



Bright and Early: How financing pre-primary education gives every child a fair start in life

Moving towards quality early childhood
development for all

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N.B. In this report pre-primary education is defined as the initial stage of organised instruction, designed primarily to introduce very young children to a school-type environment. Pre-primary learning programmes are centre or school-based, designed to meet the educational and developmental needs of children at least three years of age, and have staff that are adequately trained (i.e., qualified) to provide an educational programme for the children (adapted from the OECD definition).

Acronyms

BELDS Better Early Learning and Development at Scale Initiative

BRN Big Results Now initiative (Tanzania)

CGECCD Consultative Group on Early Childhood Care and Development

DFID Department for International Development (UK)

D.R. Congo Democratic Republic of Congo

ECCE Early Childhood Care and Education

ECD Early Childhood Development

ECW Education Cannot Wait

ESP Education Sector Plans

EU European Union

GBS General Budget Support to Education

GDP Gross Domestic Product

GPE Global Partnership for Education

HIV/AIDS Human Immunodeficiency Virus (HIV)/Immunodeficiency Syndrome (AIDS)

ILO International Labour Organisation

IECDP Intersectoral Early Childhood Development Policy (Tanzania)

IFFEd International Finance Facility for Education

IFFIm International Finance Facility for Immunisation

KICCE Kindergarten Curriculum and the national Childcare Center Curriculum (KOREA)

LAC Latin America and Caribbean

ODA Overseas Development Assistance

OECD Organisation for Economic Co-operation and Development

OECD-CRS Common Reporting Standard

OECD-DAC Development Assistance Committee

OVCs Orphans and Vulnerable Children

NSP National Strategic Plans

PATH programme The Programme for Advancement through Health and Education (Jamaica)

PISA Program for International Student Assessment

PPP Prices and purchasing power parities

SABER Systems for Better Education Results

SDG(s) Sustainable Development Goal(s)

SDG4 Sustainable Development Goal 4

SSA Sub-Saharan Africa

SUN Scaling Up Nutrition initiative

UN United Nations

UNESCO United Nations Educational, Scientific and Cultural Organization

UIS UNESCO Institute of Statistics

UNICEF United Nations International Children's Emergency Fund

WB World Bank

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Executive Summary

A child's most important steps happen before they set foot in a primary school. By their fifth birthday, their brain will already be 90% developed and the foundations for success at school and in later life will be in place.

Early childhood, from birth to age five, is the most critical developmental stage in a child's life. To allow the brain to grow and the child to develop to their full potential, children need quality nurturing care — including play, health, protection, nutrition and early learning. Without adequate nutrition, children risk their development being stunted, with lifelong consequences. Access to health care is also vital.

Early childhood interventions should support four key developmental domains — physical, cognitive, linguistic and socio-emotional development. However, while progress is being made in some areas, children's early learning is too often neglected, putting millions of children at a disadvantage before they even start school.

Having a pre-primary education can also have a significant impact on a child's future prospects in education and in adult life. It's particularly vital for the most marginalised young children in the poorest countries.

In Mozambique, for example, children in rural areas who enrolled in pre-school were 24% more likely to go on to attend primary school — and show improved understanding and behaviour — compared to children who had not.

Supporting early learning is the best investment a government can make — for the child and the country. Every \$1 invested in early childhood care and education can lead to a return of as much as \$17 for the most disadvantaged children.

It reduces inequality in the education systems and leads to better outcomes for all children. Pre-primary education is a key foundation to ensure the targets of Sustainable Development Goal 4 (SDG 4) are met for all.

However, despite all the evidence that pre-primary education is vital, millions of children are continuing to miss out on the chance of a great start in life. Access to pre-primary education continues to be a lottery, dependent upon where a child is born.

85% of children in low income countries do NOT have access to pre-primary education. Compare that with high-income countries, where 82% ARE in pre-primary schools.

A child born in the Latin America and Caribbean region is more than twice as likely to be in pre-primary education than those born in sub-Saharan Africa.

Even within countries, where a child lives can be a major factor. Pre-primary facilities in rural areas of many nations are scarcer and of sub-standard quality compared to urban areas.

This lack of equitable access to pre-primary education means more than 200 million children under the age of five in developing countries are at risk of failing to reach their full potential.

On current trends, the Education Commission says 69% of school-aged children in low income countries are not expected to learn basic primary-level skills by 2030. In sub-Saharan Africa, the poorest rural girls are seven times less likely to complete secondary school than non-poor urban boys.

All of this means that millions of children will not attend school or drop out of classes. Those who do stay on are less likely to have good learning outcomes, are unlikely to complete secondary education and extremely unlikely to make it to higher education. This lack of an educated workforce will also impact on communities and countries, affecting their potential for growth.

Much of the blame for this situation lies in the lack of investment in pre-primary education, which is staggeringly small. Low income countries spend only \$7.99 a year on pre-primary education for each child — just two cents a day. That amounts to an average of only 2.9% of total education spending for low income countries, against a recommended 10% of the total education budget.

The paltry amounts of funding for early education cannot deliver on the promises made by world leaders. The SDGs — agreed at the United Nations in 2015 — commit countries and partners to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all” by 2030. Included within the education goal is this specific target for early childhood development: “By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education.”

Of the 193 countries that committed to the SDGs, only 38 currently provide free, compulsory pre-primary education.

When it comes to international donors giving to pre-primary education, the picture is equally depressing. There is no major bilateral donor champion of pre-primary education and even multilateral funders are falling short.

On average, \$11.7 billion of Overseas Development Assistance (ODA) was disbursed per year for education between 2012 and 2015. But only \$74 million was spent on pre-primary education — just 0.6% of the total.

Even the World Bank, the largest donor that accounts for 43% of all spending in the sector, gives only 2.7% of its total education budget to pre-primary. Of that, less than a fifth went to low income countries in 2015.

In fact, all of the current spending by governments and donors combined adds up to just 11% of the money needed each year from now to 2030 to deliver pre-primary education for every child in low income countries. That compares with 27% for lower middle income countries.

Of the 10 countries that received the most ODA for pre-primary education, only three of them were low income nations.

Both national governments and donors are perpetuating inequity in the education system and wider inequalities by failing to support pre-primary, instead they are disproportionately investing in higher education, which favours children from wealthier income groups.

Many countries are spending significantly more on higher education than pre-primary. Of 46 low and lower middle income countries with data, 40 spend a larger share of the education budget on tertiary than pre-primary. Burundi and Malawi — both low income countries — spent close to 1000 times more on tertiary than on pre-primary education in 2013.

Donor governments also give 26 times more to scholarships to help students study in rich countries in 2015 than to pre-primary. This approach means governments and donors are effectively subsidising education for the richest families. Poor children missing out on early years education are much less likely to reach higher education. In sub-Saharan Africa, only 1% of the poorer half of the population will enter into higher education — but this sector receives disproportionately higher levels of funding.

A greater proportion of resources needs to be targeted towards pre-primary education. This means a new approach to funding is needed to tackle the problem. SDG 4 will need to take greater measures to support those children at risk of being left behind, including children from poor socioeconomic backgrounds, those living in rural areas, those discriminated against, children impacted by HIV/AIDS and other global health setbacks, girls and those facing multiple disadvantages.

It is time for governments and the international community to back up their words with actions. They say early child care and education is important — but now they need to prioritise pre-primary in their education policies and allocate sufficient resources to get every child in every country into free, quality pre-primary education.

This means countries must increase the amount and the percentage of their total education spending towards free and compulsory pre-primary services — and ensure that funds are targeted towards the children who need the most help.

Donors have to do exactly the same, increasing the share of their total ODA (aid) for education to pre-primary and ensuring the most marginalised and vulnerable children are prioritised.

The establishment of an International Finance Facility for Education (IFFEd) — similar to the one that exists for funding global vaccines — would help to fund overall education spending and be able to better target resources to pre-primary education. The G20 countries should approve the IFFEd as part of an overall process of backing pre-primary education.

As a central part of quality early childhood development, pre-primary education is vital: without universal access to pre-primary education many of the SDG targets will not be met. This includes the global community's promise of SDG 4— quality, inclusive education and lifelong learning for all.

This paper shows that pre-primary education has not yet achieved the level of priority necessary in domestic policies and budgets, with nearly all low income countries dedicating less than 5% of their education budgets to pre-primary education.

The most disadvantaged, marginalised and vulnerable, who stand to gain the most from investments in pre-primary education, are frequently left behind. Moreover, the international community has not kept pace to incentivise governments to invest in pre-primary education — less than 1% of ODA is dedicated to pre-primary education. Major bilateral and multilateral actors are not using the little resources available to best effect to impact the most disadvantaged.

We conclude with recommendations which would increase the domestic prioritisation of pre-primary education, improve international financing for countries willing to make early childhood care and education a priority, and facilitate the data necessary to make sustained gains and impacts.

Headline recommendations

Between now and 2030, the cost to roll out universal and free pre-primary education in low and lower middle income countries is estimated at \$44 billion per annum. Current estimates on spending by governments and donors on pre-primary spending equate to just over \$11 billion. Financing recommendations presented below propose ways in which more and better resources are available to meet the financing needs to ensure universal access to pre-primary education by 2030. These recommendations are based on the Education Commission's call to for full public financing for two years of pre-primary education in all countries.¹

- 1. National governments should increase the overall share of national resources for education and begin reorienting their education budgets to ensure two years of free pre-primary, with funding in place by 2020 to allocate at least 10% of their education budget to this sector.**
- 2. National governments should review and update national policy in line with commitments to provide free pre-primary to all children, ensuring progressive universalism, which begins by targeting the most disadvantaged.**
- 3. ODA resources (aid) to pre-primary education should increase in volume and sufficiently target resources to benefit the poorest, with at least 10% of all education ODA targeted to pre-primary, including in humanitarian crisis.**
- 4. The World Bank should allocate at least 10% of its education budget to pre-primary and prioritise support for the low income countries, up from its current commitment of 2.7%.**
- 5. The Global Partnership for Education increase allocations to pre-primary from 4% to at least 10% of its budget.**
- 6. UNICEF should reverse the decline in funding to pre-primary education and ensure at least 10% of it'd education budget is spent on pre-primary education.**
- 7. The G20 should call on the World Bank and regional development banks to establish the International Finance Facility for Education (IFFEd) to increase overall available resources for education globally, and the IFFEd must mobilise, front-load and better target resources to pre-primary education.**
- 8. All humanitarian response plans should include targets holistically addressing the needs of children ages 0-5, and Education Cannot Wait, the recently launched fund for education in emergencies, should prioritise pre-primary education and early cognitive support as part of initial emergency investments and long term strategy.**
- 9. There must be regular collection and management of information on early childhood care and education (ECCE), including what funding is being spent on and where it is coming from.**





Key Statistics

85% of children in low income countries are not accessing pre-primary — in high-income countries the situation is almost completely reversed with 82% accessing pre-primary education.

Just over 2 cents per day for each child is spent on pre-primary in low income countries (\$8.50 a year per child on pre-primary education). The equivalent for donors was less than ½ a cent a day, at just \$0.46 per child in low income countries.

Only 0.6% of total ODA (aid) to education was spent on pre-primary between 2012 and 2015 — this is an average of just \$74 million per year.

Each \$1 dollar invested in Early Childhood Care and Education can lead to a return as high as \$17 for the most disadvantaged children.

Current spending on pre-primary education by governments and donors combined represents just 11% of resources needed each year between now and 2030 by low income countries to meet the pre-primary education target — the equivalent for lower middle income countries is 27%.

Even the largest donor to pre-primary education, the World Bank, only gives 2.7% of its total education budget to this sub-sector — and much of this is directed to one middle-income country.

Only 38 countries currently provide free compulsory pre-primary education — this means 155 of the 193 who committed in 2015 to providing all children with pre-primary education so that they are ready for primary education by 2030 do not yet do so.

Donor governments give 26 times more to higher education scholarships than pre-primary, even though this overwhelmingly benefits wealthier students — only a tiny percentage of poor student make it to this higher level of education (e.g. in 1 per cent of the poorest half of the population in Sub-Saharan Africa ever enrol in higher education).

Of the top ten recipients of ODA (aid) for pre-primary education only three were low income countries.

Less than 40% of active humanitarian response plans, flash appeals and refugee responses included a comprehensive Early Childhood Development component in 2016.



Introduction

At the heart of the Education 2030 agenda and Sustainable Development Goal 4 is the emphasis on improved learning outcomes and equity within education systems. Target 4.1 of the SDG agenda pledges, by 2030, to “ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes” (UN, 2015). Analysis done by the International Commission on Financing Global Education Opportunity (the Education Commission), however, indicates that — based on current trends — 69% of school-aged children in low income countries are not expected to learn basic primary-level skills by 2030. The equivalent for middle income countries is 21% (Education Commission, 2016). Not only is there a learning crisis but it is disproportionately affecting the most disadvantaged; as of today, poor rural girls in sub-Saharan Africa are seven times less likely to finish secondary school than non-poor urban boys (Rose et al., 2016).

SDG 4 will need to take greater measures to support those children at risk of being left behind, including children from poor socioeconomic backgrounds, those living in rural areas, those discriminated against, children impacted by HIV/AIDS and other global health setbacks, girls and those facing multiple disadvantages. Robust evidence supports the role that investment in the earlier years of a child’s life can play in levelling the playing field for children through tackling the intertwined challenges of the learning crisis and inequality faced by disadvantaged children as they progress through the education system. With equity underpinning all SDG targets, strategies for improving development outcomes for young children will need to include a commitment to invest in the earlier years of a child’s life. As part of SDG 4, Target 4.2 which aims to “ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary

education” (UN, 2015) has generated global scrutiny, as it seeks to ensure children are developmentally on track when they begin primary school.

Benefits of investing in pre-primary education are found to be the greatest for the most disadvantaged, who are often the least prepared when starting primary school and are therefore most likely to be left behind (UNESCO, 2015). One study estimates that the return to investing \$1 in early childhood care and education (ECCE)² for the most disadvantaged children can be as high as \$17 (CGECCD, 2013). Investment in earlier years is also crucial for meeting the SDGs beyond SDG 4. These include improved workforce productivity — thereby helping improve economic growth — and better health outcomes. Without investment in quality ECCE programmes, existing social and economic disparities will continue to widen — meaning many of the SDG targets are at risk of not being met. In addition, investing early is found to be cost-effective; a number of studies support that investing earlier in a child’s life will require less resource than remedial interventions later on in an education system — with this being particularly true for the most disadvantaged children.

Yet, despite the case for investment, currently pre-primary education³ is both compulsory and free for at least one year by law in just 38 countries worldwide; pre-primary education is compulsory but not free in an additional 50 countries (UNESCO, 2016). The focus of this policy paper is highlighting how, in spite of the cost-effectiveness case for pre-primary education, current enrolment and financing for pre-primary education by regional and income group fall far short of the targets expected to be met by 2030. The resources needed, followed by the latest financing trends of governments and donors investment in pre-primary education is presented; concluding the piece are some policy recommendations for governments and donors to raise sufficient resources to adequately finance pre-primary education.

Pre-primary education is crucial for school readiness, improved health outcomes and economic growth

A wide body of literature presents evidence of the benefits that investment in early childhood education can reap. Among these are the positive effects in mitigating the negative effects of poverty and other sorts of disadvantages — by promoting equitable opportunities and better learning outcomes later on in school participation, improving health outcomes and boosting earnings (Naudeau et al., 2011).

There is support that investment in quality early learning can improve learning outcomes later on and prevent achievement gaps between disadvantaged children and their most advantaged peers. In Mozambique, for instance, children in rural areas who had enrolled in pre-school were 24% more likely to enrol in primary school and show improved cognitive abilities and behavioural outcomes compared to children who had not (Martinez et al., 2012). The 2012 Program for International Student Assessment (PISA) found students from OECD countries who had been enrolled in more than one year of pre-primary schooling scored 53 points higher in mathematics at secondary level compared with students who had not attended pre-primary school. This was the equivalent of one year of schooling (OECD, 2013). Pre-primary schooling is found to act as a positive mechanism through which to mitigate disadvantage. One study from Argentina, for example, showed that the effect of having attended pre-school on test scores in the third grade was twice as large for children coming from poorer households as compared to their non-poor counterparts (UNESCO, 2012).

Investment in pre-primary education can also boost economic outcomes through increased earnings. Beyond the direct benefits in improving learning outcomes, a number of studies provide evidence that public investment in ECCE can produce economic returns roughly ten times its costs (Barnett and Masse, 2007; Engle et al., 2011). The gains are attributed to child care allowing carers to return to work and investment in child development increasing subsequent school success, labour force productivity and health (Marope and Kaga, 2015). While many studies measuring the impact of ECCE on productivity originate from the United States, the work by Engle et al. (2011) estimates that the returns for ECCE in low and middle-income countries increases productivity, leading to returns of between six and 18-fold in increased earnings alone. One study assessing the long-term effects of ECCE interventions in Jamaica to mitigate the lack of psychosocial stimulation and nutrition faced by disadvantaged children found, for instance, that the intervention not only allowed stunted children to catch up with their non-stunted counterparts, but also increased later-life income and reduced inequalities (Gertler et al., 2014).





Despite its importance, many children do not attend pre-primary education, especially the most disadvantaged

Despite the benefits, access to pre-primary education for many children remains a matter of circumstance depending on where they are born and their family's socioeconomic status. In developing countries more than 200 million children under the age of five are at risk of failing to reach their full human potential given their personal circumstances, leaving them vulnerable to nutritional deficiencies and inadequate learning opportunities (Putcha and van der Gaag, 2015). Approximately one in three children in low and middle-income countries under the age of five are failing to achieve their cognitive development potential (Grantham-McGregor et al., 2007).

The latest data⁴ from the UNESCO Institute of Statistics (UNESCO-UIS) indicates that 82% of children aged 5-6 years in high-income countries were enrolled in pre-primary education; the equivalent for low income countries was just 15%. A child born in the Latin American and Caribbean region is more than twice as likely to be enrolled in pre-primary education than if born in the sub-Saharan African region (**Figure 1**). Wide disparities exist between countries within the same region/income grouping. Ghana and Cote d'Ivoire, for instance, are both lower middle income countries in West Africa and yet, as of 2015, while 96% of five- and six-year-olds were enrolled in pre-primary education in Ghana, the equivalent was just 7% for Cote d'Ivoire.

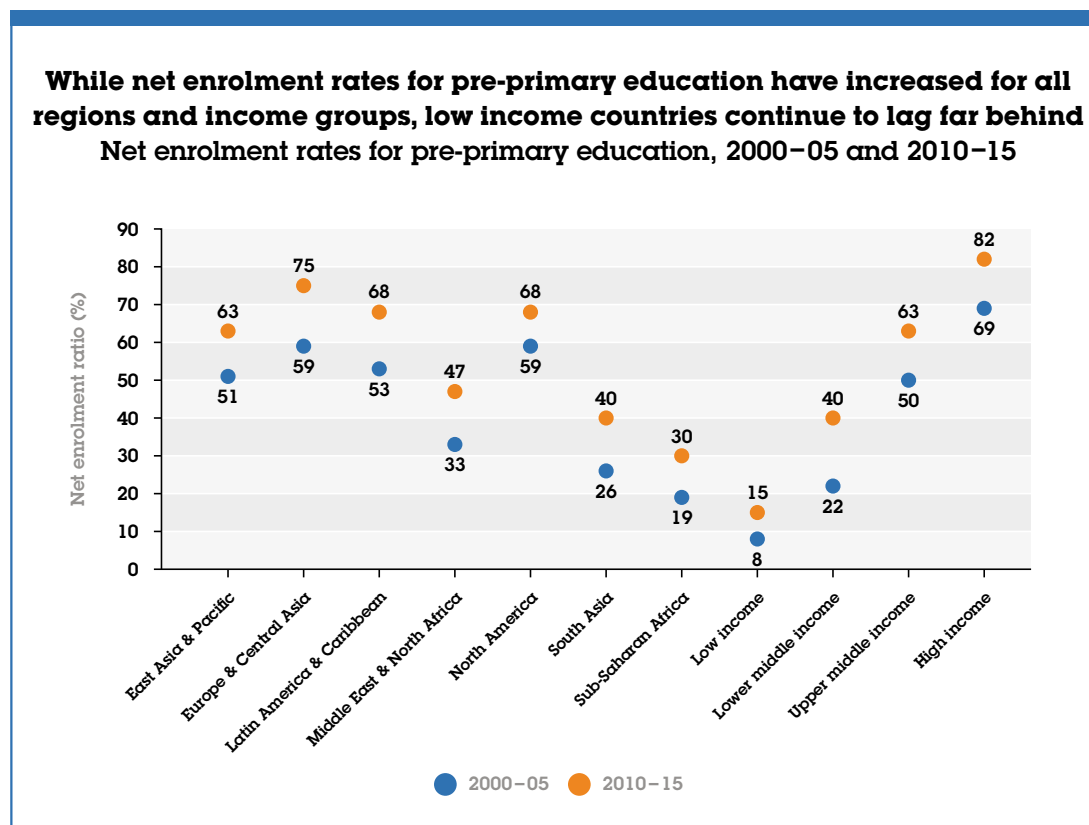


Figure 1

Source: UNESCO-UIS database.
Accessed April 2017.

Note: (1) Averages are based on countries for which there is data for both periods, (2) Averages are based on means and (3) For the period 2000–05, data from the earliest year is taken and for 2010–15, data from the latest year is taken.

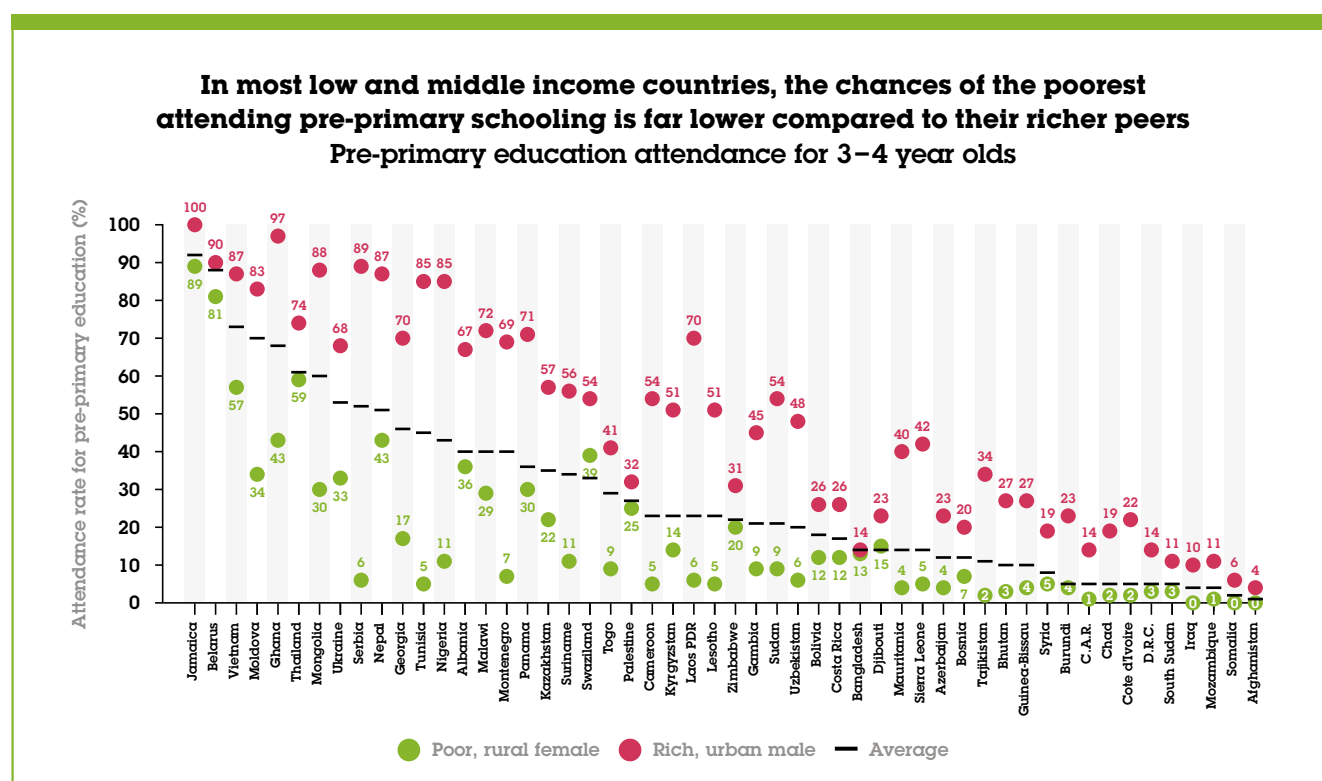
At the country level, household data illustrate that access to pre-primary education is dependent on the location, gender and wealth of the child. Whether a child lives in an urban or rural area makes a significant difference in low and lower middle income countries, with pre-primary facilities in rural areas being scarcer and of sub-standard quality compared to their urban counterparts (Mtahabwa and Rao, 2010; Kobe, 2016). Additionally, with many governments in low and lower middle income countries yet to roll out free and compulsory pre-primary education, pre-primary centres are mainly administered by private providers. One recent estimate indicates that non-government provision of pre-primary education accounts for 42% of pre-primary enrolments globally in 2014 (UNESCO, 2016).

Often the high cost of attending pre-primary schooling by these private providers puts enrolment out of reach for children from the poorest households. A study in four African countries illustrates the high cost which puts pre-primary school out of reach for the poorest families. Household spending on pre-school-related costs in 2012. Purchasing Power Parties (PPP) ranged from \$32 per month in Kenya to \$93 in South Africa (UBS Optimus Foundation, 2014).

In Ghana, a boy aged three to four years⁵ of age from a wealthy household and urban area is more than twice as likely to attend pre-primary school than a girl from a poor household and who lives in a rural area. In many of the poorest countries, access to pre-primary education is low even for children from relatively better-off households. In Bangladesh, just one in ten wealthy boys living in an urban location attends pre-primary school, the same as poor girls in rural localities. Jamaica provides a rare example of where regardless of gender, wealth and location, the majority of children have access to pre-primary school attendance, whether rich or poor (see annex 1: country case studies). At the other end of the spectrum, in countries such as Afghanistan and Somalia, wealth gaps are narrow because so few children have access to pre-primary education (**Figure 2**).

Figure 2

Source: World Inequality Database on Education (WIDE). Accessed April 2017.



Leaving no one behind requires targeted investment towards the disadvantaged and earlier levels of education, including pre-primary education

Current levels of spending illustrate that government and donor spending on education in many of the poorest countries is skewed towards the richest and most educated students; 46% of public education resources in low income countries are allocated to educate the 10% most educated students (UNICEF, 2015; Rose and Ilie, 2016). In 2016, the International Commission on Financing Global Education Opportunity, reflecting the sentiment of the SDG 4 of ensuring no child is left behind, called for “progressive universalism” which at its core is about ensuring education systems prioritise the most disadvantaged and earlier levels of education. The concept is meant to “provide a guiding principle to inform spending decisions, recognising the scarcity of public spending” and balance “spending across different levels of education and population groups.... prioritis[ing] the poor and early years where social returns are highest, and minimise household spending on basic education by the poor” (Education Commission, 2016).

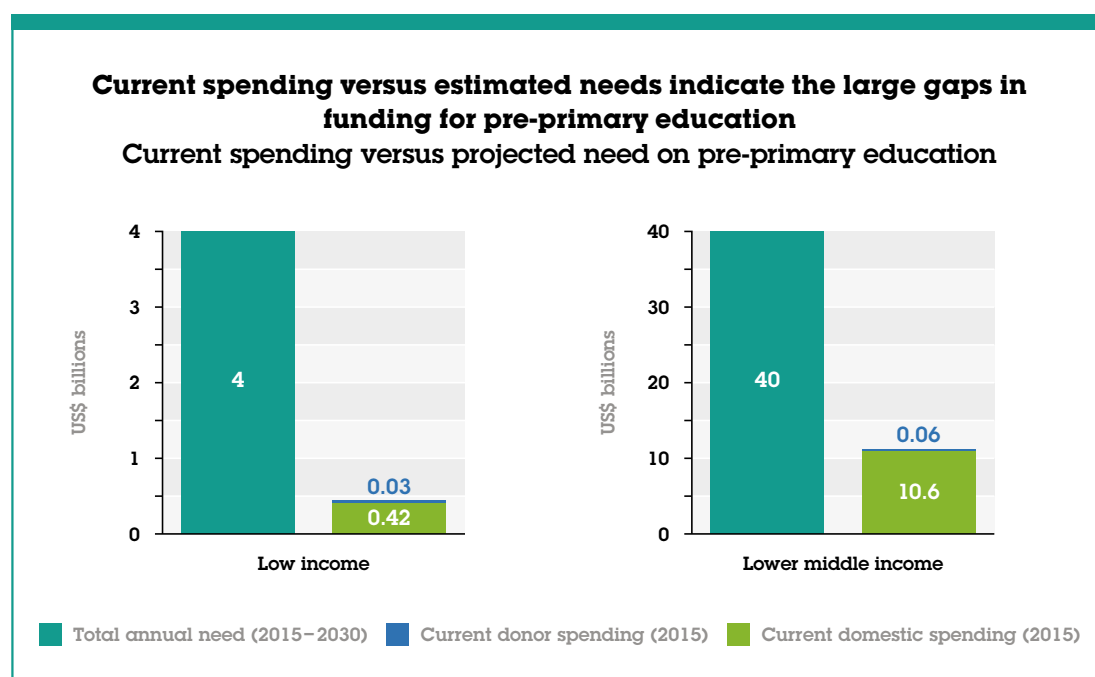
With respect to pre-primary education, the concept of progressive universalism would require governments and donors to prioritise expanding quality provision, especially given the widespread evidence supporting the greater positive effects it has on the cognitive development, learning and outcomes later on in life for the most disadvantaged children. Yet, as the following sections indicate, investment by many governments and donors is neglecting investment in pre-primary education in favour of higher levels of education. This is to the detriment of the most disadvantaged who, firstly, are the least likely to progress to higher levels of education. Secondly, the lack of public subsidisation of pre-primary education puts it out of reach of the poorest families who are unable to afford the costs entailed. An example of where governments have utilised policies in investing in pre-primary education which reflect the concept of progressive universalism include Indonesia’s BOP School Operational Fund which provides funds to ECCE centres to cover operational costs, specifically targeting small-scale private or community-based facilities and prioritising those facilities with poor or disabled students (Kobe, 2016). Another example is Peru’s Cuna Mas Programme, which began in 2012. It seeks to improve access to pre-primary education for children under the age of three and targets those children living in the poorest areas of the country in order that they overcome the gaps in cognitive, social, emotional and physical development (Klaus, 2013).

4 Financing of pre-primary education: need versus current spending

Adequate and sustained public funding — together with quality standards and regulation — remain at the core of achieving quality Early Childhood Care and Education (ECCE) for all children (ILO, 2014). In 2016, the International Commission on Financing Global Education Opportunity estimated the resources needed between 2015 and 2030 to meet the education targets within Sustainable Development Goal 4, including for pre-primary. For low income countries the costs annually, between now and 2030, to reach 100% enrolment in fee-free pre-primary education is estimated at \$4 billion per annum (2014 prices). The equivalent for lower middle income countries is estimated at \$40 billion per annum (Education Commission, 2016).

Using the latest data, based on the year 2015, this paper estimates that total government and donor resources disbursed for pre-primary education amount to \$0.45 billion for low income countries and \$10.7 billion for lower middle income countries⁶ (2015 prices) (Figure 3). As such, current spending on pre-primary education by governments and donors represent approximately 11% of resources needed annually between now and 2030 by low income countries to meet the pre-primary education target; the equivalent for lower middle income countries is 27%.

Figure 3



Source: Education Commission (2016); UNESCO-UIS database (2017); OECD-CRS database (2017).

Note: Current spending in 2015 is reported in 2015 prices; total annual need between 2015 and 2030 is taken from the Education Commission and is in 2014 prices.

By 2030, the Education Commission report estimates that per student costs at pre-primary level will need to reach \$232 for low income countries and \$571 for lower middle income countries for them to achieve the goals (2014 prices) (Education Commission, 2016). Currently governments and donors are only spending a fraction of this amount: the latest figures indicate that governments and donors combined spent just \$8.4 per pre-primary aged child in 2015 in low income countries; in lower middle income countries, the equivalent was \$70.5 (2015 prices). Broken down by source of funding in low income countries, governments in 2015 invested \$8 per pre-primary school-aged child; the equivalent for donors was \$0.46 per child. For lower middle income countries, governments were spending \$70.1, while donors spent \$0.37 per child.⁷



Domestic financing of education and pre-primary education

The overwhelming majority of resources needed to meet the SDG targets will come from domestic governments themselves. The latest UNESCO-UIS data on government spending indicates that, at the global level, domestic spending on education as a share of GDP has increased from 4.3% to 4.7% between the periods 2000-05 to 2010-16. Spending on education in low income countries, on average, has increased from 3.4% to 4.1% as a share of GDP; amongst lower middle income countries this has increased from 4.1% to 4.7%. Regionally the South Asia and sub-Saharan Africa region have increased spending on education by the largest amounts; as a share of GDP, spending on education rose to 3.7% and 4.3% in South Asia and from 3.8% and 4.4% in sub-Saharan Africa between 2000-2005 and 2010-2015 (UNESCO-UIS, 2017).

Table 1

Spending on education as a share of GDP and government spending and what goes to pre-primary education

	Education spending as a % of GDP		Education spending as a % of total government spending		Pre-primary spending as a % of total education spending	
	2000 ¹	2016 ²	2000	2016	2000	2016
Region						
East Asia and Pacific	4.3	3.9	15.9	15.6	3.4	4.8
Europe & Central Asia	4.4	4.9	11.9	11.9	8.6	10.6
Latin America & Caribbean	4.6	5.4	16.8	16.8	5.9	7.0
Middle East & North Africa	5.0	4.9	15.5	14.6	5.4	6.1
North America	4.2	4.0	13.5	11.5	7.1	6.8
South Asia	3.7	4.3	17.6	16.4	0.9	1.6
Sub-Saharan Africa	3.8	4.4	15.7	17.0	1.5	2.9
Income level						
Low-income	3.4	4.1	16.4	16.7	1.4	2.9
Lower middle income	4.1	4.7	15.4	17.0	4.2	6.5
Upper middle income	4.5	4.7	16.2	14.9	5.8	7.2
High income	4.6	4.9	12.6	12.9	7.5	9.0
Global	4.3	4.7	14.7	14.9	5.9	7.6

Notes: (1) Earliest year refers to data between 2000 and 2005, (2) Latest year refers to based on 2010, 2011, 2012, 2013, 2014, 2015, 2016 and (3) Averages refer to means using countries where data is available for both of the two periods

However, levels of public pre-primary education spending remain low. As a share of total government expenditure, spending on pre-primary education is positively correlated with income; the higher the income group the higher the share of total education spending spent on pre-primary education. Low income countries, on average, spent 2.9% of their total education expenditure on pre-primary spending; the equivalent for high-income countries was 9.0% (**Table 1**). Analysis for this paper, utilising the latest UNESCO-UIS data, calculates that in 2015 government spending on pre-primary education was equal to \$424 million in low income countries and \$10.6 billion for lower middle income countries.⁸

Of 46 low and lower middle income countries with data, 40 spend a larger share of the education budget on tertiary education than pre-primary education, meaning they are effectively subsidising education for the richest students who make it to higher education; Burundi and Malawi both low income countries spent close to 1,000 more on tertiary than on pre-primary education in 2013. Given that fewer than 1% of the poorest 50% of the population reaches higher education in many sub-Saharan African countries, this spending is highly regressive (Ilie and Rose, 2016). Conversely, Guatemala, Kyrgyzstan, Mongolia, Republic of Moldova, Sao Tome & Principe and Vietnam all apportion equal or higher shares of the education budget to pre-primary compared to tertiary education; in addition, these countries allocated above the global or regional averages spent on pre-primary education. On average, low income country governments spend 2% of education budgets on pre-primary education versus 20% on post-primary education; the equivalent for lower middle income countries is 7% and 15% respectively (**Figure 4**).

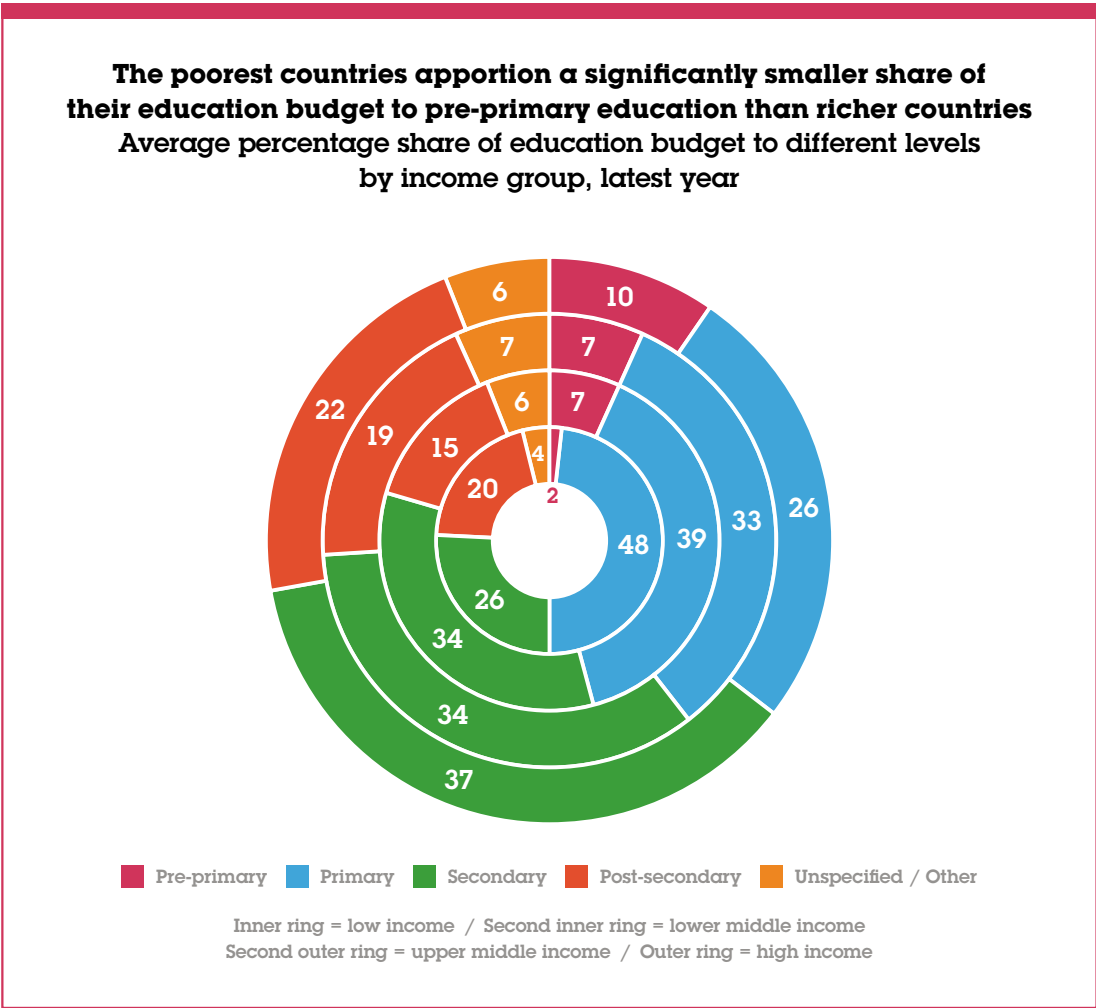


Figure 4

Source: UNESCO-UIS database (2017). Accessed April 2017.

Note: The figures for the share of the education budget going to pre-primary education slightly differs from Table 1 as Figure 4 includes countries for which data might not be available for an earlier period as here the analysis only considers one period in time (2010–2015). +/- 1% on graphs is due to rounding.

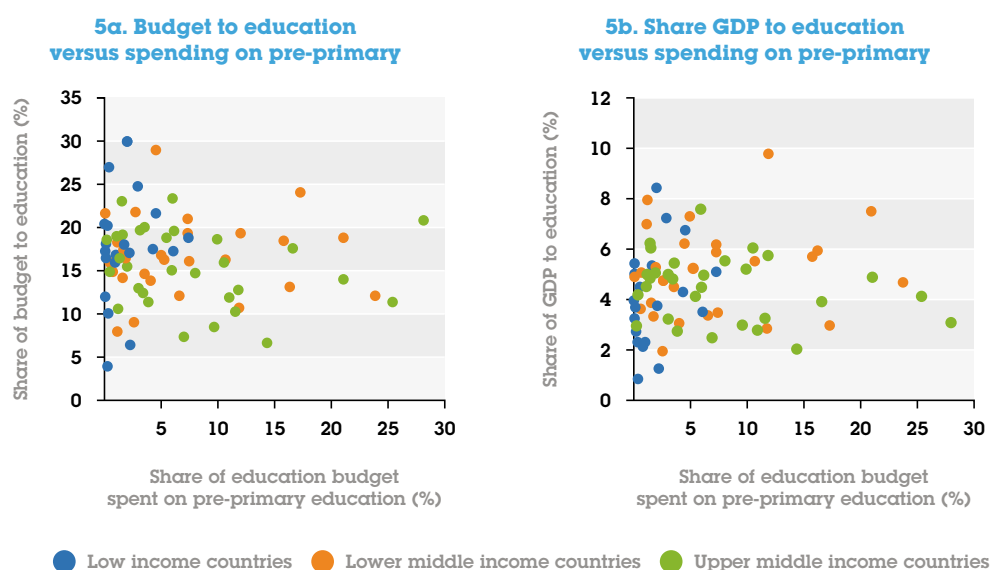
In almost all low income countries, the share of the domestic education budget spent on pre-primary education is under 5%, regardless of the range in spending on education overall. Comoros and Tanzania are both exceptions, apportioning more than 5% but less than 10% of their education budget to pre-primary education. At other income levels, the variation in the degree to which pre-primary education is prioritised is striking; Vietnam and Indonesia, both lower middle income countries, spent around 20% of the budget on education. While Indonesia spent just 2% of this on pre-primary education, for Vietnam the equivalent was 16% (**Figure 5a and 5b**).

Spending per pre-primary-aged child, based on these figures, indicates significant variations in government spending per child. However, this disguises the variation between countries of the same income group. Amongst low income countries, governments in Benin, Comoros, Haiti, Tanzania and Zimbabwe all spent above \$20 per pre-primary-aged child in 2015; Chad, Madagascar, Malawi, Mali and Rwanda on the other hand spent less than U\$1 per pre-primary-aged child. Amongst lower middle income countries, Guatemala, Mongolia, the Republic of Moldova and Vietnam all spend high levels of public resources per child; Mongolia spends over \$1,000 per pre-primary school-aged child. This reflects the high commitment the government places on pre-primary education as the pre-primary sector is also allocated a high share of the total education budget. In contrast, other lower middle income countries like Mauritania and Yemen allocate just \$3 and \$8 per pre-primary-aged child. **Figure 6a and 6b** illustrates the differences in government investment per pre-primary school child amongst low and lower middle income countries.



Figure 5

Figure 5: Low-income countries allocate small shares of public education spending to pre-primary education, while large variations exist amongst middle income countries
Share of education budget to pre-primary education versus spending on education, latest year



Source: UNESCO-UIS database (2017). Accessed April 2017.

Source: Authors' calculations based on UNESCO-UIS database (2017). Accessed April 2017.

Figure 6

Investment per primary school aged child shows huge differences between low and lower middle income countries
Investment per pre-primary aged child, US\$

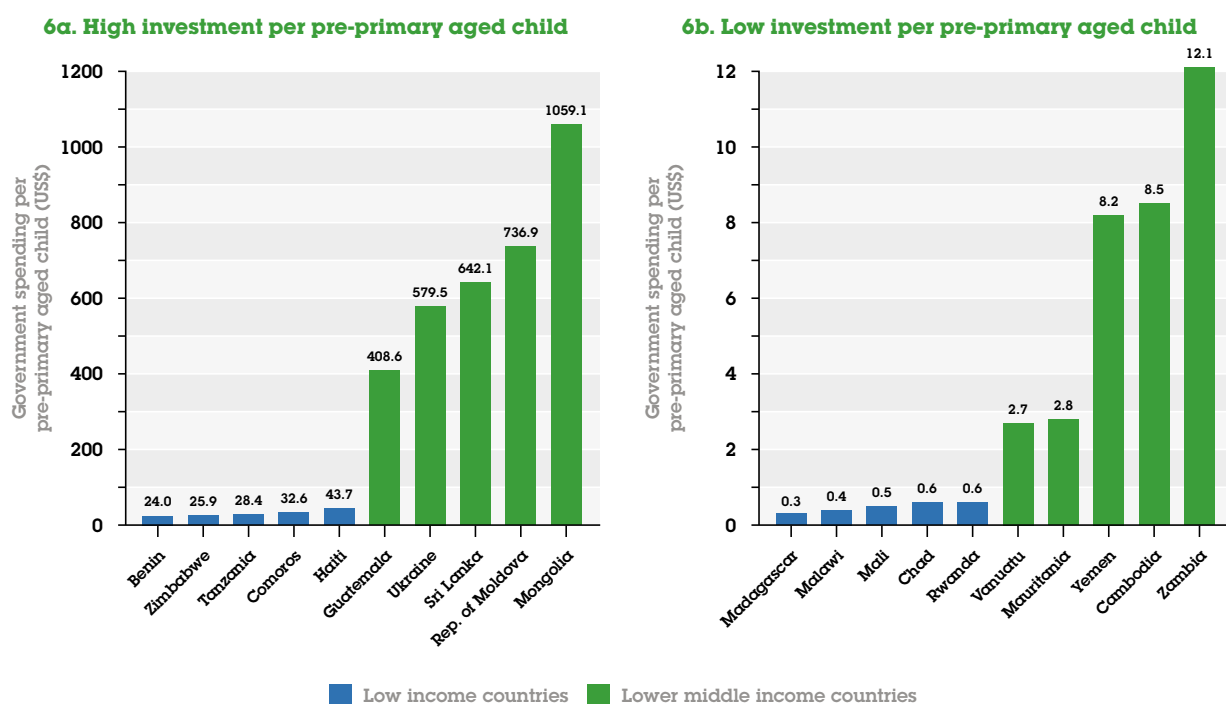


Figure 7

Note: Refers to share of direct ODA to pre-primary education ODA and does not include Education Unspecified and General Budget Support.

As a share of total education, ODA disbursed to pre-primary education is extremely small
Aid to education by sub-sector and share going to pre-primary education (2012–2015)

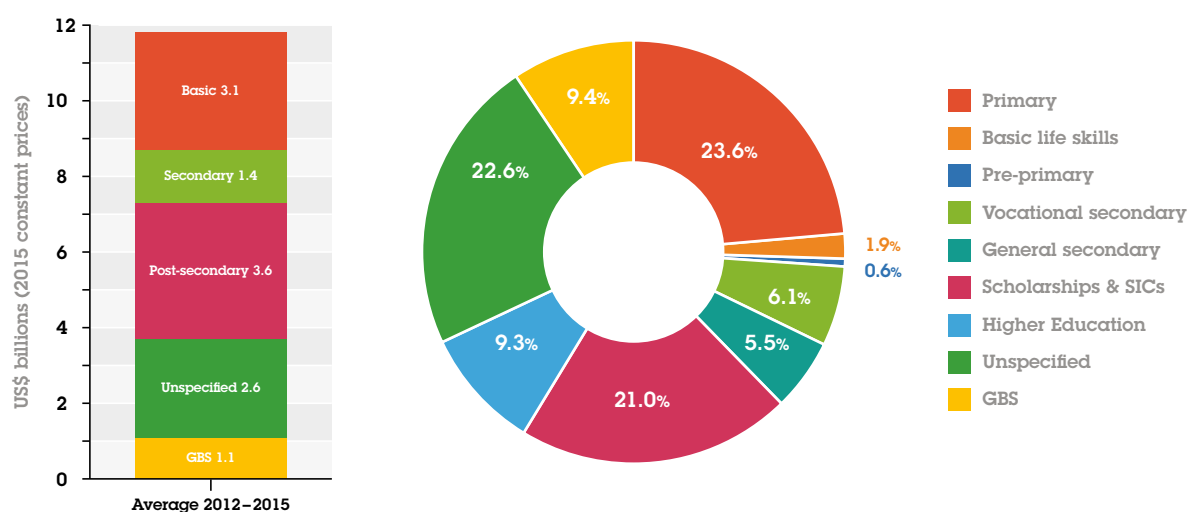
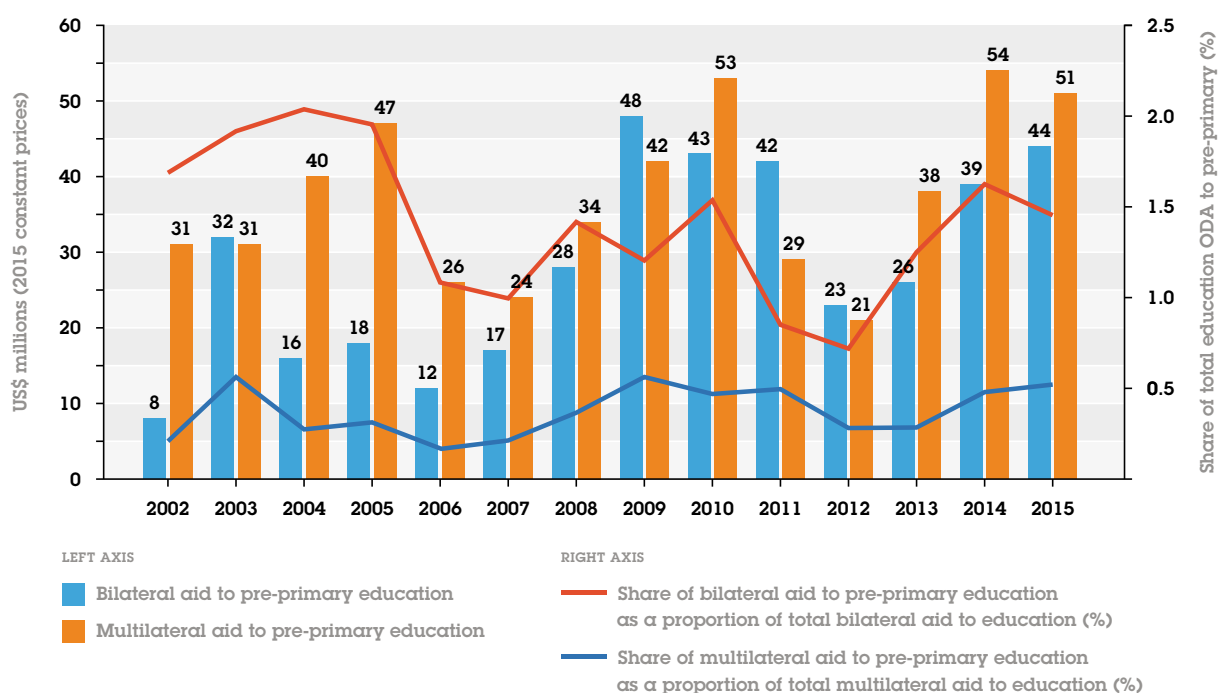


Figure 8

Source: OECD-CRS database (2017). Accessed April 2017.

Multilateral donors' share of ODA to pre-primary education has declined but they continue to allocate a larger share of their total education ODA compared to bilateral donors
Volumes and share of total education ODA to pre-primary education (2002–2015) by income group, latest year



International donor financing of education and pre-primary education

While domestic financing will be the largest source of funding to meet the SDGs, targeted support by international donors will be crucial, especially for the poorest countries which require the largest relative increases in resources to meet the targets by 2030. Pre-primary education will require the largest increases in resources between now and 2030, meaning that the annual growth in ODA levels to pre-primary will need to outpace disbursements made to other levels in order to realistically be on track to achieving the goals by 2030.

Current ODA figures, however, indicate the low levels spent on pre-primary education. In 2015 ODA disbursed to education⁹ totalled \$12 billion. ODA disbursed to pre-primary education equalled just \$95 million and was the equivalent of 0.8% of total aid to education. Of this \$95 million, \$25 million was disbursed to low income countries and \$56 million to lower middle income countries in 2015. Absolute volumes of total aid disbursed to scholarships for students to study in rich countries in 2015 was 26 times the total amount spent on pre-primary education. As with government spending, donor spending on education appears to be at the expense of the most disadvantaged, who are unlikely to reach the levels currently supported by large volumes of aid.

Smoothing out for fluctuations year-on-year, aid disbursements between 2012 and 2015 averaged \$11.7 billion per year, of which just \$74 million was spent on pre-primary education or 0.6% of total ODA to education (**Figure 7**). The equivalent disbursed to scholarships over this four-year period was 33 times the levels of ODA disbursed to pre-primary education (OECD-CRS, 2017). Current trends indicate that direct ODA levels to pre-primary education have, in real terms, grown by 7% per year between 2002 and 2015 - keeping pace with the average levels of growth for the education sector overall. Since 2010, however, with levels of ODA to the education sector in decline, the already low levels of ODA to pre-primary education have also stagnated.

Largest donors to pre-primary education

As a share of total disbursements to pre-primary education over 2002-05, bilateral donors disbursed 33% of the total, with the remaining 67% spent by multilateral donors; by 2012-15 the bilateral share had risen to 44% of the total.

However, as a share of their total aid disbursements to education, both bilateral and multilateral donors have consistently disbursed a very small amount to pre-primary education, although the proportion of multilateral education programme aid to pre-primary education has been consistently higher than bilateral donors: 1.3% versus 0.4% over 2012-15 (**Figure 8; Table 2**).

Over 2012-2015, the largest donors to pre-primary education in terms of absolute volumes disbursed were the World Bank, EU Institutions and Canada. The World Bank accounted for 43.5% of total pre-primary ODA disbursed over 2012-2015. However, even the World Bank only commits a very small share of its total education portfolio to pre-primary education, equivalent to only 2.7% of its education spending (**Table 2**). The majority of the World Bank's aid to pre-primary education is to Vietnam — a lower middle income country in the East Asia and Pacific region.

Presenting a counter-example to the World Bank is UNICEF, which is the fourth largest donor in volume terms to pre-primary education. It is the second largest donor in terms of the share of its ODA to education spent on pre-primary education (although this has declined in recent years) and, additionally, it targets the majority of this to low income sub-Saharan African countries (**Box 1**).

The Global Partnership for Education (GPE), which does not report its aid disbursements directly to the OECD-DAC, identifies early childhood care and education as one of its priority focus areas. Since 2002, over 30 GPE grants have been made which have an ECCE component totalling more than \$180 million (GPE, 2016). The total number of GPE grants since 2002 have totalled 125, meaning that 24% of grants have had some component of funding to ECCE; however, in volume terms the \$180 million disbursed for ECCE represents just 4% of the \$4.5 billion GPE has disbursed since 2002 and a relatively small amount on an annual basis given the overall needs.¹⁰ GPE grants fund the activities set out and prioritised by governments in the Education Sector Plans (ESPs) reflecting the extent to which recipient countries are themselves prioritising ECCE within their ESPs; GPE grants to Mongolia and the Republic of Moldova — which as mentioned in Section VI — prioritise spending on pre-primary education within their national budgets and also allocate a large share of GPE grants to ECCE.¹¹ More recently, in support of the Better Early Learning and Development at Scale (BELDS) initiative, private donors to GPE have targeted resources specifically for spending on ECCE activities in GPE recipient countries (GPE, 2016).



Table 2

Top 10 donors to pre-primary education over 2012–2015

	Ranking (all Education ODA)	Pre-primary ODA (\$mn)	Pre-primary ODA as % of Education ODA	Share of total pre-primary ODA (%)	Top three recipients (\$mn)
World Bank	4	32.3	2.7%	43.5%	1. Vietnam (\$18.3) 2. Nepal (\$7.3) 3. Mozambique (\$3.1)
Canada	12	7.6	3.2%	10.3%	1. Bangladesh (\$1.8) 2. Kenya (\$1.5) 3. Peru (\$0.7)
EU Institutions	6	4.3	0.5%	5.8%	1. Uganda (\$0.6) 2. Brazil (\$0.6) 3. Serbia (\$0.5)
UNICEF	23	4.0	5.4%	5.3%	1. Ethiopia (\$0.6) 2. Uganda (\$0.4) 3. Mali (\$0.3)
Korea	14	3.9	1.8%	5.3%	1. Mongolia (\$0.8) 2. Cambodia (\$0.4) 3. Nepal (\$0.4)
Germany	1	3.0	0.2%	4.0%	1. Peru (\$1.9) 2. Tanzania (\$0.3) 3. Palestine (\$0.1)
New Zealand	24	2.5	3.6%	3.4%	1. Timor-Leste (\$1.1) 2. Vietnam (\$0.9) 3. Fiji (\$0.2)
Finland	27	2.3	3.9%	3.1%	1. Myanmar (\$0.4) 2. Timor-Leste (\$0.3) 3. Bolivia (\$0.3)
Australia	8	1.8	0.5%	2.4%	1. Philippines (\$1.5) 2. Pakistan (\$0.3)
Japan	7	1.7	0.3%	2.3%	1. Mongolia (\$0.6) 2. Colombia (\$0.1) 3. China (\$0.1)
All bilateral donors		33.0	0.4%	44.5%	
All multilateral donors		41.2	1.3%	55.5%	
Total		74.2	0.6%	100.0%	

Source: OECD-CRS database (2017).
Accessed April 2017.

UNICEF and World Bank's aid disbursements to pre-primary education indicate very different patterns

Both the World Bank and UNICEF include policies that prioritise pre-primary education:

The World Bank's Education Sector Strategy 2020 emphasises resources for investing early and targeting disadvantaged populations given that *"foundational skills acquired early in childhood make possible a lifetime of learning"* and *"because a nation can prosper only when all children enjoy an opportunity to learn"* (World Bank, 2011). Similarly UNICEF's education strategy prioritises investment in ECD and school readiness with the objective of supporting countries capacities to improve children's developmental readiness when they start primary school, especially the most disadvantaged children (UNICEF, 2014).

Shares of aid to pre-primary education are extremely small for the World Bank and declining for UNICEF:

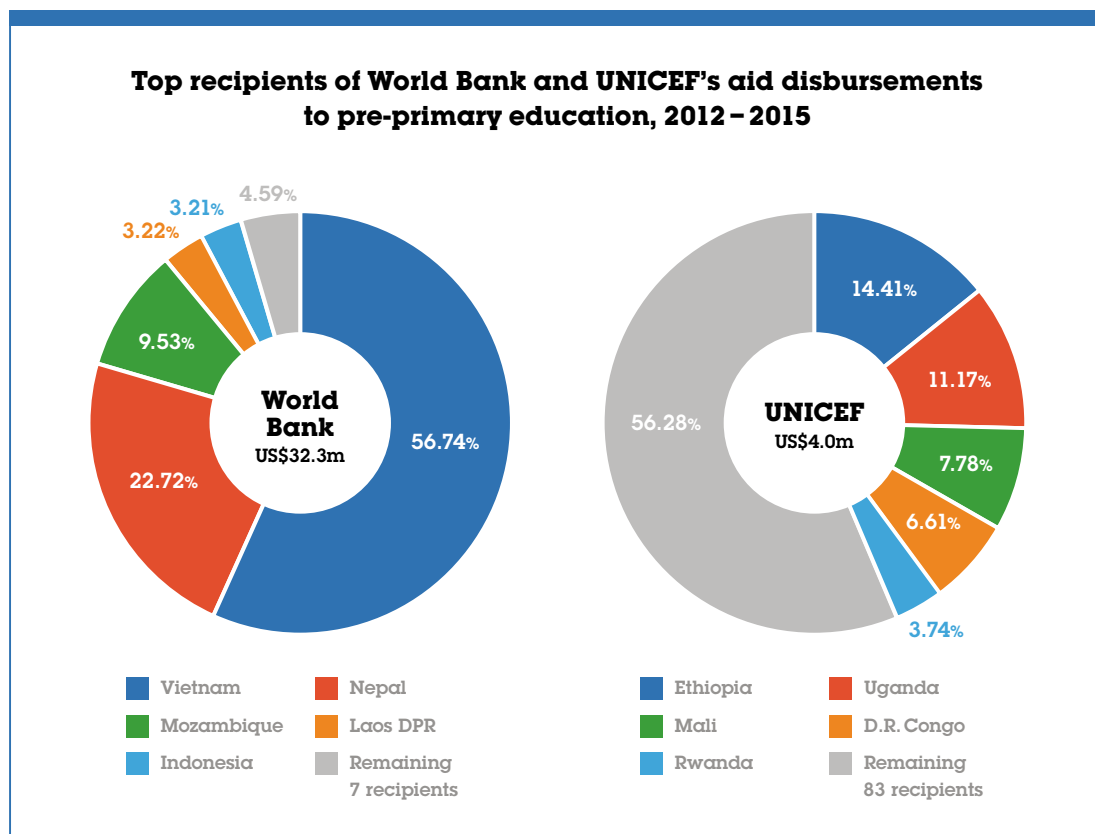
Between 2002 and 2015, pre-primary aid disbursed by the World Bank grew by 4% per annum (compared to 2% for total education). While the World Bank's share of aid to pre-primary has been growing since 2011, from 1.2% in 2011 to 3.0% in 2015, the share remains extremely small. As such, despite increased prioritisation of the early years in recent years and the emphasis is given in the World Bank's education strategy, pre-primary aid disbursements reached just \$41.7 million in 2015. UNICEF's pre-primary aid disbursements grew by just 0.3% per annum between 2002 and 2015 (compared to 3% for total education). As a share of total aid to education, aid disbursed to pre-primary education has been declining from a peak of 22.0% in 2009 to 5.5% in 2015. In 2015 aid disbursed by UNICEF to pre-primary education equalled \$4.9 million.

World Bank funding for pre-primary education is concentrated amongst a small group of recipients, while UNICEF's is spread across a large number:

The World Bank's levels of aid to pre-primary remain fairly concentrated amongst a small number of recipients totalling 12; between 2012-15, 95% of World Bank disbursements to pre-primary ODA was to five recipients (Vietnam, Nepal, Mozambique, Laos PDR and Indonesia). By comparison, UNICEF whose aid levels are much smaller, spreads its spending over a large number of recipients: between 2012-2015, UNICEF disbursed pre-primary ODA to 88 recipient countries with 44% going to its top five recipients all geographically located in sub-Saharan Africa (Ethiopia, Uganda, Mali, D.R. Congo and Rwanda) (Figure 9).

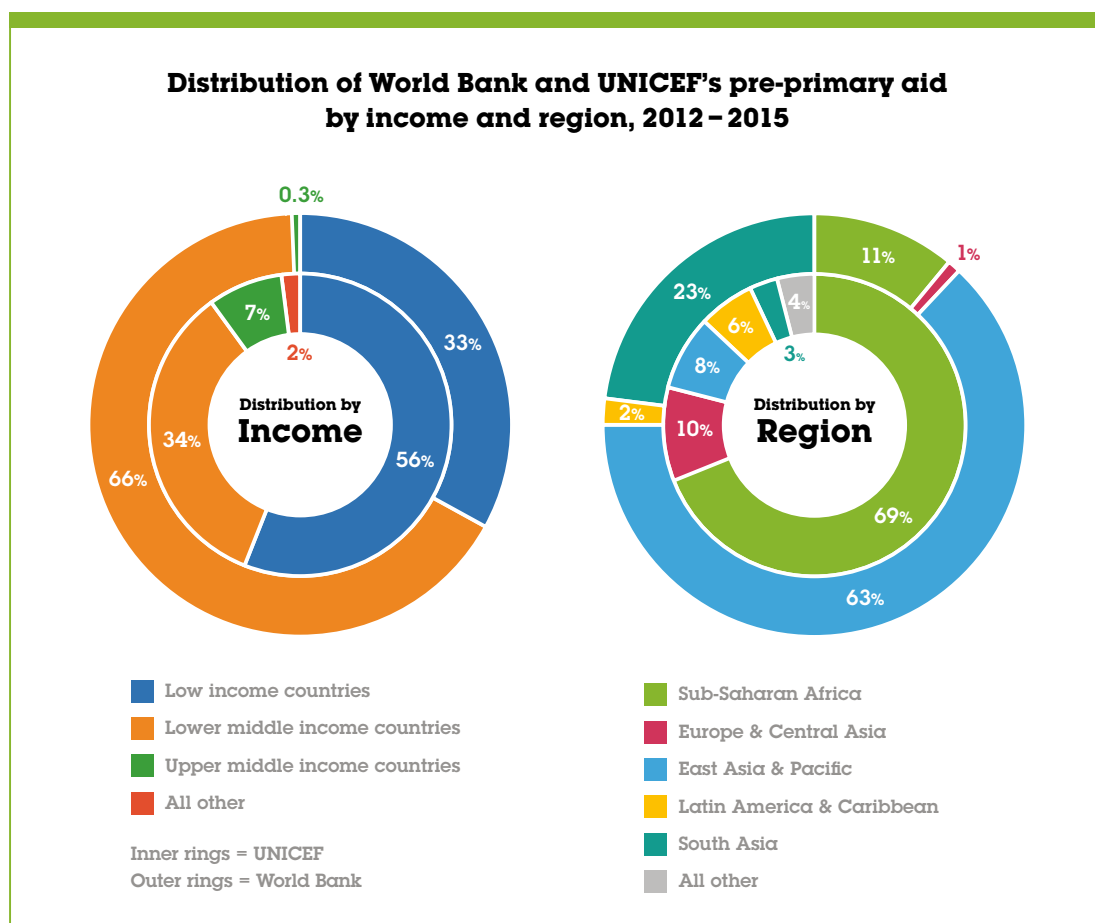
UNICEF's funding is better targeted by need: Comparing the two multi-lateral donors specifically on where they target their pre-primary aid, it is clear that while the World Bank disburses more, UNICEF targets its fewer resources better in terms of reaching poorer countries and regions where resources are needed to ensure greater access to pre-primary education (Figure 10).

Figure 9



Source: OECD-CRS database (2017). Accessed April 2017.

Figure 10



Source: OECD-CRS database (2017). Accessed April 2017.
Note: +/- 1% on graphs is due to rounding.

Largest recipients to pre-primary education

The top recipients of pre-primary education aid over 2012-15 were (in order) Vietnam, Nepal and Mozambique which, together, accounted for over two-fifths of all ODA (aid) disbursed to pre-primary education over this period; this is largely due to these countries being the top recipients in receipt of pre-primary ODA from the World Bank, the largest donor to this sub-sector (see above). The top ten recipients accounted for over 60% of all resources disbursed to pre-primary education over this same period; three low income countries (Mozambique, Nepal, Uganda); six lower middle income countries (Bangladesh, Indonesia, Kenya, Myanmar, Philippines, Vietnam) and one upper middle income country (Peru).

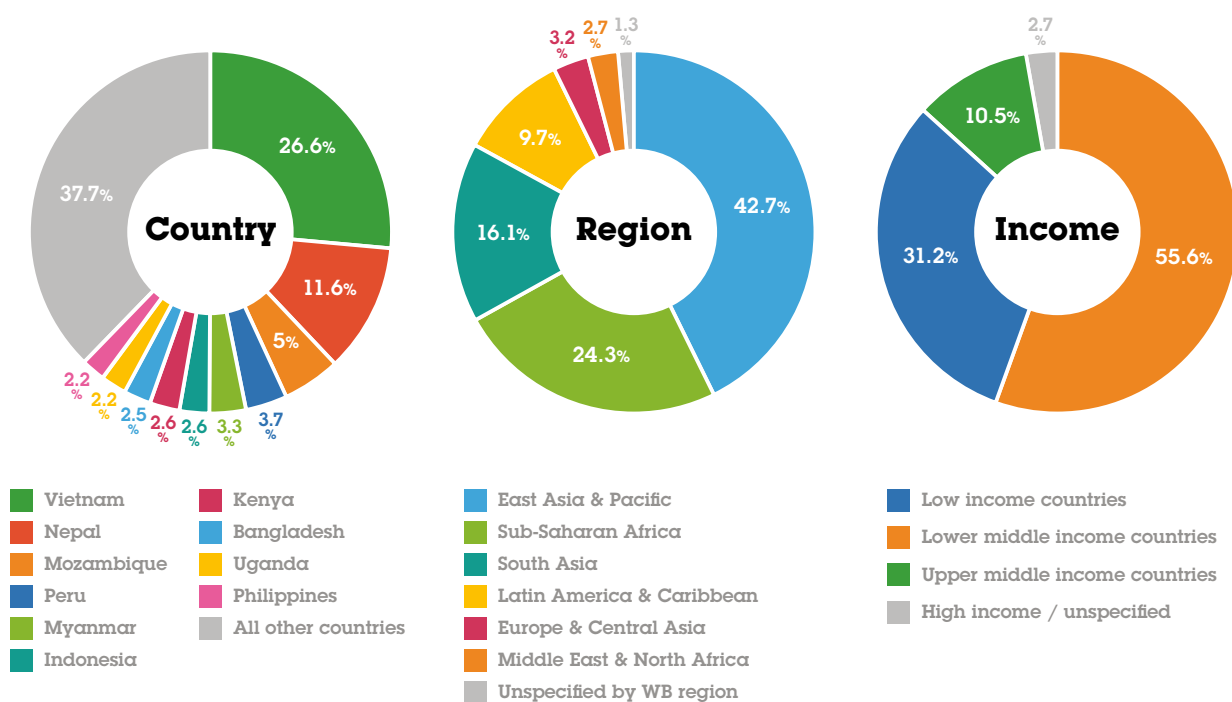
Regionally, over two-fifths of pre-primary ODA (aid) was disbursed to the East Asia and Pacific region, largely because of Vietnam; sub-Saharan Africa was the second largest region with pre-primary aid levels being spread over a much larger number of countries (**Figure 11**). On average a pre-primary-aged child in the East Asia and Pacific region received almost double what their equivalent counterpart in the sub-Saharan African region received in pre-primary aid over 2012-15; \$0.44 versus \$0.23 country (**Figure 12**).

Regional averages, however, disguise the wide variation in pre-primary aid per capita by country. As an example, a pre-primary-aged child in Chad receives \$0.004 in pre-primary aid; the equivalent for a child in Vietnam is \$4.50. Another example is India which, per capita, receives \$0.002 in pre-primary aid; its neighbour, Nepal, receives \$6.97.

Increasing the ODA envelope and prioritising pre-primary education

The latest aid statistics indicate Organisation for Economic Co-operation and Development Assistance Committee (OECD-DAC) donors allocated 0.35% of their national wealth in 2015 to gross ODA disbursements.¹² The total share of ODA (aid) disbursed by OECD-DAC donors and multilateral agencies to the education sector equalled 7%, of which the share going to pre-primary education was 0.8% in 2015.¹³ Assuming that these donors met the international target of spending 0.7% of their national wealth on ODA by 2030 and spent 15% of this on the education sector, the *International Commission on Financing Global Education Opportunity* calculates that this could raise \$49 billion in OECD-DAC ODA (aid) resources by 2030 (2014 prices); or \$25 billion on average for the sector between 2015 and 2030 (Education Commission, 2016). Assuming that 10% of these levels were spent on pre-primary education, total OECD-DAC ODA (aid) resources available for pre-primary education could potentially reach \$4.9 billion by 2030, or, \$2.5 billion on average every year between 2015 and 2030. For low income countries, between now and 2030, 37.5% of the resources needed to reach the pre-primary target by 2030 could be reached if OECD-DAC donors met the ODA (aid) criteria set out; the equivalent for lower middle income countries would be 1.8%.¹⁴

Pre-primary education ODA is not being targeted to countries with the greatest needs
Top recipients by country, region and income group of ODA to pre-primary education (2012–15)



Per capita aid disbursements of pre-primary aid reflects wide differences by region
Per capita aid disbursements by region on average 2012–2015

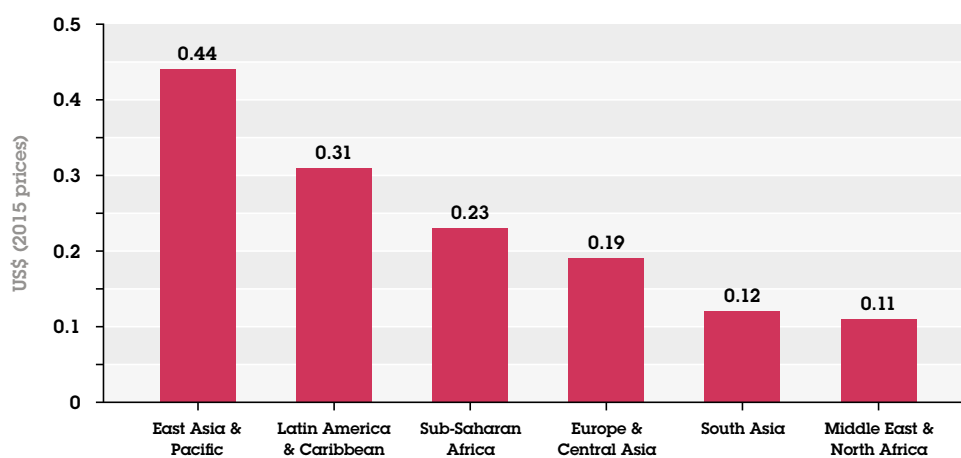


Figure 12

Source: Authors' calculations based on OECD-CRS and UNESCO-UIS database (2017). Accessed April 2017.

International Finance Facility for Education and pre-primary education

The current state of the donor financing landscape for pre-primary education financing presents a challenge both in relation to the need to mobilise more resources but also target resources better toward recipients with the greatest financing needs.

With respect to mobilisation, the proposal of the Education Commission to create an International Finance Facility for Education (IFFEd) would prioritise the education sector vis-à-vis this front-loaded investment from public and private donors (Education Commission, 2017). There is precedence in other sectors. The International Finance Facility for Immunisation (IFFIm) — an innovative financing mechanism for vaccines — initiative has mobilised more than \$5 billion in additional resources for GAVI to use on purchasing vaccines. To date \$2.5 billion has been disbursed to support the purchase and delivery of vaccines in 71 developing countries (IFFIm, 2017). The Education Commission estimates that the IFFEd, through estimates of \$2 billion in guarantees and about \$2 billion in buy-downs, could leverage an additional \$10 billion in additional concessional financing per year by 2020 (Education Commission, 2017). It remains imperative that any such funds prioritise the levels of education that are currently the most poorly funded and would benefit those most at risk of being left behind in meeting SDG 4: pre-primary education would, according to this criteria, be a priority.

Beyond mobilization of new resources, the global architecture for pre-primary education financing must explore the existing and proposed education mechanisms at the global level which can best target resources to countries most in need of resources to avoid resources being fragmented, duplicated and/ or spread too thinly. Given IFFEd would work through the multilateral development banks and support country-led planning processes, fragmentation would be avoided at the country level, in particular the lower-middle income countries targeted by IFFEd. In addition, given that the World Bank is currently the largest donor to pre-primary education, the Education Commission secretariat's recommendation of a mechanism like the IFFEd, to *"help to avoid duplication and fragmentation, and allow for greater coordination and focus by making it possible for [Multilateral Development Banks] to work together as a coherent system"* (Education Commission, 2016), will remain a crucial mechanism through which to prioritise funding for pre-primary education, concessional lending to low income countries and avoid duplication of effort. For maximum impact, IFFEd funding through the MDBs would need to coordinate with other multilateral institutions currently working in pre-primary education (GPE and UNICEF) or those that will be working in this sector in the future (Education Cannot Wait).





Pre-primary education needs more attention within Early Childhood Care and Education

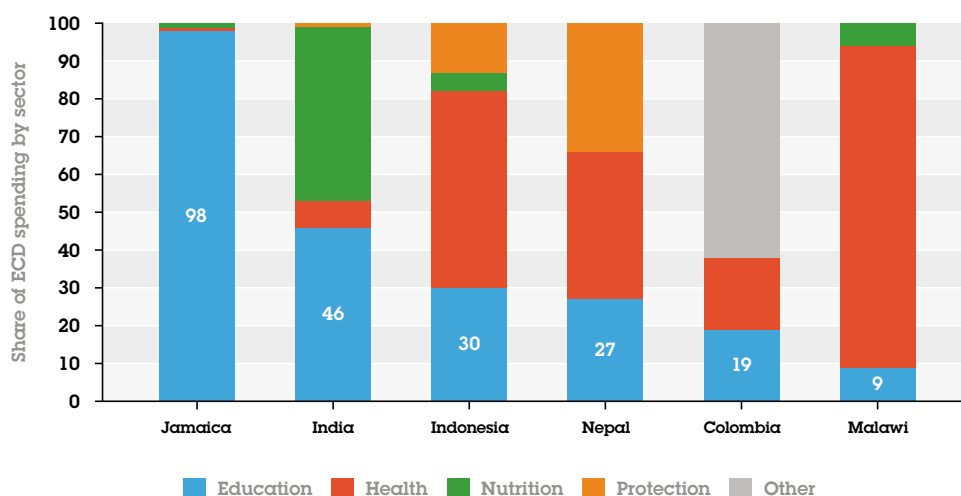
Investment in pre-primary education is often seen as a sub-set of wider investment in early childhood development (ECD), which spans across a number of sectors including care, education, health, nutrition and social protection. The World Bank identifies 25 essential interventions for ECD which centre around the five areas of family support, pregnancy birth, child health and development, and pre-school (Debissa et al., 2014). The post-2015 agenda puts a heavy emphasis on integrated planning across sectors to minimise duplication and fragmentation of effort. However, coordinating programmes across multiple sectors can be extremely challenging to implement in countries with weak government capacity given the requirements of strong structures of governance needed (Holland and Evans, 2010).

The World Bank Systems for Better Education Results (SABER) *SABER-Early Childhood Development* series allows policymakers to consider existing ECD policies and programmes in place, and identify the gaps and areas that need attention from governments and donors in order to promote the development of all children. Of the 29 countries in which the *SABER-Early Childhood Development* series has been implemented, just six provide information on the different areas of ECD that are being financed by governments. Jamaica, where there is universal access to pre-primary education, disburses 98% of ECD spending to the education sector with the majority of children under 5 years attending community early childhood institutions; Malawi on the other hand disburses 9% of its ECD spending to pre-primary education (**Figure 13**). The financing information collected by some of the in-country SABER reports are a welcome development in identifying the areas of ECD planning that government ministries are prioritising; however, alongside this financing information, there is a need to break down sources of financing (government, donor, private) and also the extent to which different ministries are planning together holistically or within their sector silos. A study of ten Asia-Pacific countries on financing for ECCE indicates that, with the exception of South Korea (see annex 1: country case studies), there is a significant lack of data on ECCE financing by source across participating countries (Kobe, 2016).

At the global level, there have been a number of high-profile initiatives relating to particular elements of ECD — most specifically on child health and nutrition — which have attracted substantial funding commitments from governments, donors and private actors. The Scaling Up Nutrition (SUN) initiative, launched in 2010, is one such multi-stakeholder partnership involving country government, civil society, business officials and development partners with a vision to ending malnutrition and hunger. In 2012, the World Health Assembly proposed a set of nutrition targets which would include reducing

Figure 13

There exists great variation between how countries apportion funds for Early Childhood Development by sector
Share of Early Childhood Development (ECD) spending by sector, latest year (%)



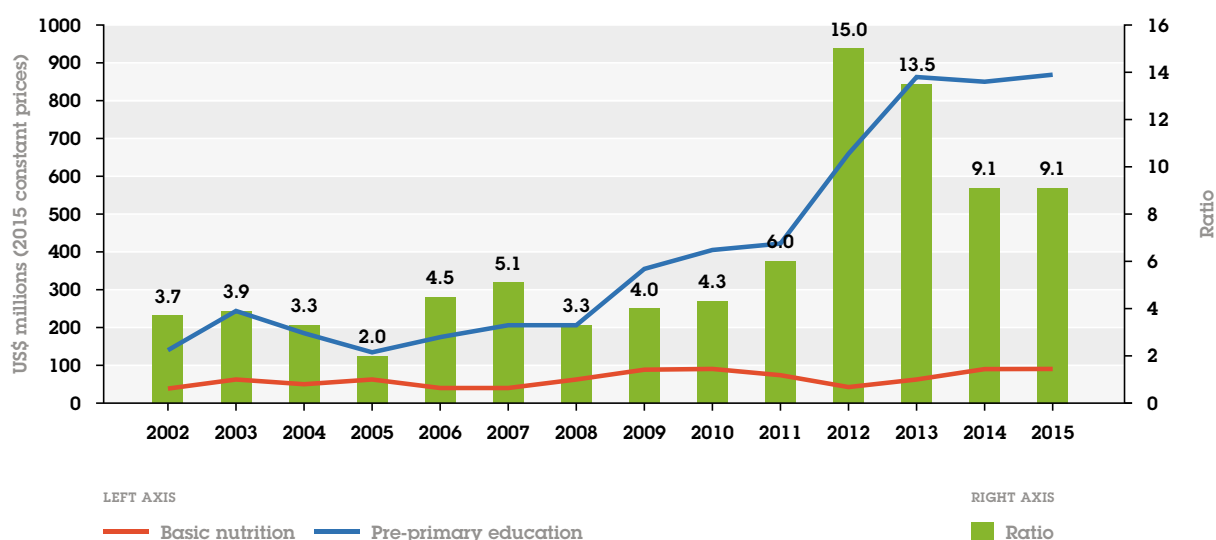
Sources: Das and Kundu (2014); Denboba et al. (2015); World Bank (2013a); World Bank (2013b); World Bank (2013c); World Bank (2015).

Note: Reporting for Colombia indicates that "Health" spending includes health and social protection while "Other" spending are disbursements for welfare and culture.

Figure 14

Source: OECD-CRS database (2017). Accessed April 2017.

Aid disbursements to basic nutrition have outpaced that disbursed to pre-primary education over the last five years
ODA disbursed to pre-primary education and basic nutrition, 2002–2015



the absolute number of stunted children by 40% by 2025, a commitment which was later reaffirmed by G8 members to ensure that food security interventions took into account the nutrition dimension (Di Commo, 2013). The high-profile support at the global level of large donors like the UK governments' Department for International Development (DFID) and the Bill and Melinda Gates Foundation in supporting the health and nutrition elements of ECD has seen the growth in ODA (aid) to basic nutrition¹⁵ increase, on average, by 15% per annum between 2002 and 2015 — more than double the average growth per year of donor disbursements to pre-primary education.¹⁶ Total disbursements have grown from \$142 million to \$867 million over the last 15 years with Canada, the United Kingdom, the United States and the World Bank among the largest donors to basic nutrition in 2015. Trends indicate an upward increase from post-2008 onwards, with levels rising particularly sharply from 2011 onwards after the commitment made by stakeholders to the SUN initiative; pre-primary education, on the other hand, has largely stagnated post-2010 reflecting overall trends in ODA to education more generally. At its peak in 2012, aid disbursements to basic nutrition were 15 times larger than levels disbursed to pre-primary education; an increase from four times in 2002. In 2015 ODA resources disbursed to basic nutrition were nine times the levels disbursed to pre-primary education (**Figure 14**).



Recommendations

Between now and 2030 the cost to roll out universal and free pre-primary education in low and lower middle income countries is estimated at \$44 billion per annum. Current estimates on spending by governments and donors on pre-primary spending equate it to just over \$11 billion. Financing recommendations presented below propose ways in which more and better resources are available to meet the financing needs to ensure universal access to pre-primary education by 2030. These recommendations are based on the Education Commission's call to for full public financing for two years of pre-primary education in all countries.¹⁶

- 1. National governments need to increase the overall share of national resources for education and begin reorienting their education budgets to ensure two years of free pre-primary, with funding in place by 2020 to allocate at least 10% of their education budget to this sector.**

The current education financing systems of many of the poorest countries are failing to strike an equitable balance in education financing needed to ensure no one is left behind from reaching SDG. A reorientation is urgently needed from the continued subsidisation of higher education, which is to the detriment of lower levels of education including pre-primary and disadvantaged groups who do not access these higher levels of education.

- 2. National governments should review and update national policy in line with commitments to provide free pre-primary to all children, ensuring progressive universalism which begins by targeting the most disadvantaged.**

Only a minority of countries have guarantees for free compulsory pre-primary education. Where pre-primary education is already compulsory it should be made free to avoid penalising lower income groups; and those countries currently without any existing policy for pre-primary should review their education sector plans to ensure free, compulsory pre-primary for all children. Within many countries there is a disparity in accessing ECCE services, including pre-primary education; whether a child lives in a rural or urban area and the socioeconomic background influences their likelihood of accessing pre-primary education. In extending pre-primary services to cover all children, governments must prioritise the most disadvantaged children — first focusing on orphans and vulnerable children (OVCs), the poor and those living in rural remote areas.

3. ODA resources (aid) to pre-primary education should increase in volume and sufficiently target resources to benefit the poorest, with at least 10% of all education ODA targeted to pre-primary, including in humanitarian crisis.

With overall levels of aid to education falling/ stagnating and pre-primary education poorly prioritised within donors' education budgets, current levels of ODA to pre-primary education remain inadequate especially for the poorest countries. In line with the recommendation of the *International Commission on Financing Global Education Opportunity* that donors must fulfil the pledge of spending 0.7% of national wealth on aid and 15% of this used for the education sector, this report also recommends that a minimum of 10% of all ODA disbursed for education must be for pre-primary education by 2030.

4. The World Bank should allocate at least 10% of its education budget to pre-primary and prioritise support for the low income countries, up from its current commitment of 2.7%.

The World Bank is the largest multilateral donor to pre-primary, however, majority of the World Bank's aid to pre-primary education is to Vietnam — a lower middle income country in the East Asia and Pacific region. The World Bank should review its allocation criteria and begin to increase the size and reorientation the its education budget towards pre-primary education in the poorest countries.

5. The Global Partnership for Education should increase allocations to pre-primary from 4% to at least 10% of its budget.

While GPE grants fund the activities set out and prioritised by governments in the Education Sector Plans (ESPs) reflecting the extent to which recipient countries are themselves prioritising ECCE within their ESPs, however, GPE can and should play a more prominent role in building greater awareness among partner of the value of investing in pre-primary.

6. UNICEF should reverse the decline in funding to pre-primary education and ensure at least 10% of its education budget is spent on pre-primary education.

UNICEF's pre-primary aid disbursements grew by just 0.3% between 2002 and 2015 (compared to 3% for total education). As a share of total aid to education, aid disbursed to pre-primary education has been declining from a peak of 22.0% in 2009 to 5.5% in 2015. UNICEF should take immediate steps to reverse this trend to at least 10% of its total education budget.

- 7. The G20 should call on the World Bank and regional development banks to establish the International Finance Facility for Education (IFFEd) to increase overall available resources for education globally, and the IFFEd must mobilise, front-load and better target resources to pre-primary education.**

Current ODA levels to pre-primary education are poorly targeted with the majority of donors disbursing funds too thinly to a large number of countries. The Education Commission proposal of an IFFEd mechanism will be crucial in helping to mobilise and front-load resources from public and private funders for the education sector and targeting these towards investing in pre-primary education in those countries most in need of resources. Any proposed IFFEd will need to utilise current or proposed multilateral mechanisms in place, utilising their comparative advantage in disbursing more and better targeted resources to the poorest countries.

- 8. All humanitarian response plans should include targets holistically addressing the needs of children ages 0–5, and Education Cannot Wait, the recently launched fund for education in emergencies, should prioritise pre-primary education and early cognitive support as part of initial emergency investments and long term strategy.**

In May 2016, Education Cannot Wait: A Fund for Education in Emergencies (ECW) was launched as an innovative new global platform to address the education needs of children affected by humanitarian emergencies. As the ECW fund begins to make decisions on its initial investments to meet this mandate, the High Level Steering Group should ensure that early childhood development and education are prioritised among initial investments, including specifically two years of free pre-primary school for children in emergencies.¹⁷

- 9. There must be regular collection and management of information on early childhood care and education (ECCE), including what funding is being spent on and where it is coming from.**

Many low and lower middle income countries lack the data needed to allow for a holistic and comprehensive analysis of the state of ECCE financing. The World Bank SABER country reports on Early Childhood Development are a useful starting point in capturing financing data specifically in relation to ECD and education. However, currently not all country reports capture information and those that do largely capture just government spending. Full transparency as to where resources are coming from and which sector areas these resources target is an urgently needed. This will need to address the gaps in capacity to comprehensively collect data of education financing at all levels, from all sources and if this spans across sectors.



Annex 1

Pre-primary education country profiles

Jamaica

REGION

Latin America and the Caribbean

INCOME GROUP

Upper middle income country

NUMBER OF PRE-PRIMARY AGED CHILDREN

125,752 in 2016

(UNESCO-UIS, 2017)

PROGRESS IN PRE-PRIMARY EDUCATION:

Enrolments: Net enrolment rates at pre-primary level have risen from 79.4% in 1999 to 93.4% in 2015 (UNESCO-UIS, 2017).

Non-state provision: Non-state share of pre-primary enrolment accounted for 88.7% of total enrolments in 2014 (World Bank, 2017).

Government spending: The share of total government spending going to education grew from 20.0% in 2001 to 20.1% in 2015. As a share of public spending on education, the share going to pre-primary education decreased from 5.0% to 3.6% over the same period (UNESCO-UIS, 2017).

Reaching the disadvantaged: PATH programme provides targeted financial support to ensure parents can send their children to school, with some resources included for ECCE.



LEGISLATION AND POLICY

In 2001, the Government's White Paper presented the way forward for education at the start of the new millennium. As part of this White Paper were a set of targets to ensure full enrolment of four- and five-year-olds in early childhood education by 2003; in addition, targets were set for public education programmes by mid-2001 in support of early childhood care and early stimulation for children between birth and age four. In 2004, the Task Force on Education Reform redefined the targets of the White Paper with a view to transforming the entire education system over a period of 10 to 15 years. This was followed in 2009 by the Vision 2030 Jamaica National Development Plan which, amongst other goals, committed to ensuring that every child has access to early childhood development. This is reiterated in the 2011-2020 National Education Strategic Plan (UNESCO, 2015b). Specifically related to ECD activities, is the 2013-2018 National Strategic Plan (NSP). In 2011, the government included a charter which guaranteed the free provision of education for children at the early childhood and primary levels stating that every child who is a citizen of Jamaica has the right to *"publicly funded tuition in a public educational institution at the pre-primary and primary levels"* (World Bank, 2013a).

GOVERNANCE

In 2003, the Early Childhood Commission (ECC) was established to govern administration of ECD in Jamaica. Operating under the Ministry of Education, the ECC is responsible for advising the Ministry on ECD policy issues (World Bank, 2013a). The Jamaican Government mandates that all public government agencies working on issues concerning children partner work through the Ministry of Education and that they align their activities with the 2013-2018 National Strategic Plan (NSP). The NSP prioritises improving infrastructure of early childhood development centres, enhancing the delivery of the curriculum, improving the nutritional status of children and training of early childhood practitioners and teachers (UNESCO, 2015b).

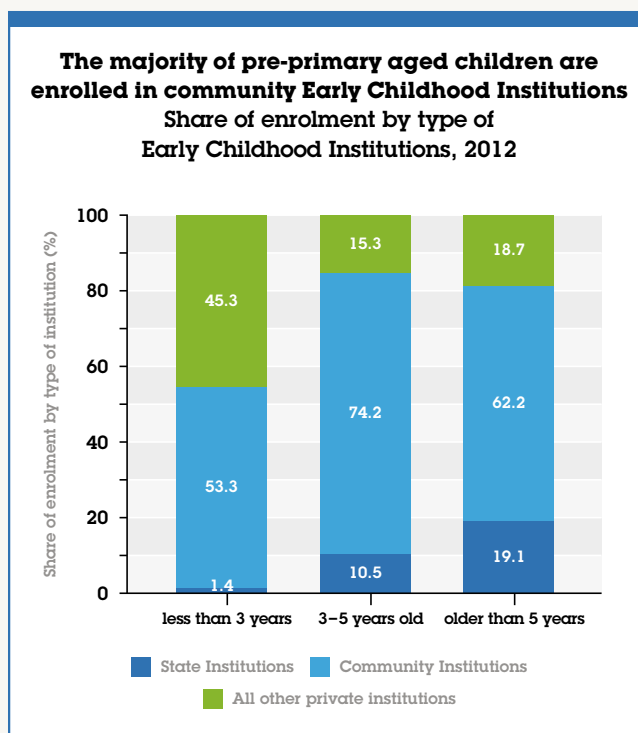
ENROLMENT

Net enrolment of the four- to six-year-old age cohort is high with 93.4% enrolled in pre-school as of 2015, increasing from 79.4% in 1999 (UNESCO-UIS, 2017). It is mandated under Jamaican law that children should be provided with free public pre-primary education. Of those enrolled, just 10% of children aged three to six attend public pre-primary institutes (World Bank, 2013a), with the majority of enrolments being through private or community entities (**Figure 1**). For the latter, the government provides feeding grants and salary subsidies (UNESCO, 2015b). While enrolment is high for three- to six-year-olds, access to day care for children under three is just under 20% and mainly concentrated among children coming from wealthy households (World Bank, 2013a).

In 2015, the Government of Jamaica rolled out the Four-Year-Old Readiness Assessment. With educational attainment at higher levels of the education system being low, this was intended to equip children with the necessary skills needed to transition effectively from pre-primary to primary level. This is administered at age four and is intended to provide teachers and practitioners with information to assess the level of school readiness (UNESCO, 2015b).

Figure 1

Source: World Bank (2013a)



FINANCING

Currently there is no national law which stipulates a required minimum level of public funding for ECD services. This means that while access to pre-primary education in Jamaica is almost universal — and largely in non-government institutions — the level of finance for pre-primary education is low. In 2015, while Jamaica spent 5.4% of its GDP on education, just 0.2% of national wealth was spent on pre-primary education. As a share of total public spending on education, the government allocated 3.6% to pre-primary education in 2015 which is one of the lowest among LAC countries with data. In Chile, for instance, the share of the education budget spent on pre-primary education in 2014 was 17.7%; the equivalent for Guatemala and Peru in 2015 was 17.3% and 16.6%, respectively. Trends in spending on pre-primary education by the Government of Jamaica appears to indicate a marked decline in prioritisation of this level since the 2009 when, as a share of total education spending, 8.2% was spent on pre-primary education (UNESCO-UIS, 2017). While Jamaica is not a large recipient of aid, on average \$0.17 million was disbursed per annum between 2012 and 2015 for the pre-primary education (2015 prices); this represented 1.5% of total education aid disbursements to Jamaica over this period.

As indicated, most pre-primary enrolments are through community and private institutions meaning that the finance data on public spending only accounts for a part of total expenditure at the pre-primary education (UNESCO, 2015b). However, a lack of data on source of financing for pre-primary education makes it difficult to know how much is spent by other entities. Household financing is likely to be significant, however, given that parents are expected to pay school fees to allow children to attend community based ECCE centres. Children attending public ECCE centres, which represent less than 5% of the total, while not expected to pay school fees are expected to contribute to costs relating to uniforms and transportation (World Bank, 2013a). The Government does provide financial support to community-based ECCE centres through school feeding grants and salary subsidies for community-led entities. However, as the SABER-Early Childhood Development study on Jamaica recommends, the Government needs to do more to provide adequate compensation to all centres to ensure that minimum quality requirements are met and that teachers at these centres have access to affordable education training opportunities (World Bank, 2013a).

EQUITY

The interventions made by the government on behalf of the most disadvantaged communities has significantly increased access to pre-primary education for the poorest children. In 1997, there was a 17.3% gap in the gross enrolment between the poorest and wealthiest quintiles; by 2007 gross enrolment for both these groups had reached 100% (Jones et al., 2011).

A number of programmes have tried to address the levels of access that children from disadvantaged groups might have in accessing ECD services. Presently, for instance, children with disabilities are considered to be the most at risk of being excluded from ECD services, given the limited number of institutions and personnel needed to adequately address the needs of these children. The Early Stimulation Programme, implemented by the Ministry of Labour and Social Security, is one such intervention to assist families with children with disabilities (UNESCO, 2015b).

Children from poor households are also at risk of being excluded from participating in pre-primary education given that it is not completely free, despite this being guaranteed under Jamaican law. While the government does subsidise community early childhood institutions, parents are still expected to contribute to costs. The Programme for Advancement through Health and Education (PATH), which was created in 2001, is a social safety net which provides targeted financial support so that parents can send their children to school. As part of the PATH programme, breakfast and/ or lunch is also provided, targeting the most disadvantaged children (UNESCO, 2015b). PATH has been instrumental in addressing many of the cost barriers parents of poorer children may face in accessing school and other services. With respect to ECCE, in 2011 the Government approved to extend PATH's Nutritional Support and Feeding grants programme to government pre-primary institutions. However, it is not transparent which part of PATH's budget is specifically earmarked for pre-primary aged children (World Bank, 2013a).

While government subsidisation of community early childhood institutions has helped to improve equity in allowing the poorest children improved access to pre-primary schooling, differences in the quality of services still exist between poor and rich children with the former more likely to access early childhood institutions which are inadequately resourced (Jones et al., 2011).

South Korea

REGION

East Asia and the Pacific

INCOME GROUP

High income country

NUMBER OF PRE-PRIMARY AGED CHILDREN

1,366,670 in 2016

(UNESCO-UIS, 2017)

PROGRESS IN PRE-PRIMARY EDUCATION:

Enrolments: Net enrolment rates at pre-primary level were 91.5% in 2013 (UNESCO-UIS, 2017).

Non-state provision: Non-state share of pre-primary enrolment accounted for 81.1% of total enrolments in 2013 (World Bank, 2017).

Government spending: The share of public spending to pre-primary education increased from 0.8% in 1999 to 3.1% in 2012 (UNESCO-UIS, 2017). As a share of GDP, government spending on early childhood education and care increased from 0.52% in 2010 to 1.01% in 2014 (KICCE, 2015).

Reaching the disadvantaged: The government has tried to redress the dual system of early childhood education and care provision through the Nuri Curriculum to ensure children are provided with equal starting points regardless of their background

LEGISLATION AND POLICY

The Plan for Establishment of Early Childhood Education as Public Education, introduced in 1997, proposed that (1) education for three- to five-year-old children should be included in a new public pre-school system in which education and care services are integrated, (2) priority should be given to disadvantaged children from low income families in providing access to ECCE programmes and (3) at least one year of free education before formal schooling should be provided to all five-year old children (Kobe, 2016).

GOVERNANCE

While public and free early childhood education has been a top national priority since the 1970s, the non-state sector has historically played a strong role in the origin and development of ECCE programmes in Korea for about 100 years (Kim and Na, 2003). Irrespective of whether the ECCE facility is publicly or privately owned, the government provides a financial subsidy to households which has, as of March 2012, been rolled out to all households (Tan, 2016). Government provision of ECCE in South Korea operates within a

dual system. Government-provided ECCE services have traditionally been delivered through two institutions — kindergartens and childcare centres — of which the former falls under the jurisdiction of the Ministry of Education and the latter the Ministry of Health and Welfare. Childcare facilities are geared towards children from birth to age five and are typically attended by children from low income families with working mothers; kindergarten facilities cater for children aged three to five years old and are typically attended by children from middle and upper income backgrounds (Tan, 2016). This dual system had previously meant that two separate curriculums were being delivered — the national kindergarten curriculum and the national childcare center curriculum (KICCE, 2013). More recently, however, the Government has moved to integrating the services offered by the different centres with the objective of ensuring equitable access to quality pre-primary education through the roll-out in 2012 of the integrated Nuri Curriculum for three- to five-year-olds (KICCE, 2013).

ENROLMENT

Coverage of early childhood education and care is high in Korea and far surpasses the OECD average. The latest data indicates that in 2014 89% of two-year olds and 90% of three-year olds were enrolled in pre-primary education (the OECD average was 36% for two-year olds and 71% for three-year olds). The 2012 PISA report reports that close to 83% of 15-year olds indicated they had attended more than one year of pre-school – higher than the OECD average of 74% (OECD, 2016). The latest data for net enrolment at pre-primary level stood at 91.5% in 2013 (UNESCO-UIS, 2017). The public-private share of enrolment levels indicate that for kindergartens, enrolments at public institutions made up 22.7% of the total, while 77.3% were to private institutions. For childcare centres, the share of enrolments attending public centres made up 10.6% of the total while 51.8% were in private centres and 24.4% in family day care (KICCE, 2015).

FINANCING

As a share of government spending on education, South Korea's spending is low although it has risen since the turn of the millennia. In 1999 spending on pre-primary education, as a share of total government expenditure, was just 0.8%; the latest data for 2012 indicates this had risen to 3.1% (UNESCO-UIS, 2017).

In volume terms government spending to kindergartens in 2014 was 4.3 times what it was in 2009; the equivalent for the childcare centres was 2.4 times more. As a share of GDP spending on early childhood education and care services increased from 0.52% to 1.01% between 2010 and 2014. These large increases in early childhood education and care were not only due to increases in financial support for fees, but also due to the roll-out of the Nuri Curriculum (KICCE, 2015).

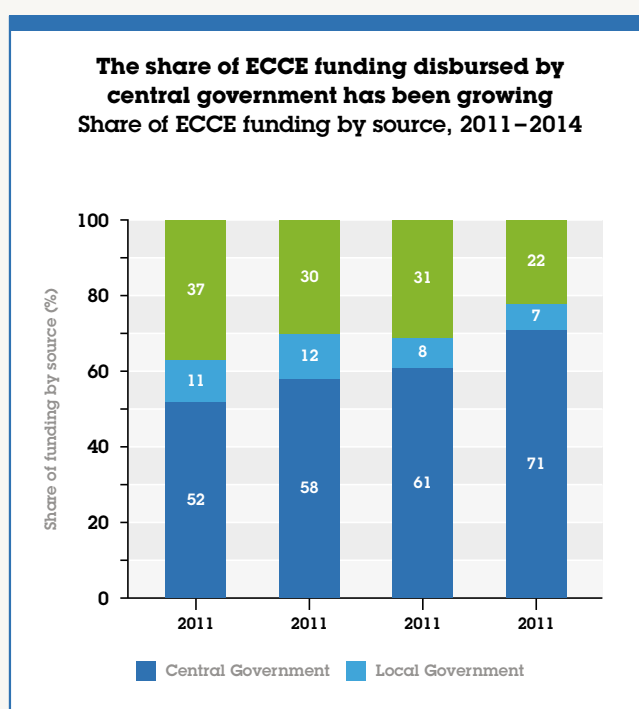
A large part of ECCE funding continues to be made up through household expenditure although this is declining; in 2011, it made up 37% of total ECCE funding before decreasing in 2012 to 29%; by 2014 its share had declined to 22% (**Figure 2**). A large reason for this decrease has been the government provision of large subsidies to parents for ECCE costs (Kobe University, 2016).

EQUITY

The education system in South Korea has often been held up as an example for today's developing countries of what can be achieved insofar as rapid expansion to accessing quality education for every child. South Korea stands out as a clear example of what can be achieved in prioritising the earlier levels of education and those most disadvantaged in what the Education Commission has coined as progressive universalism (Education Commission, 2016). The Government of Korea approached early childhood education and care in much the same way by making this free for children aged five in rural areas; by 2012 it had been universally rolled out. By 2013 the government had rolled out free education and care for all three- and four-year-olds (Tan, 2016). Similarly, in line with the principle of progressive universalism, government financial support for tuition at pre-primary level moved from only being given to children from the bottom 70% of households to eventually being rolled out to all children – regardless of household income – after the introduction of the Nuri Curriculum (OECD, 2016). The Nuri Curriculum, in integrating the pre-school curriculum regardless of whether a child attends kindergarten or a childcare centre, provides children with equal starting points regardless of their background (KICCE, 2013).

Figure 2

Source: Kobe University (2016)



Tanzania

REGION

Sub-Saharan Africa

INCOME GROUP

Low income country

NUMBER OF PRE-PRIMARY AGED CHILDREN

3,469,797 in 2016

(UNESCO-UIS, 2017)

PROGRESS IN PRE-PRIMARY EDUCATION:

Enrolments: Net enrolment rates at pre-primary level have risen from 22.8% in 2004 to 30.5% in 2014 (UNESCO-UIS, 2017).

Non-state provision: Non-state share of pre-primary enrolment accounted for 5.5% of total enrolments in 2013 (World Bank, 2017).

Government spending: The share of total government spending going to education decreased from 19.5% in 2004 to 17.3% in 2014. As a share of public spending on education, the share going to pre-primary education decreased slightly from 6.4% to 6.0% over the same period (UNESCO-UIS, 2017).

Reaching the disadvantaged: In 2016, the government, with international partners, launched the Fursa Kwa Watoto (opportunities for children) programmes with the aim of improving quality and access rates to pre-primary education in urban and rural Tanzania. This multi-agency project seeks to improve the developmental and learning outcomes of pre-primary children in the most marginalised communities.



LEGISLATION AND POLICY

According to Tanzanian law, children are guaranteed access to two free years of pre-primary school although attendance is not compulsory. While all public primary schools are required to by law have at least one pre-primary classroom, shortages of classrooms make this difficult to implement in practice (World Bank, 2012). Key sectoral policies with ECD components include the 2007-2011 Primary Education Development Programme II, 2008-2015 Strategic Plan to Accelerate Reduction of Maternal, Newborn and Child Deaths in Tanzania and the 2007-2010 National Costed Plan of Action for Most Vulnerable Children (World Bank, 2012).

GOVERNANCE

Tanzania's ECD policy the Intersectoral Early Childhood Development Policy (IECDP), which was drafted in 2010, is a holistic policy including the sectors of education, health, nutrition and social and child protection (World Bank, 2012). It stemmed from 2006 when three national committees on ECD were established and tasked with setting policies for ECD, establishing standards for service delivery, monitoring access to ECD services and playing a coordination role across different agencies (Neuman and Devercelli, 2012). The IECDP, based on the most recent information available, is currently awaiting approval from Parliament prior to which a costed implementation plan cannot be developed (World Bank, 2012).

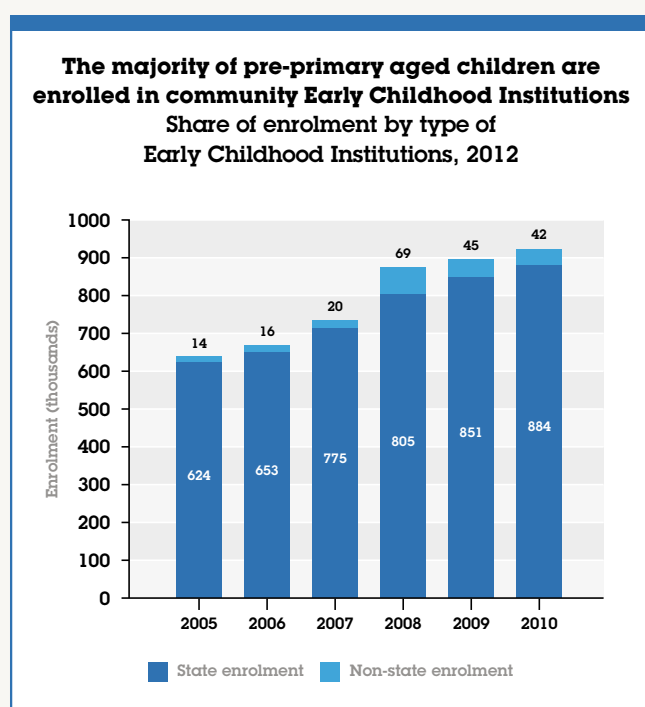
ENROLMENT

The latest enrolment figures show that just three in ten pre-primary aged children were accessing pre-primary school with 30.5% enrolled in 2014. This is a slight increase from enrolment rates ten years earlier in 2004 when rates stood at 22.8% but represents a drop of 3% when comparing to 2008 enrolment levels (UNESCO-UIS, 2017). The poor physical facilities for pre-primary education, together with just one in ten schools having a professional pre-primary teacher (Enos and Francis, 2016) compound the reasons for the poor enrolment rates at pre-primary level. Despite it being required under law that every primary school should have a pre-primary classroom, data from the 2014 UWEZO Survey found that of the 1,309 schools assessed just eight out of 10 schools had a pre-primary class (UWEZO, 2016).

Beyond the national pre-primary enrolment levels, geographic location and socioeconomic status of where a child lives appears to be a determining factor of being enrolled in a pre-primary programme. UWEZO's 2016 survey found that 84% of pre-primary school-aged children who were out of school were living in rural areas. This reflects the likelihood of pre-primary-aged children living in urban areas being more likely to be enrolled in pre-primary school compared to their rural counterparts — 54% versus 46%. Similarly, socioeconomic status is likely to affect enrolment; in 2014 the distribution of five- and six-year-olds who were attending a pre-primary class illustrated that by household socioeconomic status, 62% of children enrolled in pre-primary schools came from very rich and rich families; this compares to just 23% from poor and very poor households (UWEZO, 2016).

Figure 3

Source: World Bank (2013a)



Compared to its regional neighbours, the share of non-state enrolment in pre-primary schooling has been comparatively low in Tanzania, standing at just 5% in 2010. More recent data indicates that in 2013, the non-state share made up just 5.5% of enrolment (World Bank, 2017). However, the rates of enrolment at non-state institutions have been increasing and outpacing that of enrolments at state institutions (**Figure 3**). Between 2005 and 2010, enrolment at non-state institutions grew on average by 24% a year; this was compared to 7% a year for enrolment at state institutions (World Bank, 2012).

FINANCING

In 2014 Tanzania spent 3.5% of its GDP on education, down from 4.7% in 2004. As a share of total public spending on education, the government's allocation to pre-primary education decreased slightly from 6.4% to 6.0% over the same period. While Tanzania spends a low share of GDP on education as compared to the sub-Saharan African average, it allocates a higher share of its education budget to pre-primary education. Only Comoros, Ghana and Sao Tome and Principe allocated a larger share of their education budget to pre-primary education within the sub-Saharan African region in 2014 (UNESCO-UIS, 2017). Tanzania was the 14th largest recipient of pre-primary education aid over 2012-2015 receiving \$1.3 million, on average, per year over this period (2015 prices); this represented 0.7% of total education aid disbursements to Tanzania over this period.

While the Government of Tanzania provides capitation grants to primary schools (based on the number of pupils enrolled) — through which pre-primary education is expected to be financed — the practical application often means that early childhood education is excluded from this financial arrangement, meaning that resources for pre-primary classes fall largely on parental contributions (World Bank, 2012; UWEZO, 2016). There is currently no monitoring mechanism to understand what portion of the capitation grant is disbursed to pre-primary education although anecdotal evidence suggests it is negligible; furthermore, there is no separate financing beyond the capitation grants to help fund the expansion of pre-primary education (World Bank, 2012). Therefore, families are often asked to pay for fees and other cost for pre-primary education even where provision is at a state school (World Bank, 2012). Little recent data on spending on household spending on pre-primary education is available. However, based on the financial year 2008/09 it is clear that household contributions as a share of public spending by level of education are inversely correlated and, therefore, regressive. As a share of public recurrent expenditure on pre-primary education, household spending made up 32.3%. The equivalent for primary was 26.4%; secondary education equalled 21.0% and post-secondary education was 3.0% (UNESCO, 2011).¹⁸

EQUITY

In 2016 the government, with international donor and philanthropic support, launched the *Fursa Kwa Watoto* (opportunities for children) with the aim of improving quality and access rates to pre-primary education in urban and rural Tanzania. The programme has resources totalling \$5.8 million and is being funded by Dubai Cares, UNICEF and the Hewlett Foundation (UNICEF, 2016). *Fursa Kwa Watoto* focuses on two different service-delivery modalities; the first is through pre-primary classes which are attached to an existing primary school and the second is through satellite pre-primary classes in difficult hard-to-reach areas. The programme is aligned with national policies and strategies, including the Primary Education Development Plan III, Tanzania Development Vision 2025 and the Big Results Now (BRN) initiative (Aga Khan, n.d.). This multi-agency project seeks to improve the developmental and learning outcomes of pre-primary children in the most marginalised communities.



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Endnotes

- 1 This goes further than the agreed global indicator for Sustainable Development Goal 4, target 2, which calls for one year of free pre-primary education.
- 2 Early childhood care and education refers to a range of programmes, beyond just education, and covers children from birth to the age at which they transition to primary school. ECCE includes support for learning, health and nutrition, water, sanitation and hygiene and protection. It also includes pre-primary education (GPE, 2016).
- 3 Formalised early learning which immediately precedes primary school can be attached to existing primary schools or be something entirely separate (GPE, 2016).
- 4 The earlier period relates to the earliest year using the 2000-2005 time-frame; latest period relates to the latest year using the 2010-2016 time-frame.
- 5 UIS data refer to 5-6 year olds while household data refers to 3-4 year olds.
- 6 Domestic spending on pre-primary education for 52 lower middle income countries totals \$10.6 billion in 2015; however around 70% of this is attributed to eight countries many of which have large populations (Bangladesh, Egypt, India, Nigeria, Pakistan, Philippines, Ukraine and Vietnam). These are estimated to have spent \$500 million or more on pre-primary education in 2015.
- 7 Per pupil spending has taken the total spent of each respective income groups and divided it by the total population of official age for pre-primary education for that income group. The actual population attending pre-primary school is much less poorly populated which is the reasoning behind using the total pre-primary aged population as a proxy.
- 8 Calculating total government spending on pre-primary education has meant a number of assumptions have had to be made to arrive at a total figure for government spending on pre-primary education. Firstly, government expenditure on pre-primary education as a share of GDP was sourced from UNESCO-UIS; given the poor coverage of data the latest data between 2010 and 2015 was taken. Secondly, a regional average (mean) by World Bank region was derived based on information for countries there was data on over the 2010-2015 period. Next this regional mean was applied to all countries within the corresponding region where there was no data availability between 2010-2015. Lastly for each country the share of GDP spent on pre-primary education, regardless of year this applied to between 2010-2015, was applied to 2015 GDP figures which were sourced from the April 2017 edition of the World Economic Outlook.
- 9 Total ODA to Education includes 20% of General Budget Support.
- 10 Email correspondence with Global Partnership for Education in May 2017.
- 11 Email correspondence with Global Partnership for Education in May 2017.
- 12 For the sake of comparability with Education ODA (which is always reported in gross disbursements) this relates to the share of GNI disbursed for gross ODA. Traditionally the OECD-DAC reports ODA as a % of GNI as far as net ODA goes. Net ODA as a share of GNI in 2015 was 0.30%.
- 13 This excludes ODA disbursements from Non-DAC donors who report to the OECD-CRS
- 14 The Education Commission estimates that total DAC ODA available for education will total, on average, between 2015 and 2030 \$15 billion for low income countries and \$7 billion for lower middle income countries. Assuming 10% of this is apportioned for pre-primary education, this could fill 37.5% of the pre-primary education financing needs for low income countries; for lower middle income countries, on account of the higher resources, and the assumption a larger share of ODA will be for low income countries the increase in DAC ODA could only fill 1.8% of the funding needs between now and 2030. The small share that aid is expected to fill of total resource needs for lower middle income countries is due to their significantly larger resource needs for pre-primary education and the Education Commission's assumption that the majority of ODA resources will be redirected to low income countries. Annually between 2015 and 2030, the Education Commission estimates that \$40 billion will need to be spent on pre-primary education in lower middle income countries; the Education Commission makes the assumption that 60% of DAC ODA resources will be redirected toward low income countries every year between 2015 and 2030. Lower middle income countries are assumed to receive 28% — or \$7 billion — of the annual \$25 billion in DAC ODA resources for education between now and 2030.
- 15 Basic nutrition aid, under the Creditor Reporting System, is defined as aid that encompasses direct feeding programmes (maternal feeding, breast-feeding and weaning foods, child feeding and school feeding); determination of micro-nutrient deficiencies; provision of Vitamin A, iodine, iron etc; monitoring of nutritional status; nutrition and food hygiene education; and household food security.
- 16 Education Commission *The Learning Generation*
- 17 For further information please see Theirworld's report *Safe Spaces: The Urgent Need for Early Childhood Development in Emergencies and Disasters*
- 18 This is when excluding for Higher Education Loans; when including for these the proportion rises to 53.3%

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#5for5

By the time a child reaches five years old, 90% of their brain has already developed – which means the progression from birth to school is the most important time of a child's life.

But around the world children from poorer and marginalised households are unable to access support are put at a disadvantage. Those who start school at five without early years support have a limited vocabulary and ability to learn, impacting their opportunities in later life.

Theirworld's 5 for 5 campaign focuses on the 5 elements of quality nurturing care needed by every child under five: health, nutrition, play, learning, and protection. Even though the importance of these interventions has been thoroughly proven, investment in the 0 to 5 age group is still far too small.

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