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Annex 4: Case study on Norway's Engagement in Education for Development

CONTENT

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1. Introduction

1.1 BACKGROUND AND PURPOSE

This report aims to assess the rationale for and the nature of Norway's global engagement in education for development since 2013, the key results of this and the main factors driving the achievement or non-achievement of desired change.

It is part of a broader evaluation of Norway's advocacy engagement from 2005 to 2014, conducted between July 2015 and March 2016. This evaluation has four main components: 1) a summary of Norway's main advocacy engagements based on an analysis of the Norwegian Agency for Development Cooperation's (Norad's) database; 2) thematic overviews of 11 issue areas (both presented in the inception report in October 2015); 3) more detailed case studies of four of these issue areas (of which education for development is one); and 4) an analysis of key trends and patterns across the four areas. The purpose of the case studies is to provide insights into the factors driving the effectiveness and sustainability of the advocacy outcomes and to contribute to answering the four evaluation questions, as presented in Table 1.

TABLE 1: EVALUATION QUESTIONS

1.	How persuasive was the reasoning behind Norwegian advocacy engagements? a. What were Norway's main engagements? b. What was/is the nature of the advocacy engagement? c. What were the decision process and information basis underlying the engagement? d. To what extent did the policy context influence the timing of engagement? e. Was the engagement adaptive to context and Norway's comparative advantages and priorities?
2.	What were the achievements and challenges?
3.	What were the main drivers and constraining factors?
4.	How has Norway promoted the sustainability of achievements?

The objective is to identify and understand the role of the main factors that determine the achievement of desired advocacy outcomes, with a particular focus on the role and contribution of the Ministry of Foreign Affairs (MFA), Norad and their external partners. This analysis will inform managerial decisions on policy advocacy programming, in particular:

- the timing–that is, at what point in the policy process makes most sense to engage
- the choice of institutional 'channel', or the way Norway could exert its influence
- the design and management of a portfolio of advocacy activities

1.2 METHODOLOGY

Each case study was allocated 14 days. Given the purpose of the evaluation and the time available, they are not exhaustive accounts of these very broad issue areas or Norway's engagement. Rather, they seek

to take advantage of existing information, supplemented by a select number of interviews with key actors who could provide insights into decisions and processes that have been less well documented.

This report is based on a review of a limited number of reports, websites and semi-structured interviews with 33 key informants, conducted through face-to-face meetings and phone/Skype (Annex 1). We employed a purposive sampling strategy, identifying individuals who were knowledgeable about the issue and evaluation questions and who represented a range of viewpoints. Norad provided initial suggestions of potential interviewees; this was supplemented by recommendations from others in order to make it possible to provide a more balanced perspective. Most respondents were serving in senior positions. Of the key informants, 18 (55%) were based in Norway, 13 were affiliated with the Norwegian government, two were from other bilateral agencies, eight were from multilateral agencies, nine were from non-governmental organisations (NGOs) and one was from academia.

Documents and interviews were hand-coded according to the evaluation questions and emergent themes. The Norad focal point reviewed individual case studies to identify any major gaps or misinterpretations.

1.3 WHAT IS EDUCATION FOR DEVELOPMENT?

The concept 'education for development' conveys that education is both a fundamental human right and a precondition for economic growth, poverty reduction and employment generation. There are also strong links between education, health and democratic development. Education is therefore an important public good. While significant progress has been made in terms of access, the sector is facing an unfinished agenda. Lack of political commitment and funding and uncoordinated effort are hampering further progress, at both global and country level. Improving quality is considered a key priority, but monitoring and measuring progress remains a significant challenge, since quality encompasses a wide range of factors, from school infrastructure, teacher supply and participation in school management to curricula and the language of instruction.

1.4 STRUCTURE OF THE REPORT

This report is divided into five main sections. Following this introduction, Section 2 presents an overview of the education sector context, describing progress and challenges, underlying factors and major global processes and actors. Section 3 gives a brief account of the background to Norway's engagement, the major goals and priorities, approaches and methods and the most significant activities. Section 4 constitutes the main part of the report: it presents the consultant's findings with regard to the nature and scope of the engagement; the underlying decision-making process and information base; timing; relevance; main achievements and challenges; drivers and constraining factors and; sustainability. The main conclusions are found in Section 5.

2. Sector context

The world has seen tremendous advances in access to education since the World Education Forum in Dakar and the adoption of the UN Millennium Declaration in 2000. Significant progress has been made in primary school enrolment and, as a result, the number of out-of-school children of primary school age worldwide has fallen by almost half. The fastest progress has been made in sub-Saharan Africa, where the net enrolment rate has increased by 20% since 2000. Gender parity has also improved considerably. Developing regions as a whole have met the target to eliminate gender disparity at all levels of education (UN, 2015).

Nevertheless, the overall goal of Education For All (EFA) has not been achieved. Some 57 million children of primary school age are estimated to be out of school, and around 100 million do not complete primary education (UNESCO, 2015). Progress has been uneven, with great disparities across regions and income groups and between urban and rural areas. Some 33 million of the out-of-school children are found in sub-Saharan Africa.

Gender inequalities also persist. Almost half of out-of-school girls are unlikely ever to go to school, compared with 37% of the boys (UN, 2015). While sub-Saharan Africa has halved the gender parity gap since 2000, 13 of the 16 countries with fewer than 90 girls for every 100 boys enrolled are in this region. A high and growing proportion of out-of-school children live in conflict and crisis-affected areas (UNESCO, 2015).

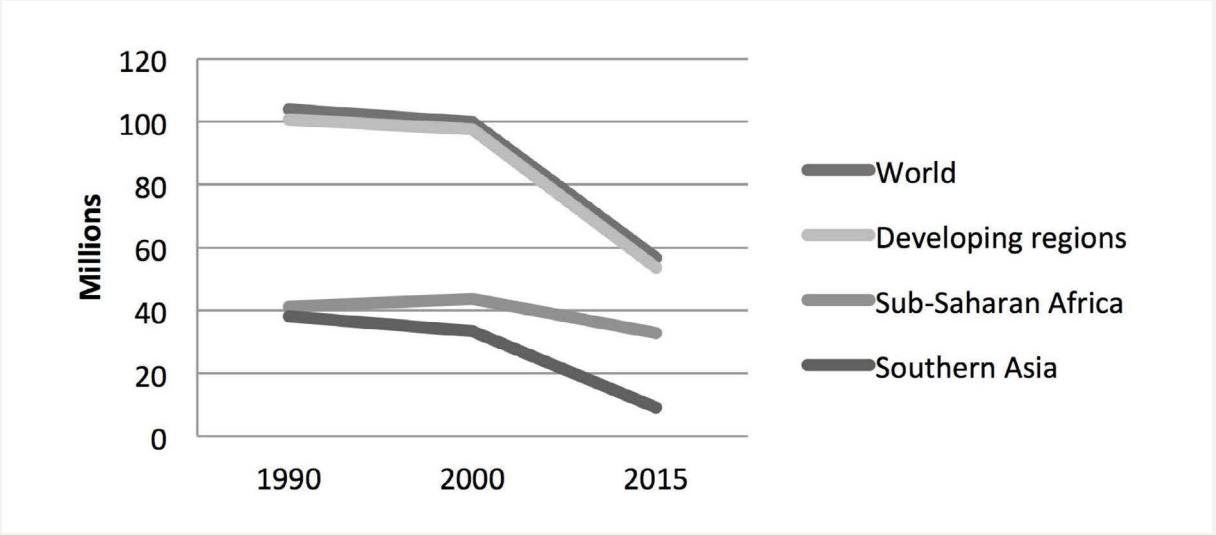
Efforts to advance education around the world have centred on universal access, especially in primary education. Relatively less attention has been paid to quality, as determined by a series of factors ranging from school infrastructure, teacher supply and participation in school management to curricula and language of instruction. However, in recent years, governments have increased efforts to measure learning outcomes through national and international assessments. According to data collected in 2013 by the UN Educational, Scientific and Cultural Organization (UNESCO), some 250 million children of primary school age are not reaching minimum learning standards in reading and mathematics. While pupil/teacher ratios have declined, in many countries teachers are not trained up to national standards (UNESCO, 2015).

A number of interlinked factors explain progress in terms of access to education. First and foremost, sustained economic growth in low- and middle-income countries has created a favourable environment and enables the allocation of additional resources to education (UNESCO, 2015). At the same time, there has been a general decline in the share of revenue going to education. This suggests increased spending cannot be seen as a greater prioritisation of education in national budgets (Steer and Smith, 2015). Most countries fall short of allocating the recommended 15–20% (UNESCO, 2015). In addition, spending allocation patterns have been unequal and often biased towards higher levels of education (Steer and Smith, 2015).

Similarly, while official development assistance (ODA) to education has more than doubled in absolute terms, the share of education in total

ODA portfolios has fallen, especially since 2010 (UNESCO, 2015). Education also remains the least funded of all humanitarian sectors, receiving less than 2% of total humanitarian aid committed through appeals (Save the Children Norway and NRC, 2015). In general, ODA to education is insufficient, fragmented and not adequately targeted to countries most in need. Recently, a number of innovative financing mechanisms have been developed, aimed at identifying new sources of funding and creating stronger links between financing and results (Steer and Smith, 2015).

FIGURE 1: NUMBER OF OUT-OF-SCHOOL CHILDREN BY REGION, 1990–2015



Source: UNESCO (2015)

A key desired outcome of the Dakar EFA process was that, by developing credible national education plans, financial resources for EFA would increase. Overall, there are signs that the quality of such plans has improved since 2000. However, many countries' plans are not well adjusted to political processes and education system realities, leading to ineffective implementation (UNESCO, 2015). There is a growing recognition that more attention has to be paid to systemic reform in a number of areas, including education sector management, teacher training and support and accountability. There is also a need for more evidence on how countries have successfully improved learning outcomes and overcome barriers to system-level reform (Steer and Smith, 2015).

Since the Millennium Summit and the World Education Forum in Dakar in 2000, there has been a series of international conferences and global initiatives fully or partially dedicated to education. Regular meetings have reviewed progress on the Millennium Development Goals (MDGs), culminating in the UN Sustainable Development Summit in September 2015. This latter saw the adoption of the 17 Sustainable Development Goals (SDGs), replacing the

MDGs and including a comprehensive goal (SDG 4) dedicated to quality education. In November 2015, the international education community adopted the Education 2030 Framework for Action – the foundation that will anchor global efforts to achieve SDG 4. This marked the end of a process beginning with national, regional and global consultations, leading to the commitment made in May 2015 at the World Education Forum in Incheon to 'ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'.[1]

Major global education actors and initiatives include UNESCO, the UN Children's Fund (UNICEF), the Global Partnership for Education (GPE), the World Bank, the UN's Global Education First Initiative (GEFI), the UN Girls' Education Initiative (UNGEI), the Inter-Agency Network for Education in Emergencies (INEE) and Save the Children, among others.

1 https://en.unesco.org/world-education-forum-2015/incheon-declaration

3. Overview of the advocacy engagement

Norway has played an active role in international cooperation on education and development for many years. Since 2000, the primary aim of the cooperation has been to contribute to achievement of the MDGs and implementation of the EFA agenda. A lion's share of Norway's financial assistance has been channelled through multilateral organisations, such as UNICEF, GPE, UNESCO and the World Bank. Support has also been directed to international civil society networks, such as INEE, and Norwegian NGOs working on education, including Save the Children Norway and the Norwegian Refugee Council (NRC). In addition, direct bilateral assistance has been provided to partner country education programmes (Norad, 2013). Figure 2 gives an overview of Norwegian ODA to education by grant recipient in 2015.

Apart from providing financial support, Norway has engaged in global political and technical processes related to the EFA agenda, dialogue with multilateral organisations and education sector coordination mechanisms at the partner country level. Globally, priority has been given to universal primary education, girls' education, education in humanitarian crisis and conflict and education quality.

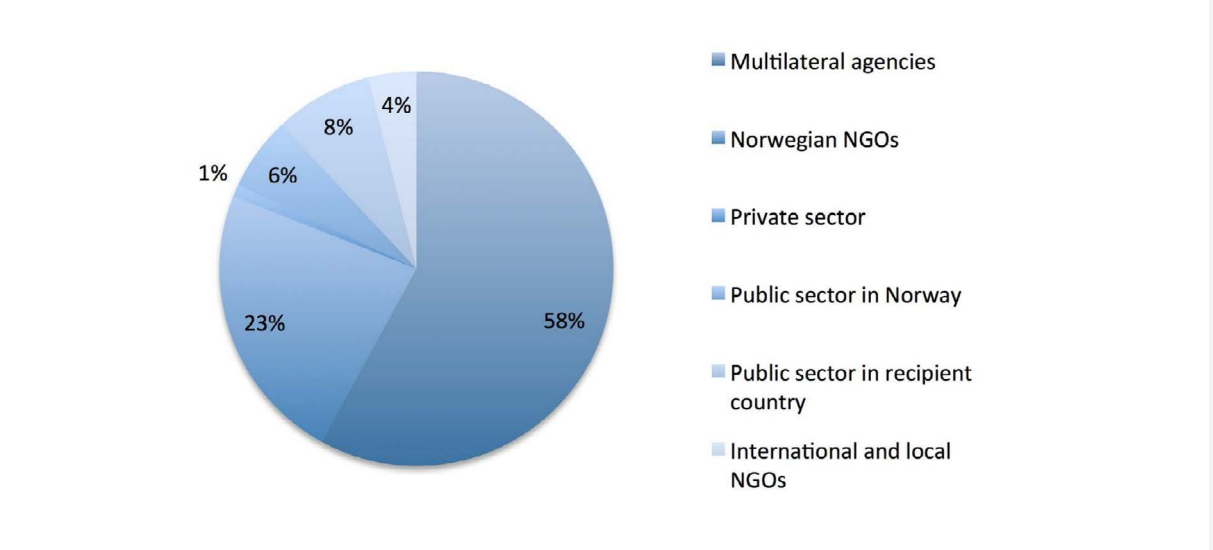
The 2013 election of a new centre-right government coalition, replacing a red–green coalition that had been in power for eight years, marked the beginning of a significant escalation of Norway's engagement in global advocacy and dialogue on education, matched by an increase in funding. Although the previous government also viewed education as an important area for development cooperation, its political focus was on global health and climate change and forestry. The shift was not unexpected: education had been a priority the previous time the Conservative Party had been in power, and the new prime minister had a well-known personal interest in education, especially girls' education. The 2013 political platform document of the new government explicitly states that Norway should take a leading role globally in efforts to ensure EFA, and that priority should be given to girls' education in developing countries.

After coming into power in the autumn of 2013, the new government commissioned MFA to develop a White Paper on Education for Development, justifying the renewed priority given to education and elaborating on Norway's goals, approaches and methods and the proposed channels of its assistance and engagement. Endorsed by the Parliament in early 2015, the White Paper (MFA, 2013) establishes that education is both a human right and a prerequisite for economic growth, poverty reduction and employment generation. It further emphasises the links between education, health and democracy. The White Paper signals that Norway's priorities within education should be:

- education for those not reached (girls, poor children, children with disabilities and indigenous and minority children)
- education in situations of crisis and conflict
- learning outcomes
- vocational training and secondary and higher education

In terms of approaches and methods, the White Paper addresses the need for accountability and sustainability, innovation and knowledge generation and, most significantly, alternative financing mechanisms for education, with a focus on results-based financing. Priorities and approaches will be pursued by means of global mobilisation and alliance-building, mainly through multilateral agencies and initiatives on education, as well as cooperation with a wider range of international organisations, development banks and regional actors. Moreover, the White Paper calls for strengthened bilateral cooperation with partner countries as well as the involvement of private foundations, the business sector, civil society and other donors in reaching global education goals.

FIGURE 2: NORWEGIAN ODA TO EDUCATION IN 2015 – GRANT RECIPIENTS (%)



Source: http://udtilskudd.regjeringen.no

The political ambition to take a leading role globally on education has been followed up in a number of commitments, most notably in the pledge to double the ODA budget for education within the four-year tenure of the government. There has been a steady increase in Norwegian ODA to the education sector in recent years, from NOK 1.5 billion in 2011 to NOK 1.8 billion in 2014.[2] At the same time, the relative share of Norwegian ODA spending on education has decreased, from 11.8% in 2004 to 7.0% in 2013. However, since 2014 Norwegian ODA spending on education has increased in both absolute and relative terms (Global Campaign for Education, 2015).

To respond to these political commitments and the ambitious emerging agenda, MFA has significantly strengthened its Section for Global

2 https://www.norad.no/en/front/toolspublications/norwegian-aid-statistics

Initiatives. Prior to 2014, this section had only one part-time position dedicated to education; by the time of the case study it had 11 staff members fully or partially working on the global engagement in education.

As further elaborated below, Norway has taken a more active role in global education fora, processes and advocacy. Strategic engagement with multilateral organisations as well as selected bilateral development partners has also intensified. In late 2014 and most of 2015, the focus of Norway's engagement in education was on the organisation of and follow-up to the Oslo Summit on Education for Development. The Summit was seen as a means of establishing Norway as a leading global education actor aimed at mobilising a larger international effort to mobilise renewed political commitment to reach the world's out-of-school children and improve the learning outcomes of those who attend school. Taking place in July 2015, it built on the outcomes of the World Education Forum in Incheon two months earlier and sought to provide inputs into the third International Conference on Financing for Development in Ethiopia and the subsequent UN Sustainable Development Summit in September 2015.[3]

Perhaps the most tangible result of the Oslo Summit was the establishment of a high-level Commission on the Financing of Global Education Opportunities (the Education Commission). The purpose of this Education Commission, which is co-convened by the Norwegian prime minister and chaired by UN Special Envoy for Global Education Gordon Brown, is to explore and promote the case for investment in education and mobilise increased and more effective financing. To this end, the Education Commission has initiated a number of research studies, the conclusions of which will form the basis for a report, whose recommendations will be presented at the UN General Assembly in September 2016 (Education Commission, 2015). The Oslo Summit importantly also aimed at advancing the process of developing a new platform and financing mechanism for education in emergencies and protracted crisis.

3 http://www.osloeducationsummit.no

4. Findings

4.1 NATURE AND SCOPE OF THE ENGAGEMENT

The scope of global education engagement evaluated in this case study is defined by the White Paper on Education for Development (MFA, 2013). Although the Norwegian Parliament endorsed the White Paper only in January 2015, many of the activities discussed below were initiated in 2014. In several fields, the engagement marks a continuation of efforts already on-going at the time of the 2012 elections. This includes Norway's participation in the global EFA process and role as an important funder of multilateral organisations such as UNESCO, UNICEF and GPE. However, the renewed political commitment, along with the increase in financial and human resources, created conditions for Norway to step up its engagement in such contexts and play a more proactive role.

During 2015, MFA and Norad developed a results framework for the education engagement, breaking down the outcomes into sub-outcomes with indicators and what are referred to as 'possible' outputs. The intention is that this results framework will form the basis for the planning of new bilateral programmes at the country level and be used as a reference by multilateral organisations, Norwegian NGOs and other partners when reporting on funding received from MFA and Norad (MFA, 2015b).

The White Paper outlines a series of strategies and approaches to be used to pursue the specified outcomes and priority areas, and makes no less than 76 explicit commitments as to what the government should do.

TABLE 2: MAIN OBJECTIVES AND PRIORITY AREAS OF NORWAY'S GLOBAL EDUCATION ENGAGEMENT

Objectives	Priority areas
To contribute to the following outcomes: • All children have the same opportunities to start and complete school • All children and young people learn basic skills and are equipped to tackle adult life • As many as possible develop skills that enable them to find gainful employment, contributing to improved prospects of economic growth and sustainable development in the broadest sense	• Education for those not reached, i.e. - girls - poor children - children with disabilities and - indigenous and minority children • Education in situations of crisis and conflict • Learning outcomes • Vocational training and secondary and higher education

Source: MFA (2013).

Policy advocacy is not treated as a separate 'instrument' but rather as an integral part of Norway's global education engagement. Nevertheless, the commitments made in the White Paper indicate that policy advocacy is of central importance to Norway's engagement and the achievement of the overall objectives. The overall commitments are to:

- work for increasing awareness globally and at country level of the connection between the level of education and economic growth

- actively promote a global effort to achieve quality education for all in the period up to 2030

- build alliances and partnerships with developing countries, other donor countries, multilateral organisations, civil society and the private sector and

- reverse the trend of reducing the share of Norway's international development budget for education

More specific commitments are made for each priority area and for major partnerships. MFA has also developed separate work plans for its engagement in different areas, specifying what it should do in more concrete terms to fulfil its part of the commitments and contribute to the overall objectives (MFA, 2014).

In practice and in overall conformity with the White Paper, the education engagement has been pursued at different political and technical levels, through a multitude of fora and together with a wide range of partners. Much of the work MFA has carried out has been in the form of *direct advocacy,* through constructive engagements with governments, multilateral organisations, NGOs and other partners to collectively bring about and lobby for change from within (inside-track advocacy). Advocacy has taken place in both formal fora, such as at global conferences and bilateral meetings with other governments, and informal contexts, such as through discussions on the sidelines of global meetings and impromptu meetings and phone conversations with heads of multilateral agencies.

The following provides a more detailed account of the different advocacy tactics Norway has used in the area of education for development since 2013.

Convening: The Oslo Summit on Education for Development

Much of the direct advocacy conducted by Norway during the past two years has revolved around the Oslo Summit on Education for Development, which took place in July 2015. The Summit aimed at advancing the global education agenda and was seen as a means of establishing Norway as a leading global education actor. While it was an important advocacy event in its own right, it was preceded by several months of preparations, including meetings with political leaders and education sector stakeholders to promote the Summit, discuss the agenda, explore possible follow-up action and ensure broad-based and high-level participation. The political leadership and Norway's special envoy on education, a position created by MFA in 2014, played a particularly important role in this process. Meetings were held at the European Commission (EC) in Brussels, with the German government in Berlin, with multilateral agencies in New York, Washington, DC, London and Geneva, and on the sidelines of major international events, such as the World Innovation Summit for

Education. A number of Norwegian embassies and missions also contributed to this effort.

The Oslo Summit itself was a highpoint of Norwegian global education engagement. The overall objective was to mobilise strong and renewed political commitment to reach the world's remaining out-of-school children and improve learning outcomes for those already attending school. MFA first labelled the Summit a heads of state conference, with the intention of elevating the education agenda beyond the UNESCO mandate and national education ministries. While this ambition was not fully met, the Summit saw the participation of some state presidents (Niger and Rwanda), prime ministers (Norway and Pakistan), foreign ministers and ministers of education, as well as high-level officials of multilateral organisations, including most notably the UN secretary-general and heads of several UN agencies.

Evidence Generation: Commissioning and Providing Research Inputs

As part of the preparatory work for the Oslo Summit, MFA commissioned a series of background papers. These served to inform the dialogue at the Summit and bring forward recommendations on how to advance selected priorities, including:

- financing of education
- girls' education
- investing in teachers to promote learning
- education in emergencies and protracted crisis
- the benefits of education from a health perspective
- education through digital access and
- disability inclusive education

Since the Summit, Norway has continued to support research through cooperation with the Education Commission. This has defined a comprehensive research agenda to feed into its work on exploring priority education reforms, financing needs and options and improved coordination of education delivery.

Coalition-Building: The Education Commission

A key outcome of the Oslo Summit was the announcement of the high-level Education Commission. While widely viewed as a Norwegian initiative, this is co-convened by the prime minister of Norway, the presidents of Chile, Malawi and Indonesia and the director-general of UNESCO, and chaired by UN Special Envoy on Education Gordon Brown. Its membership consists of 30 well-known individuals, including current and former presidents and ministers, executive directors of multilateral agencies, private sector CEOs, well-known artists, professors and civil society activists.

The overall purpose of the Education Commission is to 'develop a renewed and compelling investment case and financing pathway for achieving equal education al opportunity for children and youth'. It will work towards examining the economic trade-offs to increase overall investments in education, agreeing on an investment case and agenda for action and, subsequently, 'inspire' heads of states and governments as well as business leaders

and investors to take action (Education Commission, 2015).

At the time of the case study, the Education Commission has had two meetings, to discuss the research agenda, identify research inputs and possible outreach activities and review initial progress. It is expected to deliver a report with recommendations to the UN secretary-general at the margins of the UN General Assembly meeting in September 2016.

Diplomacy, Brokering and Lobbying: The Case of Education in Emergencies

Norway helps focus global attention on education in crisis and conflict and ways to bridge the divide between humanitarian assistance and long-term development cooperation in protracted situations. Financial support is channelled through Norwegian NGOs, such as Save the Children Norway, the Norwegian Refugee Council, Norwegian People's Aid, Norwegian Church Aid, and multilateral organisations such as UNICEF, UNESCO, GPE, the UN High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP). In addition, Norway promotes education in countries in fragile situations through bilateral funding schemes, for example to Afghanistan, Burundi, Ethiopia, Nepal, Pakistan, Palestine and South Sudan (Norad, 2013).

Education in emergencies and protracted crises was a priority theme at the Oslo Summit. The discussion at the Summit was informed by a paper produced by the Overseas Development Institute (ODI), which proposed the establishment of a new fund and platform for education in emergencies to address financing, coordination and capacity gaps. The Oslo Summit also saw the creation of a Technical Strategy Group, co-chaired by the UK and Canada and tasked with overseeing the process and report to the Champion's Group. The Champion's Group is convened by the UN special envoy on education, the chair of GPE (Julia Gillard) and UNICEF's executive director.

Following the Oslo Summit, Norway, the US Agency for International Development (USAID) and the UK Department for International Development (DFID) agreed to co-finance further work on developing options around a new global fund and platform, and asked UNICEF to take a coordinating role in this context. Based on further research conducted by ODI and a number of consultations, a more detailed proposal will be presented at the World Humanitarian Summit in May 2016.

Norway is widely considered one of the leading actors and a driving force with regard to the global agenda on education in emergencies. Apart from providing seed money to research and consultations, Norway has contributed to opening up the process and bringing in new actors. With funding from MFA and Norad, Norwegian NGOs, in particular NRC and INEE, have played an important advocacy role. The Norwegian prime minister and minister of foreign affairs have also promoted the process by lobbying world leaders on occasions such as the UN General Assembly and the World Economic Forum. Currently, Norway is advocating making education a priority in addressing the Syria refugee crisis. This is one of the topics to be discussed at the Syria Donors Conference in February 2016.

In a related effort, Norway, together with other countries, the UN and civil society, is working to increase global attention to the need to protect schools from attack. While civil society ahs recognised and addressed this issue through practical interventions for many years, the global effort involving governments and international organisations is more recent. In 2014, the Permanent Mission of Norway in Geneva, the Permanent Mission of Argentina and the Global Coalition to Protect Education from Attack co-organised consultations on a new set of guidelines to protect schools and universities from military use during armed conflict. These consultations spearheaded the drafting of a Safe Schools Declaration, communicating a shared commitment to strengthen the protection of children and education. The Declaration and the guidelines were tabled at a conference in Oslo in 2015; 51 countries have endorsed them.[4]

Financial and Catalytic Funding: Strategic Involvement with Multilateral Organisations

The White Paper on Education for Development calls for better cooperation and better coordination of international efforts to reach global education goals. It pledges that Norway will promote greater aid effectiveness and strengthen partnership between governments, multilateral organisations and institutions, civil society and the business sector at global and national levels in selected countries. Strategic financial support should be provided to multilateral organisations to strengthen their technical expertise and relevance under their respective mandates. In addition, partnerships with important bilateral donors should be forged, including as a way of motivating them to increase their support for education.

Norway has a long-term funding relationship with UNICEF, UNESCO, GPE and several other multilateral organisations working on education. About half of Norway's ODA budget for education is channelled through multilateral organisations and global funds. The Norwegian contribution has been provided predominantly as core grants, but UNICEF also receives thematic support (softly earmarked to education) from Norway as well as programme and project support at the country level. Norway contributes to UNICEF's global education programme, which promotes a holistic approach to support for quality education at the national level through the Child-Friendly Schools model. In the case of UNESCO, Norwegian core support is complemented by softly earmarked funds to support the normative work and capacity-building programmes of UNESCO and some of its institutes. GPE provides a channel for funding, technical assistance and coordination in relation to the development and implementation of national education strategies and plans. Norway is the third largest donor to UNICEF and the fifth largest to GPE (Norad, 2013).

As a core contributor, Norway sits on the boards of UNICEF and GPE. This provides it with an opportunity to influence the strategic direction and management of these agencies. The White Paper indicates that Norway should

4 http://www.norway-geneva.org/humanitarian/Safe-Schools-/Safe-Schools--Protecting-Education-from-Attacks/#.VqtCEsce-jE

maintain a close dialogue with them to ensure greater efforts in areas such as early childhood development, girls' education, education for vulnerable groups, education quality and education in crisis situations. It also emphasises the need to work towards improved results reporting and cooperation between multilateral organisations.

Board meetings are preceded by dialogue between donor agencies and board interventions are normally coordinated and delivered through joint statements. Interviews indicate that Norway, including the Norwegian Mission to the UN, plays an active role in this context. For instance, at the 2015 annual session of UNICEF's executive board, Norway made a joint statement on behalf of the five Nordic countries on the annual report on the implementation of UNICEF's gender action plan. There are also indications that high-level bilateral discussions between Norway and UNICEF, UNESCO and GPE have intensified in the past two years.

The strategic collaboration with the UN special envoy on education is another example of how Norway seeks to leverage its influence on the global education agenda. Norway has engaged closely with the UN special envoy and his team in several processes, including in the planning of the Oslo Summit, the conceptualisation and creation of the Education Commission (which the UN special envoy chairs) and the dialogue on a new platform or fund for education in emergencies and protracted crisis.

In addition, Norway has over the past two years been promoting and providing catalytic support to multi-donor efforts on innovative and results-based financing of education. In a joint effort with the World Bank, a trust fund (Results in Education for All Children, REACH) has been established that aims to support country-level systems, cross-country knowledge-sharing and capacity-building for results-based financing of education (World Bank, 2016a). Norway is the main contributor to the trust fund and has been instrumental in mobilising other donor support, from USAID and Germany. The USAID-led Global Book Fund is another recent initiative with which Norway has engaged, through both funding and strategic dialogue. The intention is to use innovative financing strategies adapted from the health sector for book development, production, procurement and distribution, thereby lowering cots and increasing quality (USAID, 2015). Both of these multi-donor efforts contribute to evidence-building and methodological development.

Capacity Development: Country-Level Programmes and Projects

While the proportion in bilateral aid of total funding to education has reduced in recent years, Norway continues to pursue bilateral cooperation on education and sector programmes in a number of countries. The support is provided through bilateral partnerships with national authorities and through multilateral agencies and NGOs. Save the Children Norway is a major channel of Norwegian support to the education sector. According to interviews, for 2015, the organisation received a total of NOK 200 million in funding from Norad, NOK 140 million of which was earmarked to education.

The strategy Norway has adopted as part of its global education agenda is to support a few selected countries that show political will and leadership by giving priority to education in national plans and budgets. Highest priority is given to sub-Saharan Africa, with an initial focus on Ethiopia, Malawi, Niger and South Sudan. Outside Africa, Haiti and Nepal have been selected. For each focus country, thematic priorities within education have been agreed. The intention is to move from traditional-type development cooperation projects to more strategic collaboration with national authorities and multilateral agencies, especially UNICEF and GPE, at the country level. Funds will be provided for capacity-building and systems development, including in policy areas that influence and are influenced by education. The results and experience gained should inform Norway's global engagement and contribute towards further methodological development.

Interviews indicate that Norwegian embassies in the selected priority countries have been strengthened to enable them to play a more strategic role. Ambassadors and counsellors have been in Oslo for training and discussions, and some embassies have received additional staff resources. The embassies are expected to prepare operational plans that reflect Norway's global education priorities and the goals set out in the results framework prepared by MFA and Norad. The Embassy in Ethiopia is organising an education conference in early 2016 with participation from several other countries in the region.

4.2 DECISION-MAKING PROCESS AND INFORMATION BASE

The decisions involved with making education for development into a global priority for Norway and the choice of different advocacy approaches and tactics are grounded in the political platform of the current government, but a combination of different other factors have also shaped them. These include the influence exerted by education sector stakeholders in Norway and internationally, experience from Norway's previous engagements and, to some extent, the research carried out as part of the implementation of Norway's engagement.

Education as a Political Priority

The Norwegian global education engagement is essentially a reflection of the priority attached to education by the centre-right coalition that came into power in 2013. The Norwegian political leadership closely followed the preparation of the White Paper – a process led by MFA – participated in the dialogue and decision-making process related to major activities, such as organisation of the Oslo Summit and the creation of the Education Commission.

Several contextual factors influenced the political decision to make education for development a global priority. The White Paper provides a comprehensive overview of the justification to focus on education, drawing on available data and information on progress made towards the MDGs and the EFA goals and remaining challenges. It also notes that there has been a general decline in the share of ODA, including Norwegian ODA, and national revenues going to education, resulting in an increasing gap between needs and funding. Bilateral donors that had previously played

a major role in global efforts on education, including the Netherlands and USAID, had shifted their priorities and left a 'vacuum' that Norway was ready to fill.

Influence of Education Sector Stakeholders

The preparation of the White Paper on Education for Development was a consultative process. Meetings were held to gather the opinions of NGOs, academia and other education sector stakeholders in Norway. The Norwegian Ministry of Education and Research, Save the Children Norway and the NRC were invited to prepare specific sections, and had a close working relationship with MFA throughout the drafting process. Norwegian NGOs were also involved in the shaping of the civil society and innovative business side-event of the Oslo Summit.

Interviews indicate that the Norwegian stakeholders involved in the preparation of the White Paper have indeed been able to influence the strategic choices made. Some people feel certain issues could have been highlighted more (such as early childhood development and higher education); others are of the opinion that the scope is too broad. Several external stakeholders feel MFA could do more to tap the experience and expertise of Norwegian NGOs in the global advocacy engagement beyond the White Paper and the Oslo Summit.

Norway has also held dialogue with international stakeholders as part of the process of identifying priority areas and specific activities. The decision to organise the Oslo Summit was taken in close consultation with the UN special envoy on education, who also played an influential role in decision-making on the Education Commission and its role and composition. There is common agreement among stakeholders that Norway's participatory approach and willingness to share responsibility with others have helped ensure broad-based ownership of the agenda.

Experience from Previous Engagements

Norway's previous experience from global initiatives on health and climate change/forestry has been an important inspiration for the education engagement, and has informed decisions on what advocacy approaches and tactics to pursue. Experience has shown that Norway can make a difference through a combination of political leadership, increased funding and mobilisation of other countries.

In particular, the models developed and supported by the global health initiative have informed the work on results-based financing. The Global Vaccine Alliance (GAVI), with its broad partnership base and focus on innovative funding, is as an important reference point. In addition, Norway has supported a World Bank trust fund on results-based health financing in Burundi and Rwanda, an experience that has fed into development of the new trust fund on education (REACH), which Norway and the World Bank set up in 2014. At the same time, there is recognition that the models developed for the health sector cannot be simply copied: the education sector is generally much more complex, especially when it comes to measuring results.

As part of the global climate change/forestry initiative, the former government organised the

Oslo Conference on Climate and Forestry in 2010. This served as a model for the Oslo Summit on Education for Development, showing the importance of ensuring a high level of participation to move the agenda forward. The Oslo Conference on Climate and Forestry resulted in the establishment of a global partnership that to some extent has informed the setting-up of the Education Commission.

Previous work in the education sector has also been a stepping-stone for some of the more recent global initiatives Norway has taken. This is especially the case with regard to education in conflict and emergencies, an area where Norwegian NGOs such as Save the Children and the NRC have been engaged for many years. Several interviewees point to the need for Norway to engage more strategically with different actors at the country level, as a way of both having a greater influence on the ground and strengthening its credibility as a lead actor on the global education scene.

The Role of Research

Research commissioned and undertaken in preparation for the Oslo Summit has informed the follow-up action Norway and other stakeholders have taken. Draft versions of the research reports were shared with selected stakeholders prior to the Summit for comments and inputs, and recommendations were shaped and refined along the way. Some of the research reports, such as the ones on education financing and education in emergencies, include concrete recommendations for advancing the agenda, which are currently being implemented in practice. Illustrative examples are:

- the establishment of the setting-up of an education commission
- the creation of a 'champions group' on education in emergencies and
- the conceptualisation of a platform and fund to support education in emergencies

In other areas, the recommendations the research reports provide are less concrete and/or have not yet been followed up on in a way that has generated any visible action or results.

4.3 TIMING OF THE ENGAGEMENT

While Norway has played an active role in international cooperation on education for many years, the election of the centre-right coalition government in 2013 marked a significant shift in terms of political commitment, engagement with global education stakeholders and processes and, not the least, the level of Norwegian ODA allocated to education. This renewed education drive was launched at a time when the share of ODA spent on education had been decreasing for several years. Following changes in the ODA policies of the Netherlands and the US, there was a lack of clear leadership on education in the international donor community.

The timing of the Norwegian engagement also coincided with the final push towards the MDG education targets and the goals established in the Dakar Framework for Action, and the formulation of the post-2015 agenda. Norway has been closely associated with this process,

through the prime minister's role as co-chair of the MDG Advocacy Group, where she has been a vocal advocate for girls' education. In addition, in 2015 Norway chaired the EFA Steering Committee, tasked with providing strategic direction to the EFA partnership. During this period, Norway also played a critical role in preparations for the World Education Forum in Incheon and negotiations leading up to the Incheon Declaration. The Oslo Summit was organised in the wake of the World Education Forum, and just prior to the International Conference on Financing for Development in Ethiopia and the subsequent UN Sustainable Development Summit, and could hence capitalise on the momentum these events created.

Although education in emergencies has been on the global agenda for several years, a new sense of urgency has emerged with the Syria conflict and the resultant refugee crisis. On the one hand, the refugee crisis has created an imperative to move the agenda forward and mobilise additional funding for education in emergencies. On the other hand, it has prompted many governments in Europe to reallocate resources originally intended for ODA to refugee assistance in their own countries. The Norwegian government has so far stayed true to its commitment to increase its general appropriation for education for development.

4.4 RELEVANCE OF ENGAGEMENT AND NORWAY'S COMPARATIVE ADVANTAGES

The scope of Norway's global initiative on education for development is defined in detail in the White Paper endorsed by the Norwegian Parliament in early 2015. The White Paper makes a strong case for investing in education, pointing to the correlation between education and job creation, economic growth, poverty reduction, health and nutrition. It also emphasises the rights perspective of education and its importance for democratisation. The thematic focus of the global initiative is defined within the overall framework of the MDGs and the-then on-going dialogue on the post-2015 agenda. Priority is given to efforts geared towards education for those not reached, including disabled children; education in situations of crisis and conflict; learning outcomes; and vocational training and secondary and higher education. As elaborated above, these priorities have been pursued through a mix of advocacy approaches and activities focusing on mobilising global political commitment and additional funding. Specific attention has been given to strengthening the evidence base for investing in education; building platforms and alternative funding mechanisms; and development of new methods for results-based financing.

In general, the Norwegian priorities and approaches resonated well with the MDGs – with their focus on access to education and girls' education – and the Dakar Framework for Action. The latter conveys a holistic approach to education and learning, with specific commitments made with regard to early childhood care and education, education quality and the learning needs of young people as well as adults. According to the Dakar Framework for Action, the international community should deliver on those commitments by increasing ODA for education, in

particular basic education; improving donor coordination; strengthening sector-wide approaches; and enhancing monitoring of progress. The post-2015 agenda, as reflected in SDG 4, establishes an even more ambitious agenda, including targets relating to tertiary education, education content, education facilities, scholarships and the supply of qualified teachers. This agenda is by and large reflected in the White Paper, although the latter recognises the need to set limits as to what Norway aims to achieve.

Stakeholders commonly agree Norway has certain comparative advantages that make the country particularly suited to playing a global leadership role on education. Most importantly, no other government can currently match the Norwegian government's commitment to and active engagement on education for development. Norway also enjoys credibility as a global advocacy actor based on its previous work in the areas of health and climate change/forestry, its strong international human rights profile and its own track record on education and human development more generally.

With regard to its advocacy approach, Norway is credited for:

- its pragmatic approach and neutral stance, which works well for a broker and convenor
- being an advocate with a vision, but without trying to impose its views on others, which promotes alliance-building
- its ability to effectively combine active multilateralism and bilateralism, reflected in efforts to mobilise bilateral funding to multilateral initiatives (e.g. REACH)
- its willingness to share ownership and responsibility when others would have tried to consolidate their own leadership role (e.g. on education in emergencies) and
- being consistent, predictable and forward-thinking in terms of both advocacy and funding, which contributes to building trust

The emphasis on cooperation and consensus-building implies Norway does not try to pursue its own agenda or prescribe solutions, which many stakeholders appreciate. At the same time, several interviewees among Norway's international partners call for more substantive technical inputs from Norwegian actors into the continued dialogue and programming. It was noted that Norway outsourced much of the research work underpinning the Oslo Summit to foreign organisations and institutions. While it is recognised that MFA acts primarily at the diplomatic level, there is reason to expect that Norad could play a more active role in advocacy, including at the technical level. However, according to interviews, Norad's education section suffers from capacity constraints and has therefore not been able to meet this expectation.

The relevance of the advocacy approaches and methods Norway has pursued will eventually have to be evaluated against the results achieved. Currently, the engagement is still in what MFA calls a 'build-up phase', and much depends on what comes out of the work of the Education Commission, the fund for education in emergencies and other initiatives. The

education stakeholders interviewed all laud Norway for its renewed political commitment, and share the same priorities. The Oslo Summit and the Education Commission are generally seen as timely and significant initiatives. Nevertheless, there are also some critical voices among Norway's partners. In particular, questions are raised about:

- the broad scope of Norway's education agenda, whether the ambitions are too high and what this means for the efficient use of Norwegian resources
- the strong emphasis on mobilising additional financing as the 'panacea' for the education sector, and the relatively less attention being paid to policy change (e.g. in relation to refugee children's access to education)
- whether the funding of global initiatives could have been better used at the country level to bring about reform and solutions on the ground
- the focus on multilateral agencies as the most important dialogue partners and channels for support, despite continued concerns about the effectiveness of some of these and
- the tendency of Norway to shape its global education engagement along the lines of its global health engagement, without paying sufficient attention to the different conditions (e.g. in terms of the ability to mobilise private investment and measure results)

It should be recognised that this criticism is based on what stakeholders know about Norway's engagement and may not always be justified. For instance, MFA is careful to point out that there is a close link between the need to mobilise additional financing and change policy, which is reflected in the initiatives pursued with regard to girls' education; learning and quality; and education in emergencies. MFA also disagrees with the perception that Norway is trying to imitate its global health engagement.

4.5 ACHIEVEMENTS AND CHALLENGES OF THE ENGAGEMENT

The global education engagement of the Norwegian government has been pursued for around two years and has comprised a number of activities and initiatives, most of which form part of a wider and longer-term process. The most tangible outputs so far are as follows:

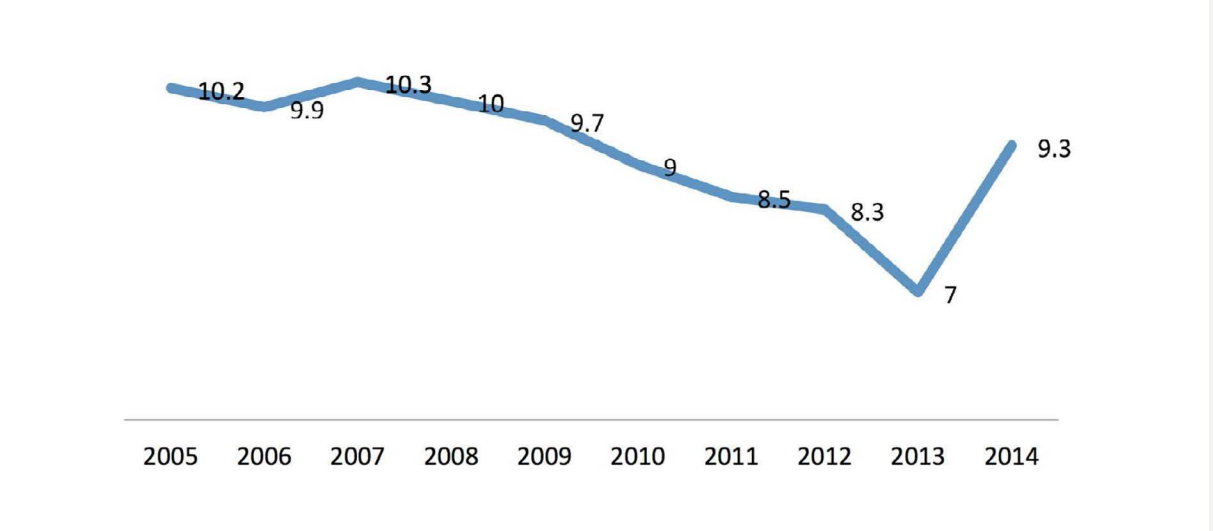
- The Oslo Summit on Education for Development put a spotlight on the need for renewed political commitment, increased funding and better coordination and use of existing resources allocated to education, and elevated this agenda to the highest political levels.
- The Education Commission can be seen as a direct result of the Oslo Summit and a next step in the process of building the evidence base and commitment for increased investment in education and better use of available resources.

- The Safe Schools Declaration was adopted at the Safe Schools Conference convened by Norway in Oslo and so far has been endorsed by 53 countries.

- The World Bank trust fund (REACH) on innovative and results-based financing of education has been piloted for a year and has so far financed 20 initiatives in 16 countries and several learning events.

- Research and background papers produced for the Oslo Summit provided a basis for the dialogue and informed decisions on follow-up on key priority issues.

FIGURE 3: NORWEGIAN ODA TO EDUCATION, 2005–2014 (% OF TOTAL ODA)



Source: Global Campaign for Education (2015)

A less tangible but significant result of Norway's advocacy engagement is advancement of the agenda on education in emergencies and protracted crisis. Interviews indicate that Norway's proactive engagement on this topic and the priority accorded to it at the Oslo Summit has helped push the dialogue on a new fund and platform. It is also noteworthy that, at the Oslo Summit, the European Union (EU) commissioner for humanitarian aid and crisis management pledged to increase to 4% the share of the humanitarian aid budget allocated to education for children in emergency.[5] This is in line with the recommendation of the UN secretary-general and the commitment made in Norway's White Paper. Overall, Norway is seen as a leading actor on and promoter of education for development in the international community, and is widely credited for having elevated education on the global political agenda.

5 https://www.devex.com/news/the-eu-a-rising-champion-of-education-in-emergencies-86560

It is generally too early to expect any wider effects of Norway's engagement. Its ODA to education has started to increase (see Figure 3), but reversing the global trend will clearly require sustained efforts over a long period of time. By forming the Education Commission, Norway has created expectations that may be difficult to meet given the precarious financial situation of many donor countries. Many European countries are diverting ODA funds to funding domestic refugee assistance. This situation gives new impetus to the need to pay greater attention to domestic spending on education in partner countries and ensure these countries are part of the solution. Several interviewees felt Norway had an important role in pushing this agenda in the work of the Education Commission and ensuring its recommendations in this respect were translated into actual programming at country level.

While Norway has contributed to advancing the agenda on education financing and education in emergencies, less visible progress has been made on other priority themes. Many stakeholders are not clear about what is being done to follow up on girls' education, the promotion of learning outcomes, education through digital access and other priorities tabled at the Oslo Summit. Norway is recognised as an important sponsor of UNICEF and UNGEI, hosted by UNICEF. There is also on-going cooperation with Graça Machel and her trust (the Graça Machel Trust), which conducts advocacy and other work across Africa, including on girls' education. However, the link between these partnerships and the recent dialogue and research commissioned by Norway on girls' education is not clear. There has also been limited follow-up on the dialogue and research on the priority themes on quality and learning and ICT for education as well as to the Safe Schools Conference.

It is noteworthy that the global education initiative is referred to as a MFA *project* but there is no system or routine in place for monitoring progress against the 76 commitments made in the White Paper and the work plans developed by MFA to follow up on these. According to interviews, the work plans are treated like menus from which activities are picked in a selective manner. The only formal reporting on the global education initiative is the account provided in the 2016 budget proposal of the Norwegian government. This reporting is also selective, and does not discuss the engagement in an integrated or results-oriented manner (Det Kongelige Utenriksdepartement, 2015). While Norad and MFA have developed a consolidated results framework for Norwegian support to education for development, this is intended for the use of grantees and does not include specific advocacy outputs and outcomes. This lack of results-based management does not appear to be of concern to the MFA, but several interviewees raised questions about Norway's approach to advocacy planning, its key messages and how it measures the success of its efforts. In this connection, it is noteworthy that there is no communications strategy or plan for the global education initiative.

4.6 DRIVERS AND CONSTRAINING FACTORS

A mix of drivers and constraining factors, both internal and external, has influenced the achievement and non-achievement of desired results under Norway's education engagement.

Drivers

The drivers are mainly internal in nature – that is, factors that Norway has been able to influence – and include:

- the commitment and engagement of the political leadership. The global education engagement is sanctioned by the political platform of the ruling centre-right coalition, and the commitments made in the White Paper have been accompanied by a pledge to double ODA to education. The personal engagement of the prime minister and the minister for foreign affairs has also made a difference.

- the credibility and experience gained from previous global engagements. The global health initiative and the work on climate change and forestry are widely recognised by the international community, and have given Norway a quality stamp and solid foundation that it has been able to capitalise on in the education work.

- the emphasis placed on, and ability to build, strategic relationships with important multilateral actors and mobilising other governments. This can be seen in the successful organisation of the Oslo Summit, the creation of the Education Commission and the work on education in emergencies.

External enabling factors that have positively influenced Norway's efforts include the momentum created by the process leading up to the agreement on the post-2015 agenda, the already on-going push for increased funding to education in emergencies and the prominent advocacy role played by Norwegian NGOs, including Save the Children Norway and the NRC. At the same time, it appears Norway could have done more to capitalise on the expertise and capacity of these organisations in the implementation of and follow-up to specific advocacy engagements, including those related to girls' education, education in emergencies and quality and learning.

Constraining Factors

The most evident constraining factors influencing the attainment of Norway's overall goals for education are external in nature. These factors also provide the overall justification for the global education engagement and are being addressed by on-going initiatives. They include:

- the general decline in the share of domestic revenues allocated to education in partner countries and the bias towards higher levels of education in existing spending

- the decline in the share of ODA allocated to education and the inefficient coordination and targeting of existing funds

- funding gaps and policy obstacles in ensuring access to education for children in emergencies and conflict situations, including refugee children and

- the lack of attention given to relevant education plans and to systemic education sector reform

The Syria conflict and the resultant refugee crisis have further accentuated the need to address these constraining factors but have at the same time made it more difficult to do so, given further cuts in ODA budgets and the increasing gap between available funding and existing needs.

With regard to internal constraining factors, it is possible that even better results could have been achieved if Norad's technical capacity to contribute to the advocacy engagement had been stronger and MFA had adopted a more systematic and results-oriented approach to managing the advocacy engagement.

4.7 SUSTAINABILITY OF THE ENGAGEMENT

According to the MFA, the global education initiative is still in a 'build-up' phase, which later will turn into a consolidation phase. The White Paper received broad support in the Parliament from all political parties when it was presented in 2014, and the assumption is that the engagement will continue to receive priority even if the current government is not re-elected in 2017. Consequently, Norway has not devised any exit strategy for its engagement on education for development.

The advocacy approaches and tactics Norway has pursued can be said to have in-built sustainability safeguards. In the area of education in emergencies, Norway's engagement is tied to an already existing process that involves a number of different actors, including Norwegian NGOs. This process is likely to continue even without the direct engagement and participation of MFA and Norad. Similarly, the emphasis placed on working closely with other key education stakeholders, such as the UN special envoy on education, and on channelling support through multilateral agencies promotes sustainability. The Education Commission is not sustainable in itself, but is expected by some to lead to the establishment of a global funding mechanism that will attract contributions from different sources, and thereby continue to generate benefits in the future. The same is true for the World Bank trust fund on results-based financing. Nevertheless, in the short term, these initiatives will continue to rely heavily on financial support from Norway.

The Oslo Summit on Education for Development elevated the dialogue on Norway's priorities within education, including education financing, education in emergencies, girls' education, quality and learning and ICT and education. With regard to education financing and education in emergencies, the momentum the Oslo Summit created has, as noted above, been sustained. In other areas, however, the follow-up action has been less visible and there are continued uncertainties about the next steps, negatively affecting the prospects for sustainability.

5. Conclusions

The 2013 election of a centre-right government coalition marked the beginning of a significant escalation of Norway's engagement on education. Although the previous government also viewed education as an important area for development cooperation, the current government's political commitment and drive to make Norway a global leader is unprecedented.

5.1 WHAT WAS/IS THE NATURE OF THE ADVOCACY ENGAGEMENT?

The engagement has been pursued mainly through direct and inside-track advocacy. MFA has mostly acted independently (i.e. not through intermediaries) to influence other donor governments, the multilateral system and recipient countries. Several mutually reinforcing advocacy tactics have been used, including:

- convening global meetings (e.g. the Oslo Summit on Education for Development) to raise Norway's profile and spotlight critical challenges and priority themes
- commissioning and providing research inputs to strengthen the evidence base for further action
- building coalitions for change (i.e. the Education Commission)
- brokering and lobbying to promote joint action and mobilise funding (e.g. in the area of education in emergencies)
- leveraging on financial support to multilateral actors to increase influence and
- promoting capacity development through country-level programming

Advocacy has taken place in both formal fora, such as global conferences and board meetings, and informal contexts, such as impromptu meetings and phone conversations.

5.2 WHAT WERE THE DECISION PROCESS AND INFORMATION BASIS UNDERLYING THE ENGAGEMENT?

The engagement is grounded in the political platform of the government that came into power in 2013. Decisions on priority themes and advocacy approaches have been taken through a formal process linked to the drafting and adoption of a White Paper. Decisions have been informed by:

- dialogue with and inputs provided by Norwegian actors, including NGOs, academia and individuals involved in the drafting of the White Paper
- dialogue with international stakeholders, especially the UN special envoy on education
- previous engagements on global health and climate change/forestry, which had proved Norway could make a difference and provided models for different tactics

- already on-going work on education, especi ally on education in emergencies and

- research commissioned and undertaken in preparation for the Oslo Summit

5.3 TO WHAT EXTENT DID THE POLICY CONTEXT INFLUENCE THE TIMING OF THE ENGAGEMENT?

The timing of the engagement has more to do with the shift in political priorities brought about by the 2013 elections than it the overall policy context. Meanwhile, the engagement was launched at a time when the share of ODA spent on education had been decreasing for several years and the international community was without clear leadership on education. The engagement also coincided with global processes and deadlines, including formulation of the post-2015 agenda. Norway has been able to seize the opportunity the gap in leadership has offered and build on the momentum global processes have created to elevate its own role.

5.4 WAS THE ENGAGEMENT ADAPTIVE TO CONTEXT, NORWAY'S COMPARATIVE ADVANTAGES AND ITS PRIORITIES?

The engagement and the priorities pursued are justified in the White Paper and resonate well with the MDGs, the Dakar EFA process and the new SDGs and the Education 2030 Framework for Action. Norway has also adjusted its engagement to respond to emerging developments. This can be seen in the increasing priority given to education in emergencies following the escalation of the Syria conflict and the resultant refugee crisis. In addition, Norway has certain comparative advantages that fit well with its new global leadership role on education – such as its neutral stance and pragmatic approach, its willingness to share ownership and its ability to effectively combine active multilateralism and quite bilateralism.

5.5 WHAT WERE THE ACHIEVEMENTS AND CHALLENGES?

It is generally too early to expect any wider effects of the engagement. The most tangible outputs so far include the Oslo Summit, the Education Commission, the Safe Schools Declaration, the World Bank trust fund on results-based financing and the research produced for the Oslo Summit. The pledge of the EC to increase spending on education in emergencies can also be linked to Norway's engagement. An intangible but for MFA arguably important result of the engagement is that Norway is today seen as leader on education in the international community, and is widely credited for having elevated education on the political agenda. Nevertheless, reversing the global trend of education spending will require sustained efforts over a long period of time. Norway has created expectations that may be difficult to meet, given the precarious financial situation of many countries, the refugee crisis and resultant cuts in ODA budgets. Another shorter-term challenge for Norway is to ensure adequate follow-up to the Oslo Summit and the forthcoming recommendations of the Education Commission.

5.6 WHAT WERE THE MAIN DRIVERS AND CONSTRAINING FACTORS?

There are a number of drivers of the (partial) successes and current shortcomings of the

engagement, such as the commitment and engagement of Norway's political leadership, the credibility and experience gained from previous global engagements and the ability to engage strategically with multilateral actors and other governments. The timing of the engagement has also been opportune and has constituted a significant, external enabling factor. The constraining factors are mainly related to the overall context, including the refugee crisis, and Norad's capacity to actively engage in the technical aspects of the advocacy engagement.

5.7 HOW HAS NORWAY PROMOTED THE SUSTAINABILITY OF THE ACHIEVEMENTS?

The engagement is still in a 'build-up' phase and the assumption is it will continue beyond 2017. The advocacy approaches and tactics generally promote sustainability through the emphasis placed on tapping into existing processes, working closely with others, channelling support through established multilateral channels and developing new mechanisms that will potentially enable the mobilisation of additional funding from different sources. However, there are several serious threats to sustainability, such as the risk of further budget cuts in the wake of the Syria refugee crisis and shifting political priorities should the current government not be re-elected.

5.8 LESSONS

A number of broad lessons emerge from the findings and conclusions that may have bearing beyond the case study. The following are deemed to be the most important:

- An engagement with a broad thematic scope can help ensure buy-in from stakeholders. However, as the engagement builds up, strategic choices may have to be made based on what issues and pathways receive traction and with due consideration of Norway's capacity.

- The organisation of high-level events can provide good entry points and generate quick wins but it also creates expectations. As such, high-level events should be seen as part of a process and be planned with a view to ensuring resources and capacity are in place for adequate and swift follow-up. The aims and steps in this process would have to be clearly communicated to stake-holders to maintain momentum.

- Effective engagement should centre not only on building global commitment to change but also on finding solutions to country-level problems, including in terms of policy obstacles. To this end, the experience and capacity of Norwegian NGOs could be tapped to a greater extent.

- Related to the above, advocacy engagements could be more effective if planned and monitored in a systematic manner based on clear goals and targets and with the use of timed work plans and regular follow-up.

Annex 1: List of persons and organisations consulted

Name	Position	Organisation
1	**Albright, Alice**	CEO, CPE
2	**Antoninis, Manos**	Senior Policy Analyst, EFA Global Monitoring Report, UNESCO
3	**Ball, Thomas**	Senior Adviser, SGI, MFA
4	**Benavot, Aaron**	Director, EFA Global Monitoring Report, UNESCO
5	**Bourne, Josephine**	Head of Education, UNICEF,
6	**Brattskar, Hans**	State Secretary, MFA
7	**Brautaset, Tarald**	Special Envoy on Education, MFA
8	**Bridges, David**	GPE
9	**Brooks, Dean**	Director, INEE
10	**Brynildsen, Vegar**	Director, SGI, MFA
11	**Burnett, Nick**	CEO, R4D
12	**Clemet, Kristin**	Member of Education Commission, CEO Civita
13	**Egeland, Jan**	Secretary-General, NRC
14	**Fosen, Gerd-Hanne**	Head of Education, Norad
15	**Fyles, Nora**	Head of UNGEI
16	**Fylkesnes, Gunvor**	Advocacy Officer, Save the Children Norway
17	**Gilen, Signe**	Senior Adviser, SGI, MFA
18	**Gimenez, Daniel**	Norwegian Mission to the UN
19	**Gullikstad, Espen**	PM's Special Adviser, MFA
20	**Holland, Peter A.**	Senior Education Specialist, REACH Trust Fund

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Name	Position	Organisation
21	**Ingdal, Nora**	Director of Education, Save the Children Norway
22	**Moe, Siv Cathrine**	Deputy Director, SGI, MFA
23	**Papadopoulos, Nina**	E3/Office of Education & Contract Officer's Representative, USAID
24	**Riisøen, Kari Hauge**	Project Manager Education, SGI, MFA
25	**Robert, Magda**	Special Adviser, Graça Machel Trust
26	**Seim, Olav**	Policy Director on Education, MFA
27	**Skeie, Silje**	Education Technical Adviser, NRC
28	**Svenskerud, Monica**	Senior Adviser, SGI, MFA
29	**Van Fleet, Justin**	Chief of Staff, Office of the UN Special Envoy for Global Education
30	**Vedeler, Dankert**	Deputy Director, Department of Policy Analysis, Lifelong Learning and International Affairs, Ministry of Education
31	**Wang, Tove**	Secretary-General, Save the Children Norway
32	**Whitby, Rob**	Deputy Head, Education Policy Team, DFID
33	**Winthrop, Rebecca**	Director and Senior Fellow, Center for Universal Education, Brookings

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Acronyms and abbreviations

CEO	Chief Executive Officer
DFID	Department For International Development (UK)
EC	European Commission
EFA	Education For All
EU	European Union
GAVI	Global Vaccine Alliance
GEFI	Global Education First Initiative
GPE	Global Partnership for Education
ICT	Information and Communication Technology
INEE	International Network on Education in Emergencies
MDG	Millennium Development Goal
MFA	Ministry of Foreign Affairs (Norway)
NGO	Non-Governmental Organisation
Norad	Norwegian Agency for Development Cooperation
NRC	Norwegian Refugee Council
ODA	Official Development Assistance
ODI	Overseas Development Institute
R4D	Results for Development Institute
REACH	Results in Education for All Children
SDG	Sustainable Development Goal
SGI	Section for Global Initiatives
UK	United Kingdom
UN	United Nations
UNESCO	UN Economic, Social and Cultural Organization
UNGEI	UN Girls' Education Initiative
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
US	United States
USAID	US Agency for International Development
WFP	World Food Programme