number of newly trained teachers (which is not yet tracked), in the last few years approximately 125,000 teachers per year have been added to the workforce.

To achieve gender parity in transition to secondary school, more will need to be done. For 34 reporting countries, the median average gender parity in the transition rate is now about 98% however the overall transition rate to secondary school is low. For the reporting countries, female transition stands at around 80% (median), and the median rate of improvement, while still positive, may have declined slightly in the last few years. GPE's implementation grants with most emphasis on girls' education go to the countries with the lowest completion and transition rates (for example, Afghanistan, Chad, Democratic Republic of Congo (DRC), and Guinea-Bissau), however further efforts will be needed to ensure that support for girls is systematic and that all sector planning in these contexts is gender responsive. On the other hand, the Global Partnership has successfully increased its support for conflict-affected and fragile states. Between 2011 and 2012, the number of approved Program Implementation Grants for conflict-affected and fragile states increased from 14 to 19. An additional five fragile and conflict-affected states are expected to submit requests in 2013, which would bring the total to 24 – well above the target of 19 in 2013.

The Partnership pledged to take a rigorous approach to monitoring and reporting of results, including a more robust approach to aid effectiveness, and in 2012, the Secretariat published its first Results for Learning Report which focuses on the education outcomes in GPE countries on an annual basis as well as indicators in aid effectiveness. Moreover, in 2013 the Secretariat will deliver four workshops dedicated to Education Sector Plan Monitoring, and drive partners to better support national capacity for monitoring including through the use of social accountability and data visualization which will enable more robust data-gathering and reporting on an annual basis.

The Global Partnership also pledged to increase its rate of disbursements to over US\$ 500 million on average over the 3 years of the replenishment. In 2012, disbursements dropped to US\$354 million due to (i) the approval of program implementation grants in December 2011, leaving less implementation time in 2012 due to the grant signing process, (ii) Mali and Guinea Bissau were not signed during 2012 due to the need to significantly change the proposed implementation arrangements as a result of instability in each country and (iii) the need to sign a financial procedures agreement with UNICEF to reflect the new funding arrangements for GPE before funds could be transferred to them. Disbursements in 2013 are expected to be in excess of the 2012 levels and will accelerate significantly in 2014 and 2015 with expected disbursements in the range of US\$500–US\$700 million each year. In terms of grant signing, seven of the nine program implementation grants (aside from Guinea Bissau and Mali) that were approved in December 2011 and July 2012 have been signed. Five of these were signed within the six month target, with two others exceeding the six-month target by just one and two months respectively.

IX. Conclusions

While the *Pledge Monitoring Report* has not attempted to provide a comprehensive assessment of all partners' activities in the education sector, nor is all of the required data currently available, it is possible to draw several conclusions from the exercise.

The replenishment has created a platform for the education community to come together to share and renew its commitment to basic education in low income countries. The revitalized focus which partners have expressed over the past year is commendable, and the pledges have provided a vehicle for much deeper dialogue at the global level about how to work together as a partnership to achieve goals in education. While the replenishment framework of the Global Partnership was not initially grounded in a strategy for action based on the policy goals and outcomes targets which it set out to achieve, the subsequent development of a Strategic Plan in 2012 which embodied the replenishment goals has set the education community on stronger footing to achieving progress not only in girls' education, early learning and support for out-of school children and in fragile and conflict affected states, but also in the areas of financing for education and support to improve the quality of teaching.

Although an inclusive financing pledge framework was important, it was not possible to correlate additional funding for basic education to the replenishment itself. The inclusion of bilateral, domestic and organizational commitments to increase financing for education does allow a degree of additionality to be measured, so as to ensure that the GPE Fund is not substituting for any of these funding flows and that the sum of financial commitments is wholly greater than any individual contribution to the GPE Fund or other singular channels. However, both the lack of global data for 2012 and the complexity of budgeting decisions made it very difficult to say that the Global Partnership replenishment has somehow caused these bilateral, domestic, multilateral or organizational funding flows to increase. While this challenge is going to be present to any replenishment framework which allows pledges of financing through multiple channels, it is worth exploring how it can be made more measurable so that the education community can mitigate against substitution while leveraging the resources of all partners.

More timely monitoring of financing – linked to education sector plans and transparently shared – is vital, and will allow for a more effective assessment of how partners' are supporting progress towards the replenishment goals at country level. Given that the majority of donor partners were not able to provide data on 2012 basic education aid for low income countries, the issue of out of date financing information which characterizes OECD data sets was not solved through the GPE replenishment monitoring exercise. Also, while the OECD is now monitoring CPA by sector, it is not possible to easily take stock of whether donors are providing country programmable aid in support of national plans to improve basic education. Tracking aggregate data on total amounts for basic education from non-government partners also does not provide a clear picture of how or even where GPE partners are leveraging their resources to support the replenishment outcomes. Global monitoring of funding for basic education therefore does not adequately capture to what extent GPE's donor partners are supporting GPE's developing country partners in real time. Under a country level framework, the Global Partnership would also be in a much better position to advocate for increased resourcing of national education sector plans through national policy dialogue and engagement of LEG members. A replenishment framework which measures additional donor financing at country level, in terms of planned and actual expenditures by country, will allow for a much more robust and timely monitoring of the extent to which DCPs financing needs are being met through external and domestic financing. This could also help to incentivize other kinds of partners to contribute resources on budget and on plan, and bring in civil

society, private foundations and the private sector under a joined approach to supporting education sector plan implementation.

National sector monitoring capacity should be strengthened to enable more reliable baseline data, more effective monitoring of implementation and enhanced accountability for outcomes related to replenishment pledges. DCPs, donors and other partners should invest in improving national level monitoring capacity; by ministries and national statistical units, by decentralized sub-national education authorities, academic, civil society and community-based organizations. Clear sector monitoring frameworks derived from national implementation plans (which outline the source of funding for various activities, who is responsible, timelines and inputs required) which are monitored annually and shared transparently will allow a much greater degree of robustness in measuring commitments in the education sector. With the increasing pressure to show results from aid budgets, the ability to demonstrate and attribute progress will be key to donor partners' ability to maintain or increase current levels of support for basic education, particularly if it is delivered through aligned modalities.

The GPE replenishment framework lacked specificity in terms of what activities could be “counted” as a contribution to the policy goals of the replenishment. Due to the interconnectedness of the GPE's broad policy goals and the vast range of potential measures to achieve them, virtually any approach could be pledged as part of the contribution of partners. However, this lack of specific commitments to clear policy goals made it impossible to judge the relative merit, additionality or success of the replenishment's policy pledges. Rather than including all manner of activities in the sector, the Global Partnership should develop a strategy to elicit specific commitments. This will be most straight forward by developing parameters around financing levels, and if policy commitments are included they should be linked to the GPE Implementation Plan. As this did not exist in 2011, the Global Partnership has a new opportunity to ask its partners to opt in to certain deliverables, and measure this. If the next replenishment is to include policy-related activities, the Global Partnership should explore how these can be linked to measurable deliverables informed by its Implementation Plan.

The first ever replenishment campaign of the Global Partnership for Education was a huge turning point not only for the partnership but for a model of education development which puts national education plans and processes at the heart. While it is clear that there are major challenges to mobilizing financing from GPE's traditional donor base, developing country partners are proving the immense value of investing in basic education and trends show major progress to increase national education budgets. At the same time, a range of non-state and multilateral actors have demonstrated the breadth and richness of their field operations, advocacy work and research. The first year of GPE's replenishment campaign has seen a stronger movement for quality basic education come together, and now it is time to build on this progress to ensure that this collective strategy to ensure that every child is learning becomes a reality. For the remainder of the replenishment campaign, and in GPE's next replenishment campaign, all partners should continue to build on lessons learned – by delivering increased financing, focusing on achieving policy goals at country level, and developing the necessary capacity to monitor the attainment of universal quality basic education for all.

