

Children in classroom at St Francis Junior School in Uganda.
GPE/Livia Barton



CHAPTER 3

STRENGTHEN CAPACITY, ADAPT AND LEARN, TO IMPLEMENT AND DRIVE RESULTS AT SCALE



RESULTS AT A GLANCE

14.i.a.

Proportion of implementation grants meeting overall objectives during implementation

Baseline	Year	Benchmark
n/a (FY)	63.9% (FY2022)	80%

Priority Area

Proportion of implementation grants meeting objectives by eight priority areas under GPE 2025 during implementation

Priority Area: Access

Baseline	Year	Benchmark
n/a (FY)	72% (FY2022)	80%

Priority Area: Learning

Baseline	Year	Benchmark
n/a (FY)	76.3% (FY2022)	80%

Priority Area: Gender equality

Baseline	Year	Benchmark
n/a (FY)	82.7% (FY2022)	80%

Priority Area: Inclusion

Baseline	Year	Benchmark
n/a (FY)	80% (FY2022)	80%

Priority Area: Early learning

Baseline	Year	Benchmark
n/a (FY)	80% (FY2022)	80%

Priority Area: Quality teaching

Baseline	Year	Benchmark
n/a (FY)	74.5% (FY2022)	80%

Priority Area: Equity, efficiency and volume of domestic financing

Baseline	Year	Benchmark
n/a (FY)	71.4% (FY2022)	80%

Priority Area: Strong organizational capacity

Baseline	Year	Benchmark
n/a (FY)	74.6% (FY2022)	80%

14.i.b.

Proportion of implementation grants met overall objectives at completion

Baseline	Year	Benchmark
n/a (FY)	n.e.d (FY2022)	80%

14.ii.

Proportion of grants with a Girls' Education Accelerator component where the Girls' Education Accelerator-funded component met its objective at completion

Baseline	Year	Benchmark
n/a (FY)	n/a (FY2022)	80%

Note: n/a = not applicable; n.e.d = not enough data; FY = fiscal year.

KEY FINDINGS

- As of the end of June 2022, 15 grants had been approved under the GPE 2025 operating model. They include 13 system capacity grants and two Multiplier grants, one of which includes financing from the Girls' Education Accelerator funding mechanism.
- The volume of active implementation grants at the end of June 2022 was US\$2.9 billion, the highest level since 2015. That volume largely reflects the growth in approvals toward the end of the GPE 2020 strategy period.
- Of 74 education sector program implementation grants active at the end of June 2022, 61 grants submitted a progress report in fiscal year 2022. Of those 61, 39 (or 64 percent) were on track with implementation, 16 percentage points below the results framework benchmark of 80 percent. For most grants, implementation delays were caused mainly by exogenous factors, such as pandemic-related disruptions and political crisis.
- The proportion of grants on track with implementation exceeded 80 percent for gender equality, inclusion and early learning priority areas but fell short for access, learning, teaching, domestic finance and organizational capacity.
- In fiscal year 2022, grant agents reported 106,766,151 beneficiaries of GPE active grants, which accounts for 17 percent of the total school-age population in the relevant countries. It includes 35,522,599 girls—50 percent of total beneficiaries for the grants that reported sex-disaggregated data.
- In fiscal year 2022, partner countries distributed 56,189,846 textbooks, trained 675,522 teachers and constructed or rehabilitated 8,505 classrooms using GPE grant money. In all three areas, the numbers achieved were the highest since the beginning of the previous strategy in fiscal year 2016.
- COVID-19 accelerated funding grants accounted for 77 percent of all students who benefited from GPE implementation grants, and 74 percent of all teachers trained. Because all COVID-19 accelerated funding grants are expected to close in fiscal year 2023, grants' achievements in these areas in coming years will hinge on the progress of ongoing grants as well as speedy approval and implementation of new grants under GPE 2025.

INTRODUCTION

The third country-level objective under GPE 2025 is to strengthen capacity, adapt and learn, to implement and drive results at scale. Grants constitute a key instrument for GPE to support partner countries' efforts to strengthen education systems. This chapter reports on the performance of active implementation grants, which represent GPE's largest grant mechanism. It discusses Indicator 14 of the GPE 2025 results framework and presents progress on the GPE priority areas financed by GPE's implementation grants. Building on lessons learned from GPE 2020, GPE 2025 introduced new grant mechanisms to support implementation of education reforms with the greatest potential for system transformation. Because the GPE 2025 operating model is still being rolled out, the results reported in this chapter relate mostly to grants approved under the GPE 2020 operating model, which also contribute to GPE's priority areas. Results from grants approved under the GPE 2025 strategy will be reported in future results reports.

3.1. GRANT PORTFOLIO

This section presents an overview of GPE grants, discusses the trend in the portfolio of implementation grants and shows the allocation of the implementation grants by GPE 2025 priority area and education level.

Overview of GPE Grants

GPE offers different types of grants to support education in partner countries and globally. The GPE 2025 operating model approved by the GPE Board in December 2020 introduced five mechanisms to support partner countries in delivering system transformation: (1) the system transformation grant, (2) the system capacity grant, (3) the Girls' Education Accelerator, (4) strategic capabilities and (5) innovative financing mechanisms (see [box 3.1](#) for more details about these five mechanisms). The main features of these grant mechanisms are reinforced support to strengthen partner countries' system capacity and increased incentives to make progress in system transformation. As of the end of June 2022, GPE had approved 15 grants under the new operating model: 13 system capacity grants and two Multiplier grants, one of which includes financing from the Girls' Education Accelerator. In addition, GPE allocated funding to pilot strategic capability interventions in the area of monitoring evaluation and learning (see [box 3.2](#)).

The volume of funding of all active grants, combining all grant types, amounts to US\$2.9 billion as of June 2022 ([table 3.1](#); also see [appendix R](#)). The portfolio of active grants predominantly consists of grants approved under GPE 2020. However, as the GPE 2025 operating model continues to roll out, the volume and the share of grants are expected to gradually increase in coming years.

Portfolio of Implementation Grants

The implementation grant—which consists of the education sector program implementation grant, Multipliers, accelerated funding grants and COVID-19 accelerated funding grants—represents the largest grant type in GPE's grant portfolio (see [appendices S through V](#), for distribution of implementation grants by fragility category, region and country).

The portfolio of active implementation grants grew substantially in recent years ([figure 3.1](#)). This growth can be largely attributed to the growth in approvals in fiscal years 2020 and 2021, including 66 COVID-19 accelerated funding grants worth \$467 million. The grants approved under GPE 2020 make up the vast majority of the active portfolio.⁶⁸

⁶⁸ This is because implementation grants are designed to last for approximately four years; therefore, most grants approved in fiscal year 2018 or later are still active under GPE 2025.

BOX 3.1. Grant mechanisms introduced under GPE 2025

- › The **system transformation grant** is provided to partner countries to support specific, prioritized reforms that enable system transformation, as identified in their partnership compacts.^a It is provided through a flexible approach based on context-specific requirements and incentives tied to four key enabling factors for system transformation: (1) gender-responsive sector planning; (2) data and evidence; (3) volume, equity, and efficiency of domestic finance; and (4) sector coordination.
- › The **system capacity grant** is provided to partner countries to support capacity strengthening across all aspects of GPE's country-level objectives.^b It supports various activities aiming to strengthen national capacity to develop, implement and monitor sector plans and policies.
- › The **Girls' Education Accelerator** supports gender equality in eligible partner countries where girls' education is identified as a key challenge.^c By funding ambitious action for gender equality, the Girls' Education Accelerator aims to transform girls' opportunities to go to school and learn (see the grant completion status section later in this chapter).
- › **Strategic capabilities** are Secretariat-managed partnerships that (1) compliment GPE assets in response to demand-driven and evidence-based country needs; (2) provide expertise, resources or solutions from GPE partners to reinforce national government capacity for system transformation; and (3) tackle complex education or cross-sectoral system problems faced by multiple GPE partner countries.
- › **Innovative finance mechanisms** are novel approaches to attract additional funding for education systems. These approaches include the GPE Multiplier,^d incentives for debt forgiveness operations (Debt2Ed), matching funds to incentivize contributions from the business community and private foundations (GPE Match), the Frontloaded Multiplier (SmartEd) and the Enhanced Convening (see section 4.4 in chapter 4).

a. See a description of the partnership compact in the introduction of this report.

b. Global Partnership for Education (GPE), "Guidelines for System Capacity Grant (Draft)," (Washington, DC: GPE, 2021), <https://www.globalpartnership.org/content/guidelines-system-capacity-grant-draft>.

c. GPE, "Girls' Education Accelerator," (Washington, DC: GPE, March 2021), <https://www.globalpartnership.org/content/girls-education-accelerator>.

d. GPE, "GPE Multiplier" web page, <https://www.globalpartnership.org/funding/gpe-multiplier>.

The volume of grants approved dropped from \$1.2 billion in fiscal year 2021 to \$267 million in fiscal year 2022 because of the ongoing rollout of the GPE 2025 operating model. However, compared to the approvals in the early years of GPE 2020, the number and the volume of approvals in fiscal year 2022 were higher. The approvals in fiscal year 2022 consist of 19 grants,⁶⁹ including two Multiplier grants (El Salvador and Rwanda) approved under the new GPE 2025 operating model. The El Salvador grant includes financing from the Girls' Education Accel-

erator (see details in the grant completion status section later in this chapter). Approvals of system transformation grants are expected in fiscal year 2023.

The total amount utilized has increased to \$470 million in fiscal year 2022 after dropping in fiscal year 2020. Accelerated funding grants (including COVID-19 accelerated funding grants) accounted for 43 percent of the total amount utilized in fiscal year 2022⁷⁰ despite constituting only 25 percent in terms of total volume of funding. The

69 The 19 grants approved in fiscal year 2022 consist of three education sector program implementation grants, nine multipliers, four regular accelerated funding grants and three additional financings. The total is reported as 18 elsewhere because it counts two approvals for the Republic of Yemen (for an education sector program implementation grant and a Multiplier) as one.

70 COVID-19 accelerated funding grants utilized \$143 million in fiscal year 2022.

TABLE 3.1.**The number and the amount of grants active as of June 2022 for all grant types**

Type	Number	Amount (US\$)	Amount share (%)
Grants approved under GPE 2020 operating model and active as of June 2022			
Education sector plan development grant	17	9,538,448	0.3
Program development grant	6	1,199,449	0
Education sector program implementation grant (including Multipliers)	74	2,300,419,695	78.9
Subtotal: GPE 2020 operating model	97	2,311,157,592	79.3
Grants approved under GPE 2025 operating model and active as of June 2022			
System capacity grant	12	6,451,539	0.2
Emergency response			
Accelerated funding	16	204,212,968	7.0
COVID-19 accelerated funding grant	34	250,690,000	8.6
Cross-country thematic support			
Education Out Loud	1	72,850,025	2.5
Knowledge and Innovation Exchange	1	70,500,000	2.4
Total	161	2,915,862,124	100

Source: GPE Secretariat.

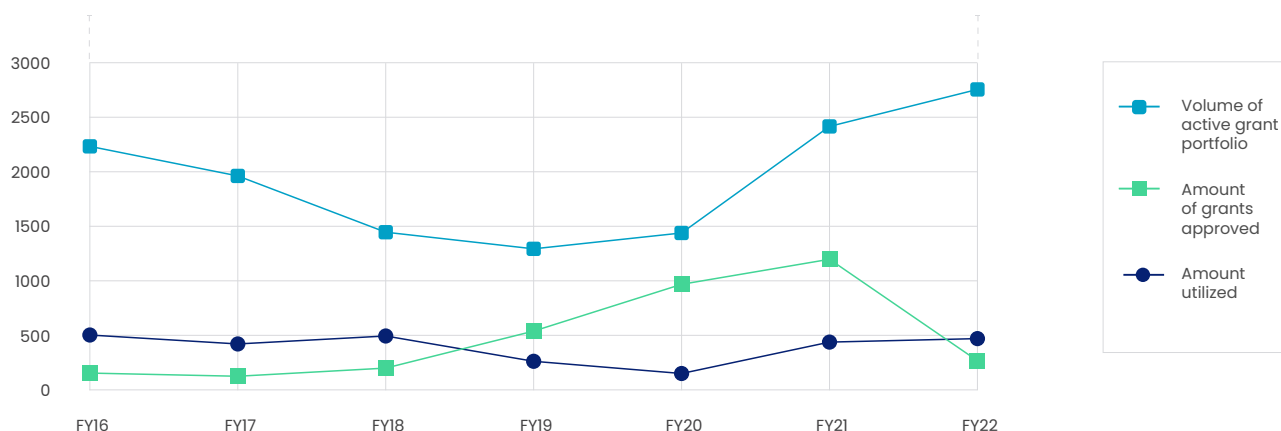
Note: Because some grants were not yet active as of June 2022, the number of grants under the GPE 2025 operating model does not match the number of approved grants mentioned in the main text.

BOX 3.2. Strategic capability in the area of monitoring, evaluation and learning

In order to support country-led processes to adapt and learn to drive results at scale, GPE's strategic capabilities, one of the new mechanisms introduced by the GPE 2025 operating model, provides technical advisory services and capacity strengthening to partner countries to improve their monitoring, evaluation and learning systems. It can also be used to support monitoring and evaluation of, and learning from, the policies and programs prioritized in partnership compacts. Pilot implementation will begin in Dominica, Grenada, Saint Lucia, Saint Vincent and the Grenadines, and The Gambia in calendar year 2022.

FIGURE 3.1.**Volume of active implementation grants grew substantially in recent years.**

Amount of grants approval, utilization and volume of active grant portfolio (in US\$ millions)



Source: Global Partnership for Education (GPE), *Portfolio Review 2016*, (Washington, DC: GPE, January 2017), <https://www.globalpartnership.org/content/2016-gpe-portfolio-review>; GPE, *Grant Performance Report 2019*, (Washington, DC: GPE, February 2020), <https://www.globalpartnership.org/content/2019-grant-performance-report>; GPE, *Grant Status Report 2020*, (Washington, DC: GPE, March 2021), <https://www.globalpartnership.org/content/annual-grant-status-report-2020>.

Note: Utilization figures may not align with those reported elsewhere because of adjustments made to figures on the basis of actual reports received from grant agents. FY = fiscal year.

accelerated funding grants are implemented over a shorter time frame (18 months) and are expected to utilize funds at a faster pace than other types of implementation grants (four years). Education sector program implementation grants utilized a total of \$267 million in fiscal year 2022. The total amount utilized for all grants would have been \$650 million, 37 percent higher than the actual amount utilized, if grants considered off track or slightly behind with fund utilization⁷¹ had utilized the fund to the level considered on track.

Allocation of Implementation Grants, by Priority Area and Education Level

GPE 2025 sets out eight priority areas—the areas critical to the achievement of its mission and goal. They are access; learning; gender equality; inclusion; early learning;

teaching and teachers; volume, equity and efficiency of domestic finance; and organizational capacity.⁷² With the ongoing rollout of GPE 2025, data have been collected from existing implementation grants, approved under GPE 2020, to understand how they contribute to the eight priority areas under GPE 2025.⁷³

Consistent with the thematic allocation under GPE 2020, learning and teaching together remain the main focus of GPE grants, accounting for 31 percent of total grant financing.⁷⁴ GPE's 80 implementation grants⁷⁵ (worth \$2.6 billion) active at some point in fiscal year 2022 allocated 20 percent of grant funds to organizational capacity, 19 percent to teachers and teaching, 12 percent to learning, 10 percent to inclusion, 10 percent to early learning, 9 percent to access, 8 percent to gender equality (see the degree of gender mainstreaming in grants in chapter 2 and box 3.3 on the difference between this amount and

71 To rate fund utilization, GPE compares the proportion utilized so far to the proportion of the grant period that has passed. If the amount of time elapsed exceeds the amount of funds utilized by more than 25 percent, the grant is rated off track with utilization. If the difference is between 15 percent and 25 percent, the grant is considered slightly behind. If the difference is smaller than 15 percent, the grant is considered on track.

72 These priority areas will apply to grants approved under the GPE 2025 operating model although the focus of GPE's grants in each country varies according to context.

73 See appendix BB for methodological note for grant coding and costing.

74 This total increases to 36 percent if we include the amount costed for learning-related codes under the early learning priority area. Grants approved under GPE 2020 allocated 36 percent of financing to learning-related activities, 30 percent to equity and 30 percent to system strengthening. The grants included in the analysis in this section allocated 29 percent to the codes equivalent to the equity strategic goal (i.e., codes under access, gender equality and inclusion priority areas plus access-related codes under the early learning priority area) and 28 percent to codes equivalent to system strengthening (i.e., codes under organizational capacity and domestic finance priority areas plus early childhood education systems code), largely consistent with costing under GPE 2020.

75 In this section, implementation grants refer to education sector program implementation grants and Multipliers, but not accelerated funding grants. The number of grants is different from the number shown in table 3.1 because this analysis includes grants active at some point in fiscal year 2022, to show a fuller picture of the grants' contribution to the eight priority areas. The number does not include accelerated funding grants because they are different in nature: they are meant to support countries' response to crisis, not to contribute directly to system transformation or progress in the eight priority areas.

BOX 3.3. Grant costing data on gender equality

Two types of costing data capture a grant's contribution to gender equality: the estimated amount targeting gender as the main objective (presented in this chapter) and the estimated amount for mainstreaming gender (presented in chapter 2). The former is the amount costed for the gender equality priority area and is estimated using the costing methodology for all priority areas (see appendix BB). That amount does not fully encompass the grant support to gender equality because one activity can benefit multiple priority areas, in which case the cost of the activity is split across those priority areas. The latter, the amount for mainstreaming gender, is estimated for each priority area for each grant. If an activity under any priority area explicitly includes actions to support some aspect of gender equality (as determined through the gender equality coding system), then gender equality is considered to be mainstreamed in the activity, and the cost of the activity is counted toward the total of activities in which gender has been mainstreamed.^a

a. Because a gender equality marker is applied at the activity level, the methodology can underestimate the gender mainstreaming in two ways. The first is if an activity does not discuss either how it intends to advance gender equality or how it supports other activities whose main objective is gender equality. The second is that the coding may not capture the gender mainstreaming of the overall project through a subset of activities. For example, even if a grant uses the rate of girls' enrollment as one of the indicators for selecting districts targeted for intervention, the grant is not considered to mainstream gender unless it specifically mentions gender at the subcomponent level.

the amount for mainstreaming gender) and 6 percent to volume, equity and efficiency of domestic finance (figure 3.2).⁷⁶

The proportion of grant funding allocated to priority areas differs across regions, possibly reflecting varied challenges and relative priorities in the education sector in each region. A stark difference is observed for the proportion allocated to early learning, varying from 2 percent in the Middle East and North Africa to 39 percent in Europe and Central Asia, where two out of three grants include major components on early childhood education. Estimated allocation to teachers and teaching varies from 5 percent in Latin America and the Caribbean to 23 percent in East Asia and Pacific. Grants in Latin America and the Caribbean region do invest in teachers and teaching, particularly at the early childhood education level, but their support to teachers at the early childhood education level counts toward the early learning priority area.

The proportion of funding supporting each education level remained largely consistent with that from previous years, with primary education the focus of GPE implementation grants.⁷⁷ Every year GPE reports to the Organisation for Economic Co-operation and Development the estimated disbursement to different education levels. According to the information reported for 2021, an estimated 50 percent of GPE's implementation grant funding supports primary education, 15 percent lower-secondary education, 11 percent early childhood education and 3 percent upper-secondary education.⁷⁸

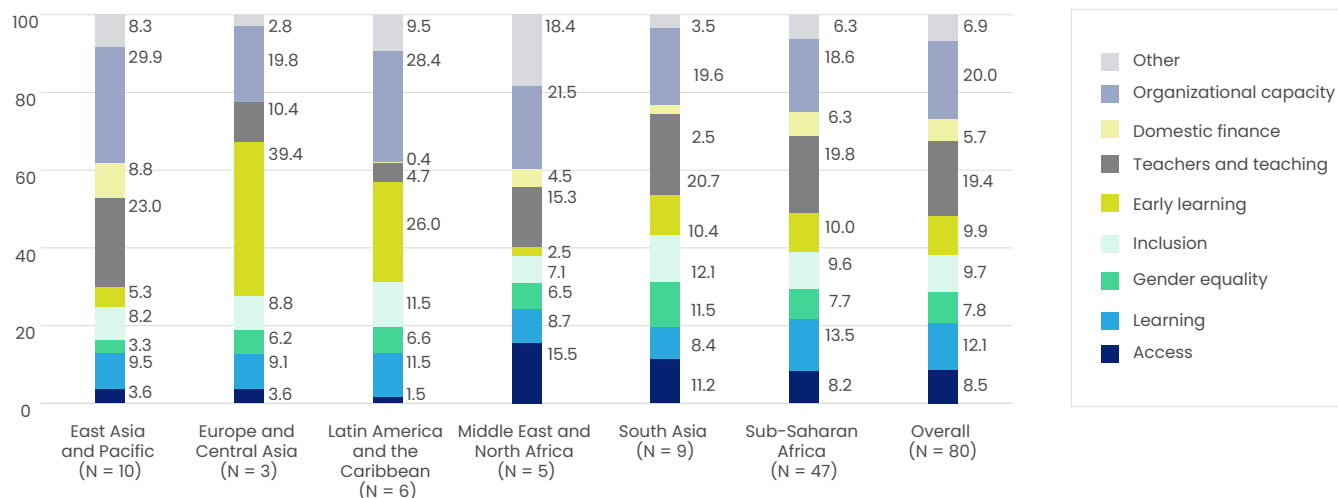
⁷⁶ Organizational capacity is defined as efforts to strengthen system capacity, which includes data and diagnostics, analysis, policy development, planning, monitoring and sector coordination and alignment. Activities costed for this "volume, equity and efficiency of domestic finance" priority area include technical assistance to improve public financial management, school grants aiming to improve equity and efficiency of resources, and interventions to improve internal efficiency of education system (e.g., development of a policy framework to reduce dropout and repetition). The remaining 7 percent of total funding goes to other expenses, such as program management, grant agents' implementation support cost and unallocated amount.

⁷⁷ Global Partnership for Education (GPE), *Results Report 2021*, (Washington, DC: GPE, 2021), <https://www.globalpartnership.org/content/results-report-2021>.

⁷⁸ The figure for early childhood education differs slightly from the estimated allocation to early learning in thematic costing, mainly because the former uses disbursed amount and the latter uses allocation, and because the methodologies are different. The remaining 20 percent consists of 19.0 percent for education level unspecified (e.g., supporting education policy and administrative management), 0.6 percent for school feeding and 0.4 percent for other education levels (e.g., adult education).

FIGURE 3.2.**The proportion of grant funding allocated to priority areas varied across regions.**

Proportion of estimated amount allocated to eight priority areas under GPE 2025, by region (percent)



Source: GPE Secretariat.

3.2. PERFORMANCE OF GPE GRANTS

(Indicators 14ia and 14ib)

The following sections discuss implementation grants' status during implementation and at completion and present the grants' achievements in fiscal year 2022.

Overall Progress during Implementation

GPE results framework Indicator 14ia tracks the proportion of GPE implementation grants meeting objectives during implementation. It comprises two parts, one monitoring grants' overall progress (based on implementation and funds utilization ratings) and the other monitoring grants' progress by eight priority areas (based purely on implementation) under GPE 2025. For overall progress, grants

are considered on track to achieve their objectives if the overall implementation status and the fund utilization status are both on track, using GPE's grant monitoring standards.⁷⁹ These indicators cover education sector program implementation grants (see box 3.4 for the progress and performance of COVID-19 accelerated funding grants).

The share of on-track grants is 16 percentage points below the results framework benchmark of 80 percent. Seventy-four implementation grants were active at the end of fiscal year 2022,⁸⁰ of which 61 grants submitted a progress report during the fiscal year and are included in the analysis.⁸¹ Of those 61 grants, overall progress was on track in 39 grants (or 64 percent). For the remaining 22 grants, overall progress was off track.⁸² Of the 22 off-track grants, 17 grants were off-track both in implementation

79 Global Partnership for Education (GPE), "Education Sector Program Implementation Grants' Annual Progress Report Template" (Washington, DC: GPE, May 2022), <https://www.globalpartnership.org/content/education-sector-program-implementation-grants-annual-progress-report-template-draft>. The process to reach an overall progress rating for each grant consists of four steps. First, the grant agent provides an overall implementation rating in the grant progress report. Ratings use a six-point scale from highly satisfactory to highly unsatisfactory, as defined in the progress report template. Second, the Secretariat triangulates that rating with other evidence available (e.g., mission report, aide memoire) and converts the rating to on-track/off-track categorization (ratings of "moderately satisfactory" or better are considered on track). Third, the Secretariat determines the use rating for the grant, based on the fund utilization report received from the grant agent. A grant receives an on-track rating for use if, at the end of the fiscal year, the proportion of grant time elapsed in a grant period does not exceed by more than 25 percentage points the proportion of funds used. Last, the Secretariat determines the overall progress rating by combining implementation and use ratings, rating a grant on track if both implementation and use are on track.

80 In the thematic allocation section, 80 education sector program implementation grants active at some point in fiscal year 2022 were analyzed, to show a fuller picture of GPE's investment in the fiscal year. In this section, 74 that remained active until the end of the fiscal year were included in the analysis, to report up-to-date status of active implementation grants.

81 Grant agents are expected to submit their first progress report 15 months after starting implementation. Therefore, analysis of this indicator does not include the following 13 new grants that were not yet due to submit their first report: Bangladesh, Republic of Congo, Guatemala, Guinea-Bissau, Federated States of Micronesia, Nigeria, Pacific Islands, Pakistan [Balochistan], Pakistan [Khyber Pkhtoonkhwa], Pakistan [Punjab], two grants for the Syrian Arab Republic and one regional grant for Caribbean countries. A grant for Myanmar did not submit a progress report in fiscal year 2022 but is included in the analysis with the implementation rating provided by the Secretariat.

82 The 22 grants are for Burundi, Cabo Verde, Comoros, Eritrea, Ethiopia, Ghana, Guinea, Guinea-Bissau, Honduras, Madagascar, Mali, Myanmar, Nepal, Papua New Guinea, Rwanda, São Tomé and Príncipe, Sierra Leone, South Sudan, Sudan, Tanzania (Zanzibar), Timor-Leste and Vanuatu.

BOX 3.4. Progress and performance of COVID-19 accelerated funding grants

Following the global outbreak of COVID-19, GPE unlocked US\$467 million to help partner countries mitigate the impact of the pandemic through COVID-19 accelerated funding grants. GPE has approved and funded 66 grants to support the implementation of coordinated mitigation and recovery strategies aligned with government priorities.

Of those 66 grants, 34 were active and 32 had closed at the end of fiscal year 2022. Although GPE originally intended the grant mechanism to provide support for 12 to 18 months, the implementation periods of 54 grants were extended (by, on average, 7.8 months),^a mainly in response to the protracted and unpredictable nature of the pandemic, which required programs to adapt to changing environments.

Of the 34 grants active at the end of fiscal year 2022, most programs reported being on track for full implementation by the end of calendar year 2022. For 12 COVID-19 accelerated funding grants, the Secretariat pushed back on requests for extensions, because they either proposed further delaying finalization until mid-2023 (Bangladesh, Ethiopia, Republic of Yemen and 6 grants to Pacific islands countries) or did not present a credible pathway to full implementation (Chad, Mali and Sudan). Delays in those grants largely reflect the different impacts of COVID-19 (Pacific islands), political crises and the lack of agility to respond to them (Chad, Mali and Sudan) and implementation issues with insufficient reactivity to address them (Bangladesh, Ethiopia and Republic of Yemen). Because the grant agent suspended disbursement after the military coup, the Sudan grant will be terminated without full completion; and further implementation will depend on alternative arrangements. For the 11 others, as well as Comoros, governments and grant agents have been looking into accelerating implementation within the current program, despite often limited implementation and utilization of those grants. Of the 32 closed grants, 12 grants submitted completion reports,^b which show that the projects almost fully achieved their objectives. Of 10 grants that reported overall completion status, five had fully achieved, four had almost fully achieved and one had partly achieved project objectives.^c

Monitoring surveys and completion reports of the grants show substantial achievements in the key activities. For example, during the mitigation and response phase (e.g., providing alternative learning opportunities during school closure), grant-supported distance learning activities reached a total of 76 million children—36 million of them girls. During the recovery phase (e.g., conducting learning assessment to inform remedial learning programs after school reopening), programs trained 229,887 teachers (of whom 100,799 were female) to provide accelerated programs to mitigate learning losses during school closures. Formative evaluation of GPE's response to COVID-19 in 2021 shows some innovative practices that have emerged across key areas of focus, including learning outcomes, access to education and gender equality.^d

A summative evaluation on GPE's response to COVID-19, which will be conducted in coming years, will look more closely at the effectiveness of GPE's support to partner countries and will inform further refinements to the GPE strategy and operating model.

a. As of the end of July 2022, the data cutoff for this report.

b. Completion reports are due six months after the grant closing date. Of 13 grants with a completion report due by the data cutoff for this report (July 2022), three grants (Ghana, Somalia [Puntland] and Vanuatu) did not submit completion reports. Two grants (Bhutan and Malawi) submitted completion reports before the due date.

c. Based on the overall efficacy rating that assesses the extent to which the program had achieved its intended objectives at the time of program closing. See the definition for each rating in GPE's "Grant Implementation Completion Report for COVID-19 Accelerated Funding Grants" template, <https://www.globalpartnership.org/content/template-implementation-completion-report-covid-19-accelerated-grants>. The Afghanistan grant partly achieved its objectives despite facing severe unforeseen challenges beyond project control, such as the change of ministry leadership, escalated conflicts and the fall of the country under Taliban control.

d. M. Aslam and S. Rawal, "Formative Evaluation of GPE's Support for Response to the COVID-19 Crisis," (Washington, DC: GPE, 2021), https://assets.globalpartnership.org/s3fs-public/document/file/2021-11-formative-evaluation-gpe-support-covid-19.pdf?VersionId=WQUWwBn_QToLPhjLBxoHQyleJcvQ2tk.

and fund utilization.⁸³ For three grants (Nepal, Rwanda and Sierra Leone), implementation was on track but fund utilization was off track. Progress reports for those three grants suggest that implementation has been catching up with the schedule but that fund utilization was off track mainly because of past underspending. For two grants (Mali and Sudan), fund utilization was on track but implementation was off track, largely for two reasons. First, in those countries, the grant agent reported only on funds it had transferred to the project account, but actual use is apparently much lower. Second, the methodology to assess fund utilization status does not take into account the delay in starting the grant after its approval, which amounted to more than a year for Mali.

An analysis of progress reports of grants that have off-track progress ratings shows that delays occur for multiple reasons. One of the reasons cited most by grant agents is the continued impact of the COVID-19 pandemic. Some countries with off-track grants had closed schools in 2021 and/or 2022, and others had accumulated delays since the onset of the pandemic. Other exogenous factors—like political crisis (Guinea, Guinea-Bissau, Mali, Myanmar and Sudan), changes in government leadership (Cabo Verde, Madagascar and Tanzania [Zanzibar]), natural disasters (Honduras and Madagascar) and teacher strike (Guinea-Bissau)—and the lack of agility to respond to these situations also affected some grants. For example, restructuring requests in Guinea, Cabo Verde, Madagascar and Tanzania [Zanzibar] took over a year to be submitted, while the pathway forward for others such as Comoros, Eritrea, Mali, Myanmar and Sudan is still uncertain, even if several months to more than a year have passed since the emergence of crises. Progress reports also mentioned delays in procurement (Guinea-Bissau, Honduras and South Sudan) and in setting up project management units (Timor-Leste and Vanuatu), as well as system capacity issues, either to carry out activities financed by the grants or related to reliability or timeliness of statistical data. The progress reports also highlight the recurring delay in verification of results in the case of result-based financing (Ethiopia, Ghana, Myanmar and Nepal).

The proportion of grants whose overall progress is on track gradually increased from fiscal year 2016 to fiscal year 2019 but dropped sharply in fiscal year 2020, largely because of pandemic-related disruptions (see figure 3.3). More than two years into the pandemic, as countries continue working to mitigate its impact and recover from it, the proportion of on-track grants has not yet returned to its prepandemic level. In addition, in fiscal years 2020 and 2021, the majority of the grants considered for this analysis were in the early stage of implementation. Evidence from past analysis by the Secretariat⁸⁴ shows that a delay in the early implementation stage is an early warning sign of slow implementation and utilization throughout the implementation period, which tends to be extended beyond the original closing date. All partners in the partnership have parts to play so that challenges in slow implementation are addressed in a timely manner and expected outcomes are achieved at completion.

Progress by Priority Area

GPE results framework Indicator 14ia also assesses the proportion of implementation grants on track to meet the objectives for each of the eight priority areas under GPE 2025.⁸⁵ This indicator helps determine the likelihood that a grant will achieve its intended objectives in the eight priority areas under GPE 2025 by its closing date. In 2022, the proportion of grants on track to meet objectives varied by priority area and fragility and conflict status. Grants exceeded the results framework benchmark (80 percent) for the gender equality, inclusion and early learning priority areas but fell short for access, learning, teaching, domestic finance and organizational capacity (see figure 3.4).⁸⁶ In all priority areas, partner countries affected by fragility and conflict (PCFCs) had a lower proportion of grants on track to meet objectives, with a stark difference observed for some priority areas.

Progress reports from grant agents show that for some grants delays in certain priority areas occurred because of challenges that are not specific to those priority areas (e.g., political crisis). For other grants, progress reports mention delays specific to priority areas that are off track. For instance, in some partner countries, activities

83 The 17 grants are for Burundi, Cabo Verde, Comoros, Eritrea, Ethiopia, Ghana, Guinea, Guinea-Bissau, Honduras, Madagascar, Myanmar, Papua New Guinea, São Tomé and Príncipe, South Sudan, Tanzania (Zanzibar), Timor-Leste and Vanuatu.

84 Global Partnership for Education (GPE), "GPE Annual Grant Performance Report 2019" (Washington, DC: GPE, 2019), <https://www.globalpartnership.org/sites/default/files/document/file/2020-02-GPE-grant-performance-review-2019.pdf>.

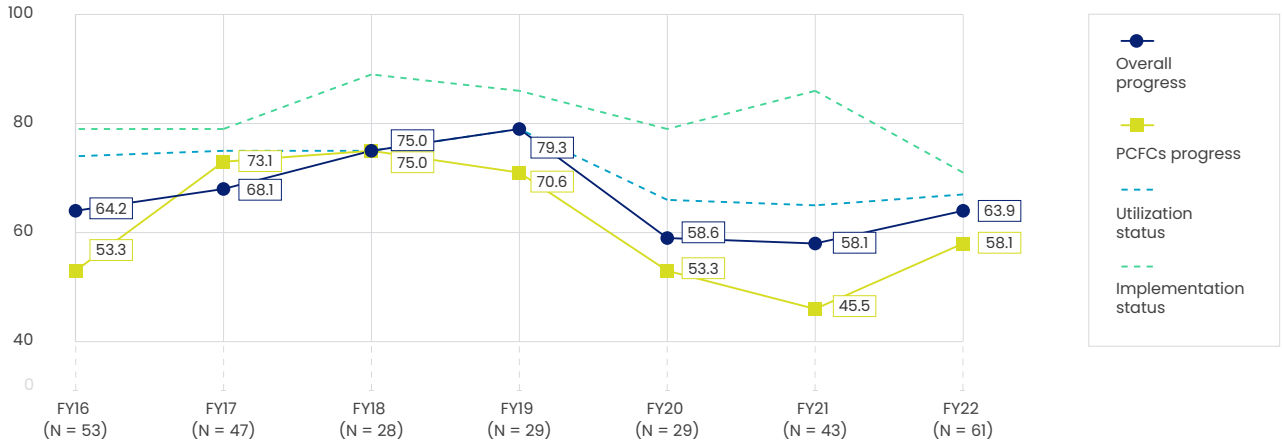
85 The assessment of progress by priority area involves several steps. First, as part of their annual grant reporting, grant agents provide a rating to assess the level of progress for each grant component; and the Secretariat subsequently triangulates that rating. Second, the Secretariat maps the implementation rating for each grant component to its respective priority area(s). Finally, a grant is considered on track to meet objectives in a priority area if more than 50 percent of the total cost for the grant components allocated to the priority area is rated "moderately satisfactory" or better.

86 The proportion of grants on track is higher than overall progress (63.9 percent) for all priority areas because the overall progress takes implementation and fund utilization rating into account whereas progress by priority areas considers implementation rating only.

FIGURE 3.3.

The share of on-track grants has not yet recovered to prepandemic levels.

Proportion of grants with on-track ratings for overall progress, implementation and fund utilization, FY2016 to FY2022, overall and partner countries affected by fragility and conflict (percent)



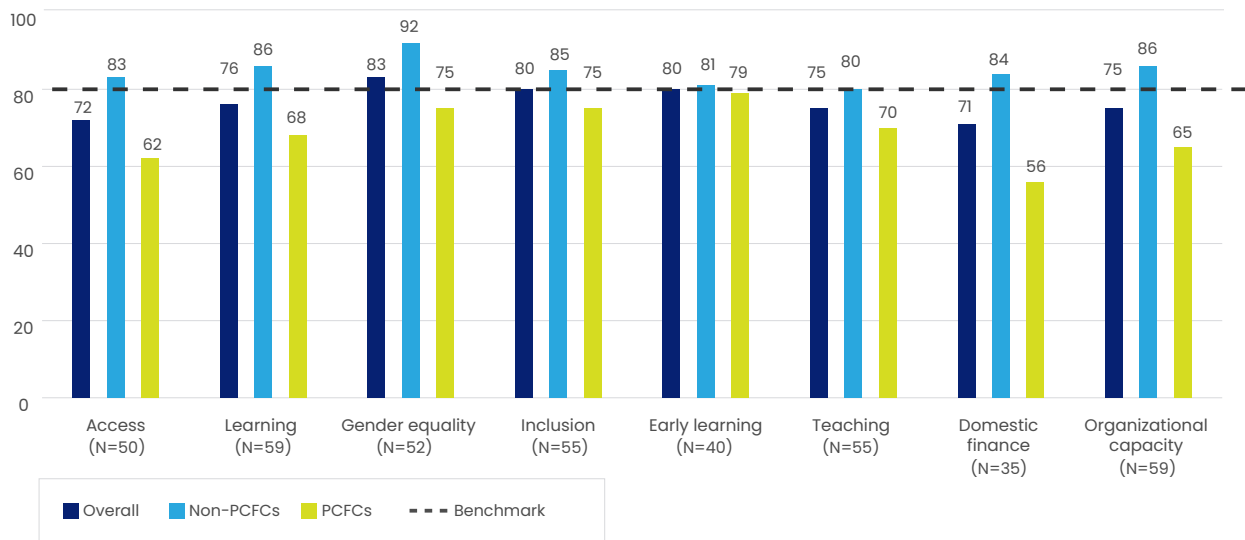
Source: GPE Secretariat.

Note: The GPE Secretariat has triangulated implementation ratings and reassigned them if needed for all years. The methodology changed slightly in FY2022 to ensure coherence in implementation ratings across the portfolio. See appendix Z for the proportion of on-track grants based on ratings provided by grant agents. The proportion of grants on track with implementation and the number of grants included in the analysis differ from those shown in past results reports and other reports for some years because the new analysis removed a few accelerated funding grants for consistency with the methodology of results framework Indicator 14ia under GPE 2025. PCFCs = partner countries affected by fragility and conflict; FY = fiscal year.

FIGURE 3.4.

Grant progress varied by priority area and fragility status.

Proportion of grants on track, by GPE 2025 priority area (percent)



Source: GPE Secretariat.

Note: PCFCs = partner countries affected by fragility and conflict.

in the teaching priority area were delayed because of teacher strikes, issues with the teacher data system and lack of coordination and prioritization of teacher trainings offered by many donors. In other partner countries, nonimmediate interventions to address longer-term issues were put on hold to prioritize COVID-19 response. For example, learning assessments (in learning priority area), capacity development of ministry staff (in organizational capacity priority area) and development of a policy on dropout and repetition (in domestic finance priority area) were postponed. The pandemic-related disruption in the supply chain affected procurement of learning materials shipped from outside the country (learning priority area). In addition, enforcement of social distancing norms caused delays in construction of schools (access priority area).

Grant Completion Status

GPE 2025 results framework Indicator 14ib monitors the proportion of implementation grants that met their objectives at completion. A grant is considered to have met its overall objectives at completion if the grant's efficacy is rated "substantial" or better using GPE's grant completion reporting standards.⁸⁷ Because only two grants (Kenya and Malawi) submitted completion reports to the GPE Secretariat in fiscal year 2022,⁸⁸ values were not calculated for this indicator.

The two grants that submitted completion reports in fiscal year 2022 met their overall objectives. Kenya's GPE grant aimed at improving early grade mathematics competency and strengthening management systems at the school and national levels. The mathematics competency level of grade 2 pupils increased from 79.1 percent at the beginning of the project in 2016 to 81.5 percent at the end in 2021, though it missed the final target of 84.1 percent by 2.6 percentage points.⁸⁹ The grant also contributed to strengthening evidence-based policy development by enhancing the country's educa-

tion management information system and designing and implementing a national learning assessment for primary education. The Malawi grant aimed at improving the quality, equity and efficiency of primary education in selected districts. The intervention contributed to reduce the ratio of pupils to qualified teachers in the most disadvantaged districts and improved the promotion rate in lower primary grades.⁹⁰

GPE results framework Indicator 14ii tracks the proportion of grants for which the component funded by the Girls' Education Accelerator met its objective at completion. The first grant with financing from the Girls' Education Accelerator was approved in June 2022 for El Salvador. That grant focuses on transforming social norms from an early age through reforms in early childhood education. It also aims to ensure that learning assessments do not perpetuate gender stereotypes. The grant, worth \$15 million in total, consists of \$5 million from the Girls' Education Accelerator and \$10 million from Multiplier financing. Four more countries are in the process of preparing applications that include the Girls' Education Accelerator as part of the first two cohorts to roll out GPE 2025. Because the El Salvador grant is the only one with financing from the Girls' Education Accelerator so far and had not started implementation as of the end of fiscal year 2022, the results framework did not calculate the value for Indicator 4ii.

Textbook Distribution, Teacher Training and Classroom Construction and Rehabilitation

GPE active implementation grants contributed to textbook distribution, teacher training and classroom construction.⁹¹ In 2022, active implementation grants reported the purchase and distribution of 56,189,846 textbooks, of which 41,307,595 (74 percent) were distributed in PCFCs (table 3.2). A total of 675,522 teachers were trained (table 3.3), including 320,517 (47.44 percent) in PCFCs. COVID-19 accelerated funding grants accounted

87 Global Partnership for Education (GPE), "Education Sector Plan Implementation Grant Completion Report Template for Projects." (Washington, DC: GPE, January 2022), <https://www.globalpartnership.org/content/education-sector-program-implementation-grants-completion-report-template>. Efficacy is defined as the extent to which the project achieved (or expected to achieve) its objectives at the time of grant closing and to which results can be plausibly attributed to the project's activities. Efficacy ratings follow a four-point scale: high, substantial, modest and negligible. A project receives a "substantial" rating if it almost fully achieved its objectives or is likely to do so.

88 Implementation grants are expected to submit a completion report six months after the closing date; therefore, grants closing in calendar year 2021 are supposed to submit completion reports in fiscal year 2022. The Lao People's Democratic Republic and Malawi had grants that closed in calendar year 2021. The grant for Lao PDR, which closed in December 2021, requested an extension to submit its completion report. A grant for Kenya, which closed in January 2022, submitted a completion report before the data cutoff for this report (July 2022).

89 World Bank, "Kenya GPE Primary Education Development Project Implementation Completion and Results Report" (Washington, DC: World Bank, 2022), <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099325007082226616/bosib0fa4dda8c0390abfc04b72ba236976>.

90 World Bank, "Malawi Education Sector Improvement Project Implementation Completion and Results Report" (Washington, DC: World Bank, 2022), <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/134201651499886937/malawi-education-sector-improvement-project>.

91 This section shows the numbers of textbooks distributed, teachers trained and classrooms constructed or rehabilitated during the one-year period covered in the grants' progress or completion reports submitted in fiscal year 2022. Because grant agents submit these reports at different times in a year, the results included in these reports may predate the GPE Secretariat's fiscal year 2022.

TABLE 3.2.**Number of textbooks distributed in fiscal year 2022**

	Non-PCFCs		PCFCs		Total		
	Number of grants reported	Number of textbooks distributed	Number of grants reported	Number of textbooks distributed	Number of grants reported	Number of textbooks distributed	% of textbooks distributed
AF	0	0	8	1,324,233	8	1,324,233	2.4
AF (COVID-19)	9	6,202,824	11	19,230,536	20	25,433,360	45.3
ESPIG	12	8,679,427	18	20,752,826	30	29,432,253	52.4
Total	21	14,882,251	37	41,307,595	58	56,189,846	100.0

Source: GPE Secretariat, based on grant agents' progress and completion reports.

Note: AF = accelerated funding; ESPIG = education sector program implementation grant; PCFCs = partner countries affected by fragility and conflict.

TABLE 3.3.**Number of teachers trained in fiscal year 2022**

	Non-PCFCs		PCFCs		Total		
	Number of grants reported	Number of teachers trained	Number of grants reported	Number of teachers trained	Number of grants reported	Number of teachers trained	% of teachers trained
AF	1	5,311	11	23,761	12	29,072	4.3
AF (COVID-19)	29	324,359	35	175,889	64	500,248	74.1
ESPIG	24	25,334	28	120,867	52	146,201	21.6
Total	54	355,005	74	320,517	128	675,522	100.0

Source: GPE Secretariat, based on grant agents' progress and completion reports.

Note: AF = accelerated funding; ESPIG = education sector program implementation grant; PCFCs = partner countries affected by fragility and conflict.

TABLE 3.4.**Number of classrooms constructed or rehabilitated in fiscal year 2022**

	Non-PCFCs		PCFCs		Total		
	Number of grants reported	Number of Classrooms constructed or rehabilitated	Number of grants reported	Number of Classrooms constructed or rehabilitated	Number of grants reported	Number of Classrooms constructed or rehabilitated	% of classrooms constructed or rehabilitated
AF	0	0	11	6,206	11	6,206	73.0
ESPIG	14	268	18	2,031	32	2,299	27.0
Total	14	268	29	8,237	43	8,505	100.0

Source: GPE Secretariat, based on grant agents' progress and completion reports.

Note: AF = accelerated funding; ESPIG = education sector program implementation grant; PCFCs = partner countries affected by fragility and conflict.

for 45 percent of all textbooks distributed,⁹² and 74 percent of the total number of teachers trained.⁹³ A total of 8,505 classrooms were constructed or rehabilitated, 96 percent of which were in PCFCs (table 3.4). Regular accelerated funding grants accounted for 73 percent of total classrooms constructed.

Numbers achieved in 2022 show a substantial increase from those achieved in 2021. In 2021, partner countries distributed 18,720,946 textbooks, trained 291,252 teachers and constructed or rehabilitated 5,865 classrooms, through GPE's implementation grants (see appendix W for the disaggregation by fragility status and grant type). Compared to 2021, the number of textbooks distributed increased by 200 percent, the number of teachers trained increased by 132 percent and the number of classrooms constructed increased by 45 percent in 2022. More grants in 2022 than in 2021 reported these numbers, in part because the number of active grants and volume of their funding were larger in 2022 than in 2021 (see section 3.1). The increase in 2022 can also be attributed to an increased number of accelerated funding grants (including COVID-19 accelerated funding grants) that achieved substantial results in 2022. In all three areas, the numbers achieved were higher than any years under GPE 2020.

Number of Students Benefiting from GPE Grant Financing

GPE monitors the number of students who directly participate in project activities, receive project-supported incentives or services, or benefit from project interventions through its implementation grants (see methodology in appendix X). In fiscal year 2022, implementation grants reported 106,766,151 student beneficiaries of GPE support. That number represents 17 percent of the total school-age population in those countries.⁹⁴ Of that total, 82 million (or 77 percent) are attributed to COVID-19 accelerated funding grants (see disaggregation by grant type, region and income category in appendix Y). Seventy-eight million students, or 73 percent of the total, were benefited by GPE's grant support in PCFCs (see table 3.5). Implementation grants that reported disaggregated data for female student beneficiaries

TABLE 3.5.

Number of beneficiaries, by sex and by fragility and conflict status in fiscal year 2022

	Non-PCFCs	PCFCs	Total
Total number of beneficiaries	29,015,047	77,751,104	106,766,151
Number of girls	12,075,881	23,446,718	35,522,599

Source: GPE Secretariat, based on grant agents' progress and completion reports.

Note: PCFCs = partner countries affected by fragility and conflict.

TABLE 3.6.

Numbers of children with disabilities, refugees and internally displaced persons supported

	Number of grants reported	Number of beneficiaries
Children with disabilities	17	62,163
Internally displaced persons	9	45,835
Refugees	8	45,542

Source: GPE Secretariat, based on grant agents' progress and completion reports.

noted that 35,533,599 girls benefited from GPE support in 2022. That number represents 50 percent of the total number of beneficiaries reported by the grants with sex-disaggregated data. The share of female students accounts for 33 percent—less than half—of all 106,766,151 beneficiaries, largely because 11 grants did not report sex-disaggregated data.

In 2022, 62,163 children with disabilities were supported through 17 grants that reported these data. Grant agents report the numbers of children with disabilities, of refugees and of internally displaced children who benefit from grant support, if their programs support these populations and monitor their numbers as part

⁹² Most COVID-19 accelerated funding grants distribute learning materials. The methodology for this indicator defines textbooks as those "designed for instructing pupils in specific subject areas, including learning materials."

⁹³ Some COVID-19 accelerated funding grants have more than one indicator monitoring the number of teachers trained in different topics (e.g., distance learning and catch-up programs to mitigate learning loss). In those cases, in order to avoid double-counting, the highest number of teachers reported across different indicators is used. For partner countries benefiting from more than one type of implementation grant during fiscal year 2022 (e.g., an education sector program implementation grant and a COVID-19 accelerated funding grant), the same teacher may be trained by different interventions financed by different grants, and thus counted as being trained more than once.

⁹⁴ Includes school-age population for preprimary through upper-secondary education, according to the latest year available for each country in the UNESCO Institute for Statistics database (accessed in September 2022).

of regular grant monitoring (table 3.6).⁹⁵ According to the Secretariat's analysis of grant program documents, 65 grants finance interventions that benefit children with disabilities; however, not all of those grants monitor the number of children with disabilities supported, because of difficulties tracking direct beneficiaries for some interventions, such as developing and revising policies and curricula to promote inclusive education. Some grants did not report this number because they were not yet due to submit their first progress report. In addition, nine grants reported the number of internally displaced persons supported, and eight grants reported the number of refugees supported by the grants. In total, grant agents reported that 45,835 internally displaced persons and 45,542 refugees benefited from GPE grants in 2022.

A Need to Accelerate Progress on Implementation Grants

This chapter looked at the performance of GPE grants, focusing on implementation grants as GPE's main instrument to support countries in improving their education systems. Because the new operating model is still being rolled out, grants considered in this chapter were almost all approved under the GPE 2020 operating model.

The progress of implementation grants reported in this chapter continues to show the impacts of the COVID-19 pandemic. The share of grants on track with overall

progress sharply declined in fiscal year 2020 and, as of June 2022 (the end of fiscal year 2022), had not yet recovered to the prepandemic level. Progress in some priority areas also reflects various pandemic-related disruptions. In addition to the pandemic, other exogenous factors, such as political crisis and natural disaster, as well as the lack of agility to respond to such situations, caused delays in many grants.

Despite the profound impact of the pandemic, grants achieved substantial results in textbook distribution, teacher training and classroom construction. GPE grants also benefited 107 million students. It is worth noting that 74 percent of all teachers trained, 45 percent of textbooks distributed, and 77 percent of students benefited are attributed to COVID-19 accelerated funding grants. Because all COVID-19 accelerated funding grants are expected to close by December 2022, achievements in these areas will be smaller in the coming years, unless the challenges in ongoing grants are addressed promptly and new grants under GPE 2025 are approved and start implementing without delay. Delays in grants have serious consequences for the children in need of GPE support. All partners in the partnership have a part to play in ensuring good progress of ongoing grants and in moving the pipeline of grant applications. A stronger sense of urgency for today's learning crisis (see chapter 1) should be shared across the partnership so that GPE's grant support reaches those who most need it now.

⁹⁵ Data are available for education sector program implementation grants and regular accelerated funding grants. This number does not include the numbers of children with disabilities, refugees and internally displaced persons supported through COVID-19 accelerated funding grants.

