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Framing Paper 2

**Financing for All: Beyond the
Primary Need**



AN ENABLING RIGHT:
**EDUCATION
FOR YOUTH
AFFECTED BY CRISIS**

2010 INEE POLICY
ROUNDTABLE

Framing Paper 2

Financing for All: Beyond the Primary Need

Janice Dolan and Laura Brannelly, CfBT Education Trust



**AN ENABLING RIGHT:
EDUCATION
FOR YOUTH
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Executive Summary

In 2000, governments and donors committed to the Education For All (EFA) goals, including the goal to ensure that the learning needs of young people and adults are met. Yet millions of young people are excluded from education opportunities, and a significant proportion of these young people live in areas affected by crisis. There is a need to revisit investment in opportunities for youth and ensure a focus on this goal of meeting the learning needs of young people and adults, particularly in countries affected by crisis where many miss out on the chance to access education.

The rationale for providing education for youth in these challenging contexts, however, extends beyond international commitments. Evidence suggests that unequal access to education opportunities is associated with deepening social and economic disparities, fragility and the risk of conflict (INEE, 2010; UNESCO, 2010). Research also indicates that secondary education in particular plays a critical role in reducing the likelihood and duration of conflict and fragility (Collier and Hoeffler, 2004; INEE, 2010).

This paper explores the extent to which post-primary education options are being financed, what approaches are being taken and the opportunities and challenges for supporting post-primary education in the future. In situations of conflict and crisis youth and adolescents are likely to have a diverse range of educational needs and to fall into two broad categories: those who are post-primary age but have not yet acquired a basic education, and those who have received basic education and wish to go on to further studies. A number of different education options are required to meet these diverse needs, including second-chance education programs, technical and vocational training, work-related training, and secondary education.

Financing for education can come from a number of sources – governments, bilateral and multilateral donors, foundations, non-governmental organizations and community contributions, amongst others. However, there has been limited investment for education opportunities for youth. For example, governments in conflict-affected fragile states (CAFS) are, on average, investing less in secondary education (24%) as a share of the education budget when compared to other low-income countries (30%).

For donors, whilst progress has been made in recent years to increase aid for education in countries affected by conflict and crisis, this support has typically lagged behind that provided to other low-income countries. Much of the focus of this attention has been on primary education, linked with commitments to achieve universal primary education. Evidence presented in this paper reveals that donors are investing less aid in basic skills, secondary education and vocational education in conflict-affected states (\$618m) than in other low-income countries (\$963m); funding to post-primary education (\$618m) is at lower levels than aid to primary and tertiary education (\$1056m and \$766m, respectively). This is despite the numbers of youth who have missed out on their education due to conflict and crisis and the critical role that education at this level plays in long-term stability.

A similar pattern has been seen in humanitarian aid, with post-primary education receiving little attention in the humanitarian sector. However, some funding does reach post-primary or youth interventions. A review of humanitarian appeals in 2008 revealed that at least 34 of over 200 projects were funded with some youth component.

The paper concludes by highlighting a number of challenges and opportunities relating to the financing of post-primary education. It is clear that there is a need for investment across all levels of the education sector, and it is necessary to take a more holistic approach and to

recognize the important role that youth play in post-crisis recover and in national policy, plans and investments. Based on this, the forms of education opportunities financed need to be designed to meet the needs of the specific context and to align with labour market opportunities. Investment must represent value for money and provide meaningful learning experiences for young people, which enable them to progress to further levels of education or employment.

The paper concludes with the following recommendations:

- Ensure balanced sector development by understanding the education needs within crisis affected contexts and investing in all levels of the education sector. This should be reflected within national education policies and plans, as well as within donor strategies and commitments.
- Invest in youth affected by crisis by increasing aid for post-primary education. Review the balance of aid between different levels of education and the different types of youth education supported (secondary, vocational, basic skills for youth), and ensure allocation of aid based on need for post-primary education.
- Invest in secondary education, as a means of increasing opportunities for youth and as a key factor in reducing conflict and fragility.
- Engage with and support potential new sources of funding for education for youth affected by crisis through, for example, innovative financing mechanisms and foundations.
- Ensure success of initiatives and programs by understanding and linking education programme outcomes to future opportunities for youth.
- Invest in long-term programmes that ensure that policies and plans for youth are part of a country's longer term education planning and that link to future opportunities for youth.

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Acronyms

ALP	Accelerated Learning Program
CAFS	Conflict-affected fragile states
CAR	Central African Republic
CBO	Community-based organization
DRC	Democratic Republic of Congo
ECD	Early childhood development
EFA	Education for all
IDEJEN	Haitian Out-of-School Youth Livelihood Initiative
IDP	Internally displaced person
LIC	Low-income country
MDG	Millennium development goal
MOE	Ministry of education
NRC	Norwegian Refugee Council
ODA	Official Development Assistance
PPP	Public private partnership
RET	Refugee Education Trust
TVET	Technical and vocational education
UIS	UNESCO Institute of Statistics

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Photo credit: Sofia, 15, is learning how to read and write in an accelerated learning class for girls in Mukitixi, Kuansa Sul Province, Angola. Caroline Trutmann, Save the Children.

Introduction

Financing for education can come from a number of sources – governments, bilateral and multilateral donors, foundations, non-governmental organizations and community contributions, amongst others. The majority of funding comes from government sources, with aid only making up a small part of education financing in developing countries. In situations of crisis or emergencies, however, government capacity and financing can be severely limited and communities, NGOs, the UN and donors may play a more significant role. In these situations, however, education has not often been given priority by governments and donors. For example:

- the percentage of national government financing allocated to education tends to be low – 13.5% in conflict-affected fragile states¹ (CAFS) compared to 16.9% in other low-income countries² (other LICs);
- in CAFS only 5.3% of aid goes to education, compared to 10.3%³ of aid in other LICs; and
- education only received an average of 1.8% of humanitarian aid between 2006 and 2009.

(Save the Children, 2010)

In these difficult contexts there are many competing priorities and needs between sectors and within sectors. Since 2000, the Education for All (EFA) and Millennium Development Goals (MDG) have been successful in focusing attention on achieving universal primary education for all children. Although progress and support in countries affected by crisis has lagged behind that of other low-income countries in recent years, there has been an encouraging increase of support available from the international community. With the increased rhetoric, there has also been a slight increase in aid commitments, even though these remain well below the level of need. For example, education aid to CAFS increased from an average of \$1.8bn (2003-2005) to an average of \$2.3bn (2006-2008), and humanitarian aid to education increased from \$55m in 2006 to \$145m in 2009, although only 31% of the required need for funding was met in 2009⁴.

However whilst attention has been paid to primary education, the EFA and MDG goals also highlight the need to increase education opportunities and improve the quality of education for youth and adolescents⁵ (see Box 1).

¹ A group of 28 countries affected by conflict and fragility. The countries include Afghanistan, Angola, Burundi, Cambodia, Central African Republic, Chad, Colombia, Republic of the Congo, Côte d'Ivoire, Democratic Republic of Congo, Eritrea, Ethiopia, Guinea, Haiti, Iraq, Liberia, Myanmar (Burma), Nepal, Nigeria, Pakistan, Rwanda, Sierra Leone, Somalia, Sri Lanka, Sudan, Timor Leste, Uganda, Zimbabwe. This list is based on the Save the Children definition (Save the Children, 2007).

² For purposes of comparison, the external financing of CAFS is compared with a group of 31 'other low-income countries' also based on the Save the Children definition (Save the Children, 2007). This group includes Bangladesh, Benin, Bhutan, Burkina Faso, Comoros, Gambia, Ghana, Guinea-Bissau, India, Kenya, Democratic Republic of Korea, Kyrgyz Republic, Lao PDR, Madagascar, Malawi, Mali, Mauritania, Mongolia, Mozambique, Niger, Papua New Guinea, São Tomé and Príncipe, Senegal, Solomon Islands, Tajikistan, Tanzania, Togo, Uzbekistan, Vietnam, Yemen, Zambia

³ Figures are a 3 year average of education commitments from 2006 to 2008.

⁴ Data take from, or calculated from, Save the Children (2010)

⁵ Whilst the official UN definition of youth is between the ages of 15 to 24, this paper will analyse data related to levels of education which are available to youth of post-primary age, but pre-tertiary level. Therefore, it will consider lower and upper secondary education, non-formal education opportunities and technical and vocational education. The ages at which children and youth enter these levels of education will vary across countries, so the span of age ranges is likely to be wider than the 15 to 24 years of the official definition.

Box 1: The EFA and MDG goals that highlight education for youth

The Education for All Goals

Goal 3: Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programs.

Goal 4: Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.

Goal 6: Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

The Millennium Development Goals

MDG 3: Promote gender equality and empower women.

Target: Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015

Scope of this paper

The level of need and the rationale for focusing on post-primary education options for youth is clear, but to what extent are they being funded now? What approaches are being used? What are the opportunities and challenges in supporting post-primary education in the future? This paper will give an overview of the current picture of government and aid financing of post-primary education and will use examples to illustrate the types of initiatives being financed in countries. The paper will use analysis and examples to identify opportunities and challenges for the sector and to make recommendations. However, whilst the paper uses the data available to illustrate trends, it raises many questions that will need to be answered through further quantitative analysis and informed by qualitative examples and experience. In addition, due to the diverse nature of the sector, this paper does not give a comprehensive picture of all financing and options. As such, the paper will be informed and developed by discussion at the INEE Roundtable – An Enabling Right: Education for Youth Affected by Crisis in November, 2010.

There are a number of channels through which youth can access education opportunities – either through second chance education programs, post-primary options, or work-related training. This paper will investigate trends in financing for two of the three important potential streams of financing for post-primary education – second chance programs and post-primary options in countries affected by crisis. Work-related training, whilst an important option for youth education, will not be investigated here due to the difficulty in identifying data to be able to present a clear picture. In addition, this paper will not consider higher education; as such funding for post-secondary/tertiary has not been included in the following analysis.

In situations of crisis youth are likely to have a diverse range of educational needs and to fall into two broad categories, with a number of post-primary education⁶ options open to them (see Figure 1):

⁶ The term post-primary education will be used throughout this paper to represent the education options open to youth (that is those that are beyond primary age), whether or not they have completed primary education.

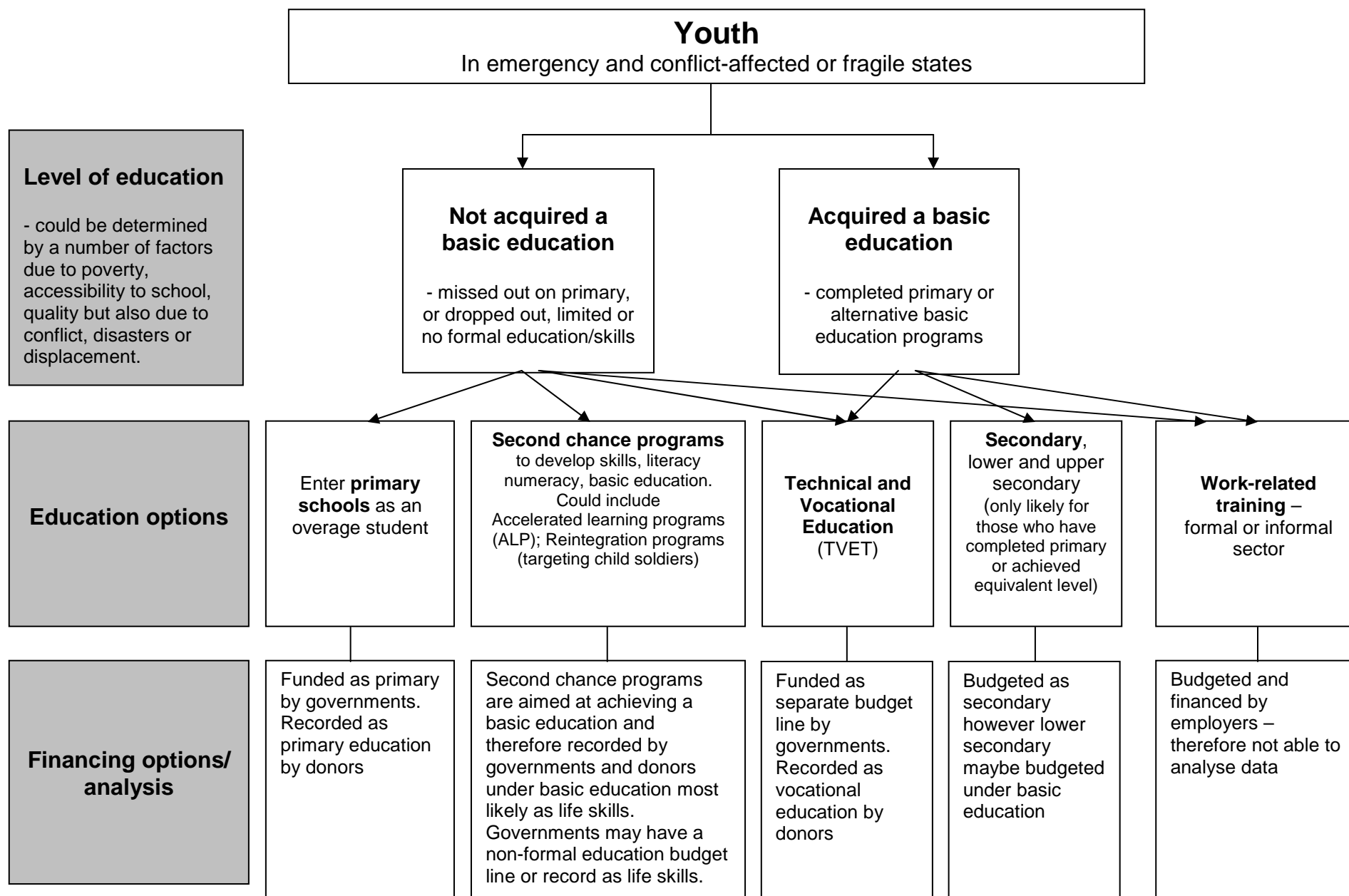
1. Youth who have not yet acquired a basic education: that is, youth who missed out on primary education due to crisis, or for other reasons, and who are post-primary age, or youth who entered primary education, but dropped out or failed to acquire basic skills. The education options available to youth in these circumstances could include:

- returning to **primary school** as an over-age student, often because there are limited other options available. For example, even seven years after the conflict in Liberia, pressure is still being placed on primary schools as over-age youth who did not attend school during the crisis return to primary school (Republic of Liberia, 2010);
- entering **second chance education programs** that target youth who have missed out on acquiring a basic education through primary school; these are often non-formal education opportunities and can include Accelerated Learning Programs (ALP), which have been popular in post-conflict situations such as in southern Sudan, Liberia and Sierra Leone. These may also be specific targeted programs for groups of youth; for example, reintegration programs for child soldiers which offer a basic education element;
- **vocational programs** which offer skills or technical training along with a basic education component;
- **work related training** supported by employers.

2. Youth who have a basic education and want to go on to post-primary education: that is, youth who completed primary education and/or have acquired basic skills through alternative programs and wish to continue with education post-primary. The education opportunities available to youth in these circumstances could include:

- entering **secondary education**. Secondary education usually consists of lower secondary (often considered part of basic education) and upper secondary;
- entering **technical and vocational education programs**;
- **work-related training** supported by their employers.

Figure 1: Post-primary education and financing options



The importance of supporting education for youth in these contexts cannot be undervalued or forgotten. Not only is it a right of everyone to access education⁷, but access to levels of education beyond primary is highlighted in the Convention on the Rights of the Child and Universal Declaration of Human Rights.⁸ In addition, and as already mentioned, the MDG goals and EFA goals support education opportunities for youth, with the EFA goal 3 being particularly important (see Box 1). However, unlike other parts of the Dakar Framework, this goal has been ‘the subject of quiet neglect’ (UNESCO, 2010:76). There is a need to revisit investment in opportunities for youth and to ensure a focus on this goal, particularly in countries affected by crisis.

Within countries, unequal access to skill-development opportunities will be reflected in deepening social and economic disparities (UNESCO, 2010). At all levels, education is an important factor in the relationship between social cohesion and fragility (INEE, 2010). For example, a review of cross-country studies found that primary and secondary enrolments are significant as an indicator of a state's ability and commitment to provide basic services as well as a minimizing effect on opportunity costs for joining a rebellion. In particular increased levels of secondary enrolment, especially male enrolment, are associated with the reduced likelihood and duration of conflict (Collier and Hoeffler, 2004; INEE, 2010). A World Bank study on civil wars since 1960 concluded that a ‘country which has ten percentage points more of its youth in schools – say 55% instead of 45% - cuts risk of conflict from 14% to around 10%’ (Collier, 2000). In addition, one of only three key factors in lifting a country out of fragility and conflict is the greater the proportion of a population that had secondary education (Collier, 2007). Not only do the statistics reinforce the importance of post-primary education opportunities, but youth themselves also place high value on these opportunities (see Box 2 and Box 3).

Box 2: Somalia - no high school, no hope in Gedo

Primary school is a dead end for many children in Somalia, particularly in the southwestern Gedo region where many end up jobless, joining a militia, or emigrating. Years of civil conflict, following decades of colonial neglect, have produced grim educational statistics: nationally, about one in five children of primary school age actually goes to school, according to UNICEF. Less than half of these children go on to secondary school; an essential step for those wanting to attend university in the Somali capital, Mogadishu, or in the city of Kismayo.

In Gedo, 480km southwest of Mogadishu, even those that finish primary have limited chance to progress to secondary. But despite the lack of opportunity, students in Gedo are keen to continue their education.

"I finished primary school in 2007 and up to now I can't go to secondary school," said Mohamed Farah Dahir, 17. Some of his friends have travelled to Yemen, others have joined militias. "I have been approached by a militia but I told them I am going off to school in another town," he said.

Aden Abdullahi, in Luuq town, said the problem of uneducated youth is “killing our country”. "Without an educated youth Somalia will never recover," said the deputy head of Luuq primary school. "The choice is the pen or the gun. I want our youngsters to choose the pen and have a decent opportunity for a normal life

Adapted from Irin news report on 8th September, 2010, *Somalia: No high school, no hope in Gedo*
<http://www.irinnews.org/report.aspx?Reportid=90425>

⁷ As included in the Universal Declaration of Human Rights

⁸ This right is reaffirmed in the International Covenant on Economic, Social, and Cultural Rights (ICESCR), which in Article 13(b) goes on to state that “Secondary education in its different forms, including technical and vocational secondary education, shall be made generally available and accessible to all by every appropriate means...” Whilst this does not legally oblige signatory states to provide post-primary education it does support their provision (Rhoades, 2010:21).

Yet, as UNESCO (2010) states, the silent neglect of this goal is apparent despite potential benefits, and millions of youth are excluded from education opportunities -- whether those opportunities be a basic education through second-chance programs or other post-primary opportunities. The latest analysis by the UNESCO Institute of Statistics (UIS) shows the level of exclusion. According to estimates, there are approximately 71 million out-of-school adolescents of lower secondary school-age⁹, or 18% of the proportion of the age group (UIS, 2010). In CAFS, for those countries with data available (16 out of 28) almost 20 million adolescents are known to be out-of-school¹⁰.

Box 3: What does post-primary education offer a young person?

Perspectives from Hibist Kassa, Youth Partner and University of Ghana postgraduate student

"This question means a lot in my life because I know the difference it [post-primary education] can make. In most countries in the 'developing world', a life is more than a life. It is linked to an extended family and ultimately a community of people. Where states fail, these are the support networks people rely on. So why does a young person need to know more than how to read or write? A basic understanding of algebra should be enough, right? To the contrary, this only offers a person what they need to interact in a very limited way in the social, political and economic life of their respective countries. How does a young person acquire the skills to develop informed opinions or views on the hardship that refugees and IDPs face daily? How does the community find its voice? Once people feel marginalized from the system they live in, political instability becomes an inevitable outcome. And is this really just instability or a struggle emanating from groups that want to be heard? Education gives a person a voice. Young people want education so that their voices can be heard. Education lays the basis for social and economic freedom to be achieved. As a young person this only means, we want to be free!"

Education financing beyond primary¹¹

Government resources and aid through development or emergency channels can support education opportunities for youth in situations of conflict or crisis. The following analysis presents an overview of government financing and development and of humanitarian aid for post-primary education opportunities for youth. The analysis highlights key findings at a global or country level from the data analysis. Sections 3 and 4 will use the findings from the analysis to highlight opportunities and challenges in financing post-primary education, pose key questions and draw out recommendations.

Government financing

All governments take a sector approach to education and recognize the need for early childhood development (ECD), primary, post-primary and tertiary education. However, in reality, with limited resources government priorities may focus on one particular sub-sector. In recent years, the national and international drive in many countries to achieve universal primary education has focused attention on primary education. In addition, in post-conflict or fragile¹² situations there are likely to be increased demands on government resources; for example, the Puntland State of Somalia Ministry of Education (MOE) states, 'the war and its aftermath have created the following problems: limited and unequal

⁹ 10-15 years of age in most countries. UIS also notes that there are currently no internationally accepted indicators for post-primary education. Existing data based on gross enrolment rates in secondary education do not take into account adolescent girls who are enrolled in primary or tertiary education (UIS, 2010).

¹⁰ Data from the UNESCO Institute of Statistics (UIS).

¹¹ See Appendix 1: Data sources and methodology for information on data and the methodology.

¹² A fragile situation is one characterised by weak governance, high levels of inequality and political instability.

access to education, skewed heavily against the rural poor and girls; poor quality of educational provisions; an unresponsive school curriculum; absence of standards and controls; inadequate management and planning capacity; a weak financial base; and the existence of numerous and poorly coordinated educational provisions.¹³ In addition, education for those who have missed out on opportunities due to crisis will create additional demands on government resources.

**Box 4: Challenges in financing post-primary education:
Perspectives from Hibist Kassa, Youth Partner and University of Ghana
postgraduate student**

The access to quality education is critical. However, refugees and IDPs face additional challenges than other individuals. Once one is viewed as not being 'local' the rights that go with access to resources are limited, if not non-existent. As young people compete within the broader communities they reside for scarce resources, complications can arise. In the case of refugees this emanates from being labelled 'foreign'. Local officials may not be aware of the existing national laws governing the status of refugees. Being labelled foreign can have implications such as higher fees. It is also understandable if refugees hesitate from openly declaring their status. The uncertainty surrounding how local officials may react to such information is daunting. A norm may exist not to impose higher fees on persons from African countries, for instance. But such exercise of discretion cannot be depended upon. There is a need for directives to be given by the Ministries or Departments in charge of education to clarify these issues. In the absence of this, external support is required to secure that such persons have access.

Hibist also faced these challenges. "Once I completed my primary education, it was natural to assume that I had to advance in my studies. My family viewed it as being a basic human right. However, when I reached the senior high school level, a little known regulation concerning 'foreign' students was suddenly receiving the serious attention of the school authorities. It was at that point that the limitations my parents had in funding my education came to my attention. The regulation required that students classified as 'foreign' should make payments that were remarkably higher than 'local' students. This education policy has been an obstacle in my way ever since. I was fortunate that an official in the school was finally convinced to revoke its application in my case. I managed to complete senior high school without further problems".

Hibist is an Ethiopian refugee in Ghana. She has been able to continue with her studies post-secondary but as she is considered a foreign student she has been faced with large tuition fees in her undergraduate and graduate studies. At both levels she has been lucky enough to secure an Albert Einstein German Academic Fund for Refugees Initiative (DAFI), scholarship to continue with graduate studies. However, in the process she left others behind who have not been successful in achieving the scholarship. For Hibist this is "a story of hope, sheer desperation and shattered dreams that must be told."

Budget allocations and expenditure are good indicators of government priorities as they give an indication of commitment to turn policies into action. Although governments may have strategies in place for a balanced sectoral approach, limited resources often will mean that governments have to make difficult decisions about where to invest. For example, one of the biggest challenges facing the MOE in Liberia is inadequate sources of finance to allow it to meet demands (Republic of Liberia, 2008). So despite recognising the challenge of over-age youth lacking a basic education, they have limited resources to address this issue (for further information on Liberia, see Box 5). However, progress can be made. For example from 2007 to 2009, the Government of Uganda, with World Bank support, increased post-primary education enrolment by almost 150,000 students across

¹³ From Puntland State of Somalia, Ministry of Education website
<http://education.puntlandgovt.com/education.php>

the country. The government focused efforts on a more dynamic and productive workforce through the Universal Secondary Education policy, which helped to increase transition rates between primary and secondary school from 51% in 2006 to 69% in 2007¹⁴.

When it comes to investing in secondary education, on average, governments in CAFS invest less of their education budget at the secondary level than do governments in other LICs – 24%, on average, in CAFS compared to 30% in other LICs¹⁵. The level of investment varies across countries, from less than 10% in Ethiopia to greater than 40% in Angola, but it is noticeable that, for those countries with data available, six other LICs invest greater than 30% of their budget in secondary, compared to just two CAFS. This could possibly be due to increased demands for other post-primary education options, such as vocational education and basic skills education, in CAFS.

Donor financing

Development aid

(i) The funding going to post-primary education is lower than the amount of funding going to primary and ECD¹⁶ and post-secondary/tertiary.

Funding to support post-primary education could be through a number of channels; education aid for youth education could, therefore, be recorded under a number of categories – secondary education, vocational education or life skills. An analysis of aid over a three-year period (2006 to 2008) illustrates that post-primary education in CAFS receives funding (\$617m); this is one quarter of all education aid to CAFS. As might be expected, however, it receives a smaller proportion of funding than primary and ECD (\$1056m, a 43% share). It also receives a smaller proportion than post-secondary (tertiary) education, which during that time received a 31% share of education aid to CAFS (\$766m) (see Figure 2).

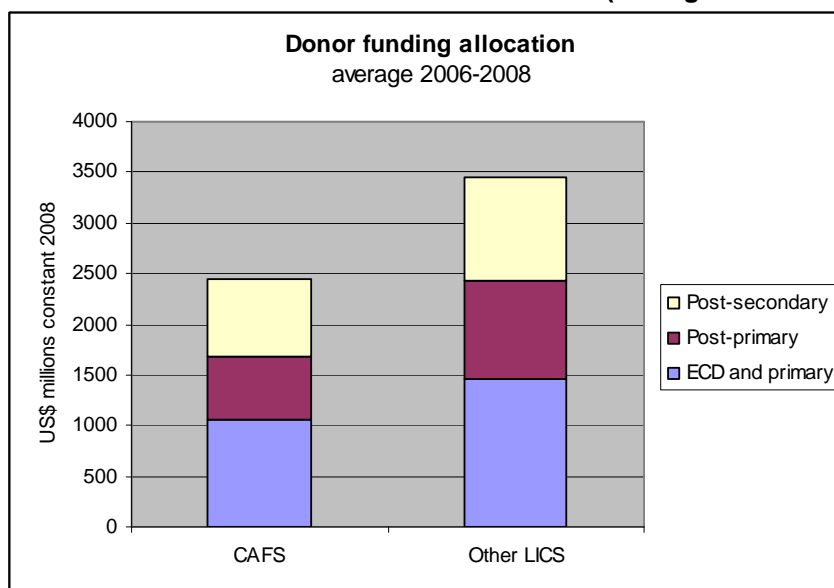
CAFS have more significant numbers of out-of-school primary school children and youth than do other low-income countries; in addition, CAFS often face challenges due to the impact of conflict on education, long-term under-investment and limited capacity. It may be expected, then, that given a higher level of need at all education levels, CAFS would receive higher levels of aid. However, other LICs receive 40% more education aid overall (\$2.4bn for CAFS compared to \$3.4bn for other LICs). For post-primary education other LICs (\$963m) receive 50% more education aid than CAFS (\$618m). As shown in Figure 2, the distribution of aid amongst the sub-sectors is not significantly different between other LICs and CAFS; however, it is noticeable that in other LICs, post-primary receives a higher proportion of aid than it does in CAFS.

¹⁴ From *Post Primary Education Program Increase Student Enrolment in Uganda* 21st August 2010 <http://www2.reliefweb.int/rw/rwb.nsf/db900SID/EGUA-88VRRD?OpenDocument>

¹⁵ Data based on percentage distribution of public current education expenditure on secondary education for countries with data available (14 other LICs and 9 CAFS). Data on public expenditure per secondary pupil as a percentage of GDP per capita also implies a lower investment in secondary in CAFS (19% in CAFS compared to 28% in other LICs).

¹⁶ As the analysis is considering education opportunities to youth, it breaks basic education down into 'ECD and primary' and 'basic skills for youth and adults'. These components are recorded on the OECD DAC database as part of basic education.

Figure 2: Education aid distribution in CAFS and other LICs (average 2006-2008)



Source: OECD-DAC Development Database on Aid Activities: CRS online

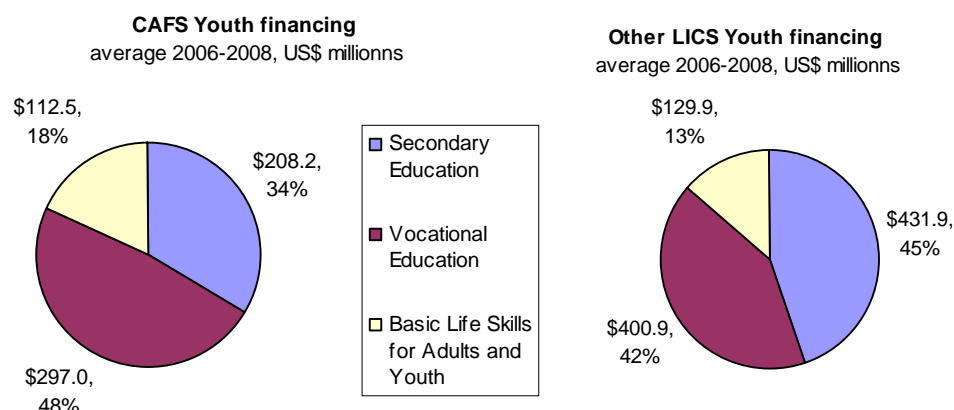
(ii) Almost half of all post-primary education aid in CAFS goes to vocational education

As Figure 3 illustrates, almost half (48%) of all post-primary education aid in CAFS goes to vocational education. A third (34%) goes to secondary education and less than a fifth (18%) to basic life skills for adults and youth. In other LICs it is noticeable that the highest proportion of post-primary education aid goes to secondary education (45%); in funding terms this is more than double the aid for secondary education in CAFS. It is clear that both in terms of volume of funding and distribution of aid, secondary education is a higher priority in other LICs than it is in CAFS. An average of \$2.90 was committed by donors for each secondary-aged person in CAFS, compared to \$7.85 in other LICs.¹⁷ This may be due to competing priorities in CAFS because of the high numbers of youth who may have missed out on basic education opportunities¹⁸. Given the number of youth who have not completed a basic education, it is welcome to see the higher proportion of aid focused on supporting basic life skills for adults and young people compared to other LICs. However, it is also noticeable that, despite these specific needs in CAFS, the amount of aid going to basic life skills for adult and youth is less in CAFS (\$112m) than in other LICs (\$130m).

¹⁷ Note that due to availability of data this refers to expenditure on formal secondary education only. The data presented for other LICs has Ghana removed as Ghana is a significant outlier and skews the data. With Ghana included in the analysis an average of \$11.77 was committed by donors per secondary aged pupil in other LICs.

¹⁸ This may also be to do with an overall lack of investment in education in CAFS by donors which has been recognised in recent years.

Figure 3: Distribution of post-primary education aid in CAFS and other LICs (average 2006-2008)

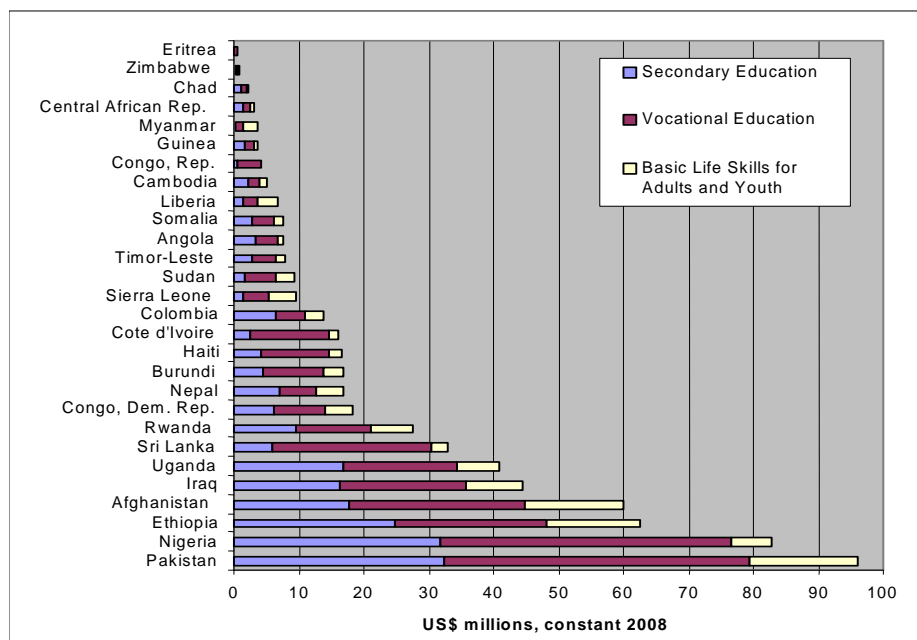


Source: OECD-DAC Development Database on Aid Activities: CRS online

(iii) The amount of post-primary education aid varies significantly across countries.

Figure 4 illustrates the different levels of education aid for youth education across CAFS. Needs and population size differ by country and will influence the levels of aid needed in each. However, it is noticeable that six countries receive almost 60% of post-primary education aid available (Pakistan, Nigeria, Ethiopia, Afghanistan, Iraq and Uganda). These six countries also received 55% of primary and ECD education aid. All of these are high population countries with significant aid-funded education programs and also recipients of budget support¹⁹. Several of these countries are also of significant international and political interest²⁰.

Figure 4: Education aid for post-primary education programs in CAFS (average 2006-2008)



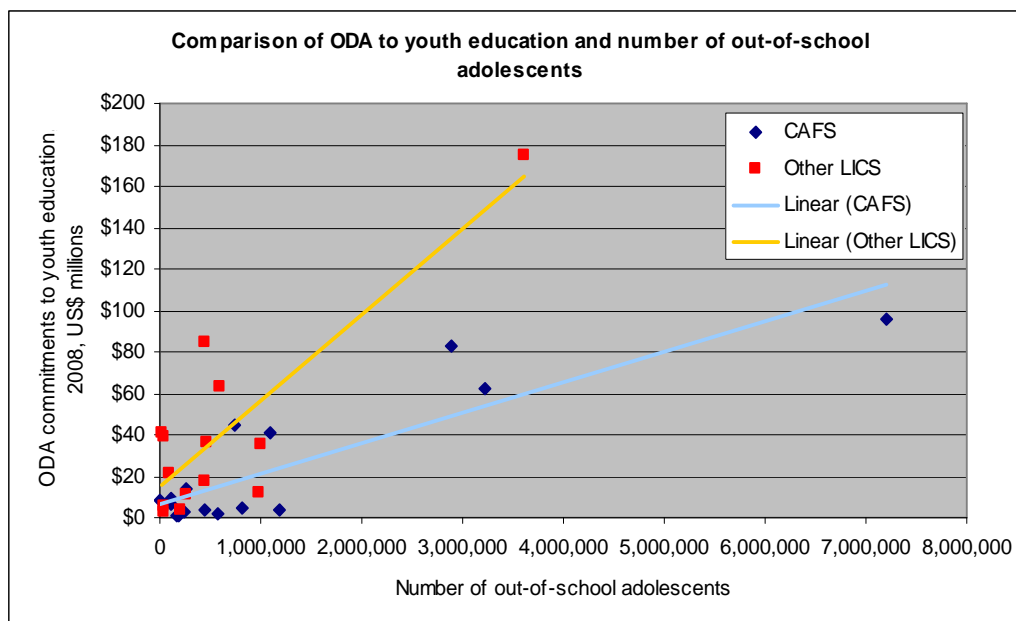
Source: OECD-DAC Development Database on Aid Activities: CRS online

¹⁹ Budget support is where donors directly support the overall budget of a country. It is often assumed that 20% of aid through budget support will go to education. Where donors use budget support they are often able to disburse larger amounts of aid.

²⁰ Further analysis would be needed to understand what is driving the commitments, for example who are the main donors, what are the particular policy priorities of donors, is there political interest from the donors etc. It has not been possible to do this analysis within the scope of this paper.

Mapping of aid commitments to post-primary education in 2008 with the number of out-of-school adolescents indicates that aid is not always responsive to need, with less aid flowing to CAFS when compared with other LICs (see Figure 5).

Figure 5: Comparison of aid to post-primary education and number of out-of-school adolescents



Source: OECD-DAC Development Database on Aid Activities: CRS online and UIS Data Centre

(iv) The type of education programming for youth (vocational, secondary, life skills) varies across countries.

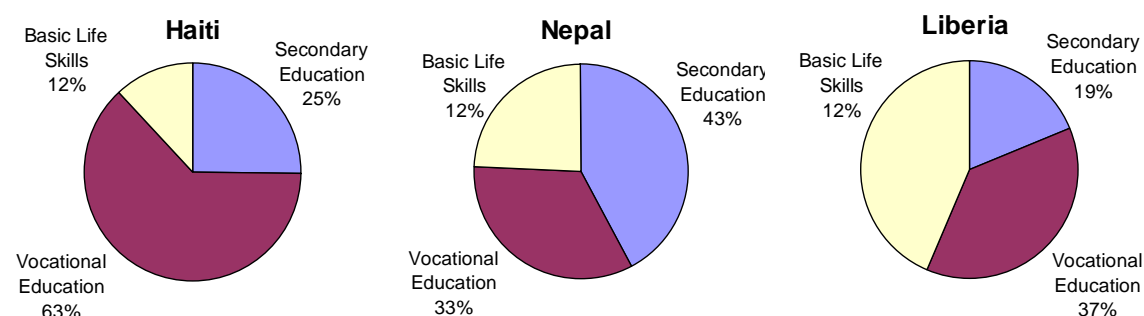
As Figure 6 illustrates, and as might be expected, the proportion of education aid committed to different types of post-primary education differs across countries. For example:

- Some countries have a high proportion (> 50%) of post-primary education funding going to **vocational education**, including Burundi, Côte d'Ivoire, Republic of Congo, Nigeria, Haiti, Sri Lanka and Sudan (See Box 4 for more information on Haiti).
- Some countries have a high proportion (> 40%) of post-primary education aid going to **secondary education**, including Angola, Cambodia, CAR, Chad, Colombia, Guinea, Nepal and Uganda. However, no CAFS receive greater than 50% of post-primary education aid for secondary, whereas 10 other LICs do receive greater than 50% of post-primary education aid for secondary.
- Only three countries have a high proportion (> 40%) of post-primary education going to **basic life skills** for adults and youth - Liberia, Myanmar and Sierra Leone. In Liberia, some of this aid is likely to have been funding Accelerated Learning Programs (ALP) (see Box 5).

Further analysis would be needed to determine if these priorities are meeting the needs in different contexts and to analyze which donors are supporting which types of youth activity and whether they are influencing priorities within country, or in fact are aligning with government priorities. The examples from Haiti (Box 4) and Liberia (Box 5) illustrate the level of need in different contexts, the level of competing priorities within countries, and the level of willingness of some agencies and donors to find solutions to educational challenges within country. They also highlight the need for programs, particularly those

related to skills development and vocational education, to link to long term opportunities for youth and to labour market opportunities.

Figure 6: Distribution of post-primary education aid in three CAFS (average 2006-2008)



Source: OECD-DAC Development Database on Aid Activities: CRS online

Box 5: Increasing opportunities for out-of-school youth in Haiti

In Haiti, post-primary educational opportunities are scarce due to limited resources. In 2004, of the 123,000 students who met the academic requirements needed to progress to secondary school, only 82,000 (67%) were able to attend (Luzincourt and Gulbrandson, 2010). In the 2008-2010 Growth and Poverty Reduction Strategy Paper the government acknowledged the need to make both vocational education and formal secondary education accessible to a greater number of people (Republic of Haiti, 2007). Whilst young people make up a third of the workforce in Haiti, they often lack the skills required to find employment in an economy where opportunities are scarce, and it is estimated that only half of Haitians over the age of 15 can read.

Initiatives such as the Haitian Out-of-School Youth Livelihood Initiative (IDEJEN), funded by USAID, have sought to provide locally-based training opportunities, non-formal basic education and life skills to young people (aged 15-24). IDEJEN began in late 2003 and is now scheduled to phase out by the end of 2010. The original program from 2003-2008 was valued at just over US\$5.5 million.

The program operates through a series of Youth Centres managed by local community-based organisations (CBOs). By 2008, there were 44 youth centres, run by 31 CBOs with the number of centres expected to rise to nearly 100 serving 13,000 young people. Key aspects of the program include:

- The program offers different pathways for youth depending on their preferences and helps them connect to opportunities after the program. Following 12 months of basic employability training, there is six months of context-based training, intended to enable young people to integrate back into formal education or to access further vocational or entrepreneurial training, employment opportunities, or internships.
- The program utilised pre-existing youth-orientated CBOs as the primary mechanism of implementation in order to build upon their local knowledge of labour markets and communities.
- Some Centres have become financially self-sufficient by identifying partners within their communities who can provide support through fundraising or in-kind contributions.

Whilst IDEJEN has had some success, there are also lessons learnt in terms connecting youth to other opportunities. Although non-formal basic education programs may be designed to reach out-of-school youth and to open new opportunities for them, without a bridging support in place to connect them to further education or work opportunities, youth are only being set up for failure.' (Beauvy et al, 2010:9)

(See Box 6: After the earthquake: Haiti and post-primary education, for more information on Haiti)

Box 6: Education challenges and opportunities for youth in Liberia

With the return to peace and the promotion of free basic education, school enrolment increased in Liberia, placing significant pressure on a fragile and recovering system. This was compounded by the problem of over-age pupils. The 2004/05 school census found that 85% of the students in Grade 1 were aged between 8 and 20 years old, above the expected age of 6 to 7 years. Half of these over-age pupils were over the age of 11 (Government of Liberia 2007).

To address the needs of those who had missed out on education due to the conflict, an Accelerated Learning Program (ALP) was introduced in 2005, led by the Ministry of Education and implemented by 10 different agencies. By 2009 the ALP was operational in all 15 counties in Liberia and had reached over 75,000 students. Similar to other ALPs, the program compresses six years of primary school education into three years and, in their final year, students take the Liberian Primary School Certificate Examinations. The majority of the ALPs are run in MOE schools during afternoon sessions. ALP teachers, who are also MOE school teachers, receive incentives and both pre-service and in-service training. The implementing agencies have received financing from bilateral donors and private foundations. The initial target was for the ALP to reach 300,000 children and youth between 2007 and 2010; however, only a quarter of these have currently been reached. Consequently the Government has extended ALP until 2012.

Youth skills and unemployment continue to be a pressing issue for the Government of Liberia, and their Poverty Reduction Strategy includes a commitment to “create opportunities to train and employ of unemployed youth”. Many agencies support the Government in this ambition; for example, NRC’s Youth Education Pack and USAID’s current youth program, which builds upon the ALP by targeting out-of-school youth and focusing on basic literacy, numeracy and workforce skills. There have been indications, however, that the MOE wishes to move away from projects towards a more integrated longer-term approach to youth education (Nkutu et al, 2010).

Secondary education is also an option for youth who have completed primary education. There are approximately 350 government secondary schools across the country with a majority only offering lower secondary (until Grade 9). Approximately half of all young people attending secondary schools are enrolled in government schools with the remaining students attending private or faith-based schools (Government of Liberia, 2007). Financing of secondary education has not always been deemed a priority due to school’s ability to raise revenue through fees. However the current Education Law (2002) grants citizens a right to nine years of basic education (through to completion of lower secondary); this, coupled with improved enrolments in primary, will prompt further demands on the secondary education system and calls for resources to help fulfil these demands.

One of the biggest challenges facing the MOE in Liberia is inadequate financing to allow them to meet demands (Government of Liberia, 2008). A review of education aid over the last decade reveals significant prioritising of basic education, including basic life skills for youth and adults, with 59% of education aid going to primary and ECD and 12% to basic life skills for adults and youth. Since 2006 aid for secondary and vocational education has fallen significantly and there is limited external support available for these areas.

Humanitarian aid

Humanitarian aid can be used to support education in emergencies in rapid onset and chronic crisis situations. However, within the context of education being underfunded in humanitarian aid, an initial review of data available indicates that funding for post-primary education has also received little attention within the humanitarian sector. For example:

- In the Consolidated Appeals Process²¹ in 2008 and 2009 it is only possible to identify 7% of education funding (\$16m in 2008, \$11m in 2009) that has a defined post-primary component. However, it is also important to note that, from the information available, the majority of funding (82%) could not be identified by education sub-sector²².
- In a review of Education Cluster objectives in six countries²³ in 2010, only two countries (DRC and Afghanistan) had an explicit reference to youth. For example two of the objectives in Afghanistan are:
 - To increase access to and retention of education for children and youth affected by natural disasters and conflict, including support of psychosocial needs for children and youth in vulnerable communities.
 - To provide complementary non-formal education, basic/life skills and alternative opportunities for out-of-school children, youth and adults²⁴.
- One of the projects proposed in the Afghanistan Humanitarian Action Plan 2010 is a Youth Education Pack. This would target 1200 youth – who are mainly unemployed, illiterate returnees and IDPs – for vocational training and livelihoods support in Nangarhar, Herat and Faryab²⁵. To date, however, only 1% of the \$33m overall education funding requirements has been funded, and this project remains significantly unfunded²⁶.

These initial observations would require further analysis to draw conclusions that youth are being neglected in education and emergencies. They do, however, raise some initial questions as to the amount of attention that post-primary education is drawing in the humanitarian sector.

Some funding does, however, reach post-primary or youth interventions. In 2008, 34 projects were funded with some youth component (out of over 200). Sudan was the country with the most projects funded (13) to a value of \$5.8m, and Uganda had six projects funded (\$2.7m). In 2010, in the response to the earthquake in Haiti in January, two agencies, UNESCO and Refugee Education Trust (RET), appealed for funding to support post-primary education (see Box 6).

As would be expected, projects vary in nature depending on the context and needs. For example in 2008:

- Denmark supported Ibis to implement Accelerated Learning Programs in Sudan (\$0.9m) and Liberia (\$0.5m);
- Ireland supported IRC to implement non-formal education and skills building for conflict affected populations in Darfur, Sudan (\$0.3m);

²¹ The Consolidated Appeals Process is a mechanism for coordinating the planning, funding and implementation of a humanitarian response. It involves host governments, donors, and the Inter Agency Standing Committee (IASC) country members including UN agencies, NGOs and the Red Cross Movement.

²² To be able to identify the exact target group of each intervention it would be necessary to review individual project documents and this was not possible within the scope of this analysis.

²³ Central African Republic, Uganda, Nepal, DRC, Republic of Congo and Afghanistan Cluster Objectives as presented in the 2010 Humanitarian Action Plans or the 2010 mid-year Consolidated Appeals Process Report.

²⁴ Afghanistan Mid-Year Review 2010 Humanitarian Action Plan

[http://www.reliefweb.int/rw/RWFiles2010.nsf/FilesByRWDocUnidFilename/MUMA-879W4B-full_report.pdf/\\$File/full_report.pdf](http://www.reliefweb.int/rw/RWFiles2010.nsf/FilesByRWDocUnidFilename/MUMA-879W4B-full_report.pdf/$File/full_report.pdf)

²⁵ Accessed 24th September, 2010

http://ops.unocha.org/Reports/daily/CAPProjectSheet_878_2010924.pdf

²⁶ Accessed 24th September, 2010

http://fts.unocha.org/reports/daily/ocha_R32_A878_1009240940.pdf

- The US supported Refugee Education Trust to implement basic education for the over-aged, and secondary education in Chad (\$0.9m).

Box 7: After the earthquake: Haiti and post-primary education

The 12 January 2010 earthquake in Haiti killed an estimated 38,000 students and 1,500 education personnel (UNICEF, 2010) and directly or indirectly affected an estimated 1.23 million children and youth under 18. In addition the earthquake affected 90 per cent of schools in earthquake-affected areas. This represented 23% of all schools in the country. Six months after the earthquake, an estimated 80% of schools affected by the earthquake have reopened in some capacity.

Within the education response, as part of the UN Flash Appeal, two agencies explicitly focused on post-primary education:

UNESCO: appealed for \$2.9m focused on post-primary education, aiming to provide support for 110,000 secondary, vocational and tertiary students and 500 education personnel. It has received contributions and commitments from Brazil, Bulgaria, Japan and the OPEC Fund for International Development, meeting 78% of funding requirements. The UN appeal notes that youth are a particularly vulnerable group in the aftermath of the earthquake due to the lure of crime and gangs in the unstable environment. They identified youth as a potentially overlooked sector during the emergency response and a gap they could fill. The development of TVET to meet the skills required in reconstruction was also noted.

The Refugee Education Trust (RET): appealed to work with 11,500 youth aged 15-24 at risk of becoming disenfranchised or dropping out of school. The appeal totalled \$1.1m; of which \$606,000 has been funded to date. The planned support includes psychosocial support, after-school recreational activities in displacement camps and vocational training in the form of literacy, construction skills and support in developing income-generating activities

Opportunities and challenges in financing education beyond primary

Balancing government priorities: taking a holistic perspective

In all countries, governments must balance priorities. Where is the most need? What should be the level of investment in different areas such as health, water, and education? Limited resources make these questions all the more difficult and critical. The situation is the same within a sector. What should be the level of investment in different levels of education – ECD, primary, secondary, vocational, and tertiary? The key has to be a balanced approach in order to invest and develop the sector as well as to contribute to national development. In CAFS, there needs to be investment across all levels of education based on needs. However, the data presented in this paper illustrates a limited investment in CAFS in post-primary education by both donors and governments (based on the level of investment in secondary).

In these contexts, it is critical to recognise that a focus on primary education is not sufficient to ensure that education mitigates conflict and fragility (INEE, 2010). As Box 5 illustrates, in post-war Liberia there has been a focus on primary education and basic skills. However, Liberia has a history of young people who haven't received education and a lack of attention to post-primary may exacerbate fragility (INEE, 2010). Given the critical role for the youth population, who may either contribute to recovery or become disillusioned with the process, addressing youth issues is a serious concern that requires attention. As INEE (2010:10) states, 'Liberia is a prime example of what national and international education communities are learning – that to focus on access to basic or primary is not sufficient to bring about long-term stability and development'.

Any investment, particularly in resource-poor environments, must also be based on a good understanding of the context and the needs. To ensure governments and others are able to balance priorities across the education sector they must have a good understanding of all educational needs. Therefore education assessments in emergencies or development contexts should ensure that the needs of youth are taken into account.

Recommendation: Ensure balanced sector development by understanding the education needs within crisis affected contexts and investing in all levels of the education sector. This should be reflected within national education policies and plans, as well as within donor strategies and commitments.

Donor investment in youth affected by crisis

Traditionally donors have not invested significantly in education in crisis contexts. In recent years, advocacy and initiatives such as the introduction of the global Education Cluster have highlighted the need for education to be supported in these emergency situations. The focus of this attention, in most cases, has been on primary education and the drive to achieve universal primary education. However, there also needs to be increased investment in post-primary education in crisis contexts. Despite the critical role that investment in education plays in longer-term stability, donors invested less aid in basic skills for adults and youth in CAFS than they did in other LICs, along with less aid for secondary *and* less aid for vocational education.

Recommendation: Invest in youth affected by crisis by increasing aid for post-primary education. Review the balance of aid between different levels of education and the different types of youth education supported (secondary, vocational, basic skills for youth), and ensure allocation of aid based on need for post-primary education.

Limited investment in secondary by governments and donors

Research indicates that secondary education in particular plays a critical role in reducing conflict and fragility; for example, a 10% increase in enrolment rates in secondary schools can reduce the average risk of conflict by three percentage points, and male secondary school enrolment rates are negatively related to the duration of the conflict (Collier and Hoeffler, 2004). However, the data presented in this paper indicates limited investment in secondary education both by governments and donors in CAFS. In recent years donors have placed increasing priority on linking aid to increased global and national security and the reduction of conflict; however, as yet, there has not been a significant shift to increase investment in secondary education, which would seem critical in order to achieve proposed objectives²⁷.

Recommendation: Invest in secondary education, as a means of increasing opportunities for youth and as a key factor in reducing conflict and fragility.

²⁷ Note some donors have started to increase investment in post-primary education, for example the UK's DFID, however there has not yet been a real drive invest in this level.

Potential for innovative financing approaches, public-private partnership and financing by foundations

Stagnating levels of Official Development Assistance (ODA) have led to increased interest in the potential of foundations, public private partnerships (PPPs), and other innovative forms of financing education to help meet needs (Srivastava and Oh, 2010). The potential to apply innovative financing approaches is particularly pertinent for post-primary education where financing is often regressive²⁸ and there is scope for attracting private resources and exploring mechanisms of cost recovery (Burnett and Bermingham, 2010).²⁹

Foundations could also provide opportunities to increase financing to post-primary education. The Foundation Center in New York provides a breakdown of funds provided by US-based foundations to finance education outside of the US.³⁰ The majority of this financing goes to higher education, often as scholarships for non-US students. Of the top 10 recipient organisations for foundations' international giving for education, seven are US-based higher education institutions where finance is received for scholarships or other forms of support for non-US students.³¹ However, there are some notable examples of foundations providing specific funds for education in conflict-affected areas, such as the Open Society Initiative, which provided \$5m to Liberia's Education Pool Fund to support the Government's Primary Education Recovery Plan (Schmidt and Taylor, 2010). Further awareness raising and support is needed to support foundations that wish to expand their support to youth education in conflict-affected environments.

Recommendation: Engage with and support potential new sources of funding for education for youth affected by crisis through, for example, innovative financing mechanisms and foundations.

Ensuring success: link programs with future opportunities for youth

It is important to understand the context and needs as well as the opportunities and labour market options in the country in order to make informed decisions about the forms of youth-orientated education. This is critical both for planning and development of the education sector and for ensuring the success of initiatives.

For example, the experience of the IDEJEN program in Haiti (see Box 4) highlights the need to ensure programs designed to reach out-of-school youth link to further education or work opportunities in the future, as otherwise youth are set up for failure (Beauy et al, 2010).³² Experience in Sudan also indicates that there is need to link programs with employers as well as to prioritize funding for programs where deliverables are measured in terms of number of trainees employed post-training, rather than numbers of youth trained (Women's Refugee Commission, 2010). In addition, in Liberia the ALP has not led to livelihoods for many students, who have now become part of a large, unemployed youth

²⁸ i.e. providing greater benefits to elites who could potentially finance these costs privately.

²⁹ For further information on different approaches to innovative financing see Burnett and Bermingham, 2010.

³⁰ Unfortunately the reported figures combine elementary and secondary education, so it does not provide a useful picture of the balance between the two. However it does provide information for TVET, which in 2007 received just over \$1.5 million, through 18 grants. This constituted 0.5% of funding provided by foundations.³⁰ (Elementary and Secondary grants constituted 16% of all education financing, and totalled over \$47 million, provided through 435 grants).

³¹ http://foundationcenter.org/focus/gpf/education/pdf/R_Educ_Intl_2007.pdf

³² It should be recognised that these youth often live in areas of high unemployment, as such the skills developed through these programs should also include elements of entrepreneurial skills and be linked to broader programs that generate conditions for communities to provide their basic needs.

populations. As the ALP program didn't include vocational and technical education, many of the graduates of the program complained that the training did not help them to get a job (INEE, 2010). In addition to being linked with labour opportunities, it is essential that education investments provide quality opportunities as well as improving access.

Recommendation: Ensure success of initiatives and programs by understanding and linking education programme outcomes to future opportunities for youth.

Look to the future: building for the long-term

It is also important to ensure that youth education initiatives are integrated into national education youth policies and supported by long-term investment and commitments, both on the part of the government and donors. Many of the initiatives highlighted in this paper are projects that are short-term in nature. In addition, some of the programmes are viewed as short-term responses, for example the ALP in Liberia (see Box 5). There is, therefore, a need to ensure long-term investment and planning in programmes such as secondary and vocational education to compliment the investment in programmes of a short term nature, such as basic skills. It is possible that, with the recent changes in the Education for All Fast Track Initiative to support sector wide plans (rather than focus on primary education), there maybe a move towards a more holistic and longer term planning for post-primary education.

Recommendation: Invest in long-term programmes that ensure that policies and plans for youth are part of a country's longer term education planning and that link to future opportunities for youth.

Summary of recommendations

- Ensure balanced sector development by understanding the education needs within crisis affected contexts and investing in all levels of the education sector. This should be reflected within national education policies and plans, as well as within donor strategies and commitments.
- Invest in youth affected by crisis by increasing aid for post-primary education. Review the balance of aid between different levels of education and the different types of youth education supported (secondary, vocational, basic skills for youth), and ensure allocation of aid based on need for post-primary education.
- Invest in secondary education, as a means of increasing opportunities for youth and as a key factor in reducing conflict and fragility.
- Engage with and support potential new sources of funding for education for youth affected by crisis through, for example, innovative financing mechanisms and foundations.
- Ensure success of initiatives and programs by understanding and linking education programme outcomes to future opportunities for youth.
- Invest in long-term programmes that ensure that policies and plans for youth are part of a country's longer term education planning and that link to future opportunities for youth.

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Appendix 1: Data Sources and Methodology

The data analysis within this report relies upon data from the following sources:

- The Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) Creditor Reporting System (CRS) for Official Development Assistance (ODA) data
- The UNESCO Institute for Statistics (UIS) Data Centre for data on the number of out-of-school adolescents and government expenditure on education
- The UN Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service for humanitarian aid data.

To obtain an accurate profile of all ODA supporting education, flows were adjusted to include a proportion of general budget support. To be consistent with previous data analysis in this area (Save the Children's *Last in Line* series) and recommendations from the FTI Secretariat, this report assumes that 20% of general budget support is directed towards the education sector. Of this 20% the following breakdown has been assumed:

10%	Basic Education	Primary education and early childhood development
5%	Youth Education	Secondary education (2%)
		Vocational education (2%)
		Basic life skills for adults and youth (1%)
5%	Post-Secondary	Post-secondary education

In addition, ODA reported as "Education – level unspecified" on the DAC CRS database has been factored into the analysis with a third allocated to Basic, Youth and Post-Secondary education.

All figures are given in US\$ at constant 2008 values.

Throughout this report the following categorisations of education have been used:

Basic education	
Primary education	Formal and non-formal primary education for children; all elementary and first cycle systematic instruction; provision of learning materials.
Early childhood education	Formal and non-formal pre-school education.
Youth education	
Secondary education	Second cycle systematic instruction at both junior and senior levels.
Vocational training	Elementary vocational training and secondary level technical education; on-the job training; apprenticeships; including informal vocational training.
Basic life skills for youth and adults	Formal and non-formal education for basic life skills for young people and adults (adult education); literacy and numeracy training.
Post-secondary education	
Higher education	Degree and diploma programs at universities, colleges and polytechnics; scholarships.
Advanced technical and managerial training	Professional-level vocational training programs and in-service training.

It should be noted that the above categorisation differs from that used by the OECD-DAC who include basic life skills for youth and adults in Basic Education. The data has been adjusted to reflect this change in categorisation.

INEE