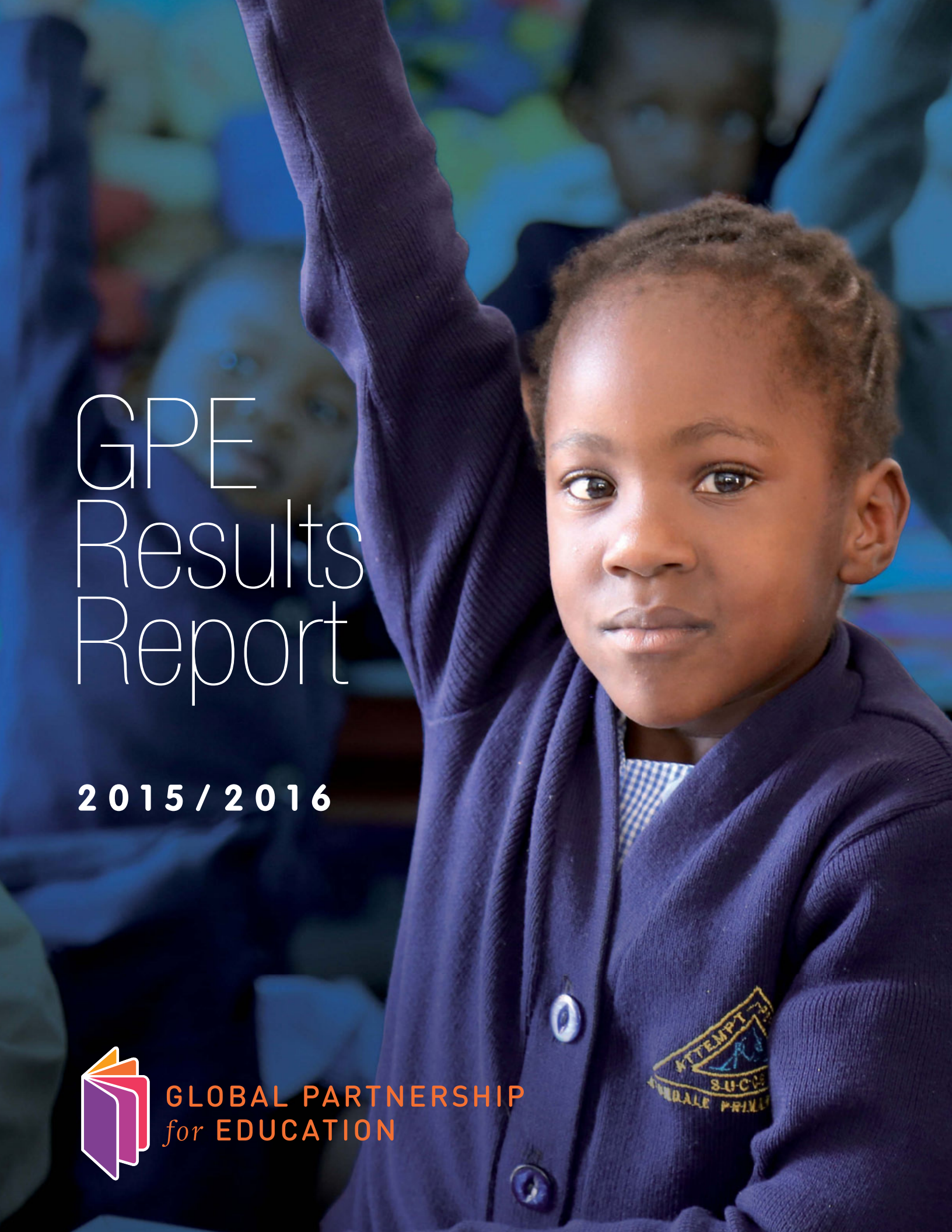


GPE Results Report

2015/2016

GLOBAL PARTNERSHIP *for* EDUCATION

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Published by:
The Global Partnership for Education
900 19th Street, N.W., Suite 600, Washington DC, 20006, USA
www.globalpartnership.org

E-Mail: information@globalpartnership.com

Cover photo:
Avondale Infant School, Zimbabwe
November 2016

Photo Credit:
Carine Durand/GPE

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Acknowledgments

The GPE Results Report 2015/16 has been produced by the Strategy, Policy and Performance team of the Global Partnership for Education under the supervision of *Karen Mundy*, Chief Technical Officer (lead author), and *Moritz Bilagher*, team lead of the Monitoring and Evaluation unit.

The Results Report writing team was composed of *Élisé Miningou*, *Vania Salgado* and *Arushi Terway*; with substantial contributions by *Rudraksh Mitra, Xanthe Ackerman*, and *Bronwen Magrath*. *Anne Guison Dowdy* and *Krystyna Sonnenberg* were responsible for the finalization and production of the report.

Special acknowledgment is due to colleagues within the GPE Secretariat who have contributed to the report. The authors are especially grateful to *Louise Banham, Jean-Marc Bernard, Margarita Focas Licht*, *Raphaelle Martinez* and *Talia de Chaisemartin*, who provided important data, written contributions, and supplied significant feedback. Great credit is due to *Naoko Hosaka, Kareen Nzakimuena* and *Sai Sudha Kanikicharla* and *Matthew Smith* in the preparation of Chapter 5. *Geoff Adlide, Alice Albright, Sarah Beardmore, Alejandro Palacios* and *Charles Tapp* all provided invaluable comments and feedback. We would like to acknowledge the support from colleagues at the UNESCO Institute for Statistics for their important inputs. We thank *Alexandra Humme*, *Chantal Rigaud*, and *Dorina Verli*, whose support was critical during the finalization of the report.

We thank *Bertrand Voizeux* for his creative design. In addition, we thank *Jane Sunderland*, who copyedited the English version of the report, and *Aude DiPaolantonio*, who edited the French version of the report, as well as *Ahmad Omar* who coordinated the translation.

Abbreviations and Acronyms

A4L	Assessment for Learning (initiative)
BELDS	Better Early Learning and Development at Scale (initiative)
CIFF	Children's Investment Fund Foundation
CSEF	Civil Society Education Fund
CSO	civil society organization
DCP	developing country partner
ECCE	early childhood care and education
ECDI	early childhood development index
EMIS	education management information system
ESP	education sector plan
ESPDG	education sector plan development grant
ESPIG	education sector program implementation grant
FCAC	countries affected by fragility and conflict
FFF	financing and funding framework
FTI	Education for All—Fast Track Initiative
GNI	gross national income
GDP	gross domestic product
GRA	Global and Regional Activities program
G7	Group of 7 (Canada, France, Germany, Italy, Japan, the United Kingdom, and the United States)
IIEP	International Institute for Educational Planning
JSR	joint sector review
LARS	learning assessment reporting system
LEG	local education group
LIC	low-income country
LMIC	lower-middle-income country
LSCR	lower secondary completion rate
ODA	official development assistance
OOS	out-of-school
OOSCI	Global Initiative on Out-of-School Children
PCR	primary completion rate
PDG	program development grant
SILDS	small island and landlocked developing states
TEP	transitional education plan
UIS	UNESCO Institute for Statistics
UNGEI	United Nations Girls' Education Initiative

Foreword

I am pleased to share with all the first report on the Global Partnership for Education's results in relation to our strategic plan, GPE 2020, based on its comprehensive results framework. The report sets out for us all our mutual starting point—the current status of education systems in developing country partners as measured by the results framework's indicators. This information will help us focus our energies and resources toward the most urgent issues and most effective course corrections. We will no doubt dive very quickly into the meat of this report and dissect its findings. However, I would like to highlight how important it is that we now have for the first time such a comprehensive set of data across 37 key indicators linked directly to our strategic goals and objectives. This is a groundbreaking step for the partnership, and we should work together over the years ahead to build upon it.

As we anticipated, the data confirm that good progress is being made on some fronts, such as in the growing proportion of children completing school, and improving equity in some areas, but this movement forward is tempered by a number of persistent system weaknesses, constituting challenges that require our attention. Six specific areas require special focus over the next year, including strengthening learning assessment systems; extending early childhood education; increased targeting of support to countries falling behind on gender equality; greater focus on lowering dropout and repetition rates; reinforcing the quality of education sector plans and mutual accountability for results in sector plans; and diversifying the partnership's funding base, and catalyzing more external financing for education in countries. I look forward to a serious debate across the partnership over the months ahead regarding these six areas.

While our first results report looks back at our work over the prior year, and suggests our forward focus, it is also important to note the broader context, with 2017 being a pivotal year for the Global Partnership for Education. In early March, the Board approved a new financing and funding framework that will provide us with the tools we need to increase support to, and improve targeting of, our financing to countries. In mid-April we launched the partnership's new case for investment and third replenishment campaign. At the end of May, at the G7 Summit, the partnership and others unveiled a new accountability report focused on education. And at the end of the year 2017, the *World Development Report* will exclusively address the global education challenge. Again, the data that we are now able to secure through this and our future results reports will help us address the challenges noted above, secure increased support and improve education outcomes in our developing country partners for years to come.



Alice Albright
Chief Executive Officer

Executive Summary

The Global Partnership for Education is a global fund and partnership that was formed to address educational challenges in some of the world's most demanding contexts. The partnership brings together developing country partners, donor nations, multilateral development organizations, civil society, teacher organizations, foundations and the private sector around a single shared vision: to ensure inclusive and equitable quality education and promote lifelong learning for all.

This year's results report is the first in a series that will document progress on GPE 2020, the partnership's strategic plan, adopted in December 2015. The report will be used to help guide the partnership and drive our common focus on achieving strong educational results for children and youth in developing country partners.

The results report is structured around the three goals and five strategic objectives of GPE 2020, organized at the impact, outcome, country-level output and global-level output levels, as captured in the partnership's theory of change. Each strategic goal and objective is linked to a set of indicators—37 in all—with ambitious milestones and targets for 2020. The report also includes descriptive and financial data about GPE funding and its grant portfolio (for details see Appendices A and D). A summary of findings for the 37 indicators, coded using a traffic light system, is presented in Appendix F at the end of this report.[1]

This report looks at 2015 and 2016—the baseline and first years of GPE 2020. Its main messages are focused on highlighting the progress made during 2016, the first year of our results framework and identifying the challenges facing the partnership at the starting point of our new strategy. The report highlights continued progress in educational outcomes and the strengthening of education system capacity across the partnership. Overall, the partnership fully or partly achieved milestones in 16 out of a total of 19 indicators for which 2016 intermediate targets were set. Some of the partnership's strongest initial results are in the areas of domestic resource mobilization and improvements in pupil-trained teacher ratios. Milestones were not met in three areas: (1) pre-primary enrollment ratios, (2) gender parity in the proportion of children out of school, and (3) alignment of GPE grants with national systems.

Improved and More Equitable Learning Outcomes
(Strategic Goal 1—impact)

The Global Partnership for Education is committed to improving learning outcomes for children and youth across the partnership.

1 Overall results for each indicator are represented as green (fully met); yellow (partially met); red (not met); or white (baseline). Indicator milestones are reflected as partially met if milestones for one educational level (e.g., primary) were achieved, but they were not for the other educational level (e.g., lower secondary).

At the starting point of GPE 2020, developing country partners of the Global Partnership for Education are demonstrating that learning outcomes and developmental indicators can improve even in the most difficult circumstances. Thirteen out of 20 developing country partners have shown improvement in learning outcomes, while two-thirds of children between the ages of 3 and 5 were developmentally on track in the 22 countries with available data.

Attesting to the difficult circumstances that many of GPE's partner countries face is the fact that the availability of data is limited. Thus, more needs to be done across the partnership to strengthen the availability of data for monitoring learning and developmental outcomes. Just over a third of developing country partners had trend data that would allow for reporting on the learning outcome or nationally representative data to report on child development indicators.

The partnership will continue to support governments and international efforts to ensure improvements in national assessment and monitoring systems, through financing for learning assessment systems and child development indicators in its implementation grants, and through the knowledge and capacity-building activities funded through the Assessment for Learning (A4L) initiative.

Equity, Gender Equality and Inclusion
(Strategic Goal 2—impact)

Highlighting its commitment to equity and inclusion, the Global Partnership for Education tracks progress using seven indicators. In year one of GPE 2020, these indicators presented a mixed picture.

On the one hand, there has been progress in the proportion of children completing school, and many gains in equity across the partnership. The partnership supported an estimated 13.2 million children in 2016.[2] Overall, 745,000 more children completed primary school across the partnership in 2014 than in 2013, while 816,000 more completed lower secondary education. Milestones for gender parity in primary and lower secondary completion were met. Furthermore, 22 out of 59 countries with available data saw at least a 10 percent improvement in an equity index of parity in gender, location and household wealth.

However, findings in this report also emphasize the importance of targeting efforts in countries where progress is slow, and an urgent need to pay attention to the equity implications and trade-offs being made when expanding education access across multiple educational levels. Key challenges include the following:

- Pre-primary education: Access is not improving and services are often not available to the poorest and most marginalized children.
- Primary completion rates are below 90 percent in 21 developing country partners.
- Out-of-school rates at the primary level are not declining quickly enough to reach GPE 2020 targets.
- The gender parity rate of out-of-school children deteriorated between 2013 and 2014, with a significant disadvantage for girls. This highlights the need to focus on bringing excluded girls into school. Furthermore, concentrated attention is needed in the 18 developing country partners where the gender parity index for completion rates sits below 0.88 at the primary level (and in the 21 countries where it is below 0.88 at the lower secondary level).

2 GPE estimates the number of equivalent children reached using a methodology that can be found at: http://www.globalpartnership.org/content/results-framework-methodology.

Effective and Efficient Education Systems
(Strategic Goal 3—outcome)

A strong start was made in four out of six aspects of system capacity that are tracked at the outcome level under the Strategic Goal 3: effective and efficient education systems.

Some of the partnership's strongest initial results are in the areas of data and domestic resource mobilization. Seventy-eight percent of developing country partners with available data devoted at least 20 percent of public expenditure to education or increased their public expenditures between 2014 and 2015. Developing country partners exceeded 2016 milestones for data availability, with 26 out of 61 (43 percent) reporting on 10 out of 12 key UNESCO Institute for Statistics (UIS) indicators in 2014, up from 18 (30 percent) in 2013.

However, system efficiency, as measured through dropout and repetition, remains a challenge across the partnership. Fewer than one in three developing country partners (32 percent) had learning assessment systems that met quality standards. Furthermore, the issue of teacher availability and their equitable allocation remains an urgent challenge. Pupil-trained teacher ratios remain high, but are improving—29 percent of developing country partners had ratios at or below 40:1, up from 25 percent in 2013.

Strengthening Education Sector Planning
(Strategic Objective 1—country level)

The Global Partnership for Education continues to be the largest international funder of education sector analyses and planning for countries in the developing world, providing US$8.9 million in funding for 27 education sector plan development grants (ESPDGs) to 29 countries in 2016. Reflecting this, the partnership places credible, evidence-based sector planning as the first of its country-level objectives.

More than half (58 percent) of education sector plans (ESPs) and transitional education plans (TEPs) met the partnership's minimum quality standards in the baseline years of 2014 and 2015. All ESPs analyzed were based on sector analyses, and each addresses inequalities and disparities in the education system. Detailed findings point to several areas for improvement: the need to use evidence more consistently to identify priorities, and to translate priorities into achievable, costed, operational plans.

Mutual Accountability through Inclusive Policy Dialogue and Monitoring
(Strategic Objective 2—country level)

The Global Partnership for Education supports strengthened engagement of all stakeholders in planning and monitoring the national priorities set out in education sector plans. The results report gives early findings on the quality of two specific mechanisms for education sector engagement and mutual accountability: joint sector reviews (JSRs) and local education groups (LEGs).

Joint sector reviews are government-led annual events that bring stakeholders together to monitor education sector plan implementation and propose course correction. GPE overall milestones for the quality of JSRs were met in 2016. Forty-five percent of JSRs with available data met quality standards, up from 29 percent in 2015. Outcomes were less robust in countries affected by fragility and conflict, where 36 percent met quality standards—not unexpected given the often difficult circumstances in these countries. Areas for improvement include the need for JSRs to draw more thoroughly on evidence and data, and to better link recommendations generated from JSRs to national planning and policy cycles.

Local education groups are multi-stakeholder bodies convened by governments to support financial and technical support for ESPs and ensure inclusive participation in planning and monitoring processes. At baseline, 44 percent of LEGs had participation from both civil society and teacher organizations. The partnership's continued support of civil society engagement through its Civil Society Education Fund (CSEF) and forthcoming GPE research on best practices in local education groups are each aimed at catalyzing improvement in participation and inclusion in LEGs.

Effective and Efficient Financing
(Strategic Objective 3—country level)

GPE 2020 commits the partnership to providing effective financing to governments in the implementation of their national education sector plans. The report highlights trends in the volume, geographic and thematic allocations of the partnership's major grant investments, demonstrating a strong alignment between grant allocations and GPE 2020 goals. It also reports on six indicators used to track the partnership's support for sector plan implementation.

Findings on objective 3 indicators highlight the significant support provided by GPE grants for learning assessment and data systems, and the successful rollout of the new results-based financing tranche in the partnership's implementation grants in five developing country partners.

Challenges were identified in two areas: the timely delivery of planned grant components (in particular classroom construction) and the rising proportion of grants that face delays in their implementation. Many of these problems occur in countries affected by fragility and conflict. The partnership has improved its approach to quality assurance and grant oversight to address these challenges, which suggests a need for more realistic grant design and stronger follow-up during implementation.

More broadly, the following trends in the volume, geographic and thematic allocations of the Global Partnership for Education's major grant investments are presented in the report:

- GPE grants are focused on countries with high levels of need. As of June 30, 2016, 54 education sector program implementation grants (ESPIGs) were active in 49 countries with a total value of US$2.23 billion. Twenty-nine (56 percent) of the 52 developing country partners receiving implementation grants in FY2016 were classified as low-income countries (LICs) and 23 (44 percent) as lower-middle-income countries (LMICs). A majority of GPE grantees were countries in Sub-Saharan Africa.

- The partnership targeted 60 percent (US$294.5 million) of all its disbursements during 2016 to countries affected by fragility and conflict. Burundi, Chad and Yemen each used the partnership's mechanisms for rapid and responsive funding in emergencies to receive finance for emergency needs.

- Thematically, GPE grants continue to focus investments on improving teaching and learning systems; enhancing equity and gender equality and inclusion; and improving the management capacity of systems at the national and subnational levels, as 36 of 54 active grants at the end of 2016 supported the development of learning assessment systems, while 29 grants supported education management information systems and 28 grants included targeted initiatives for gender equality. Finally, 18 grants targeted the needs of children with disabilities.

Mobilize More and Better Financing
(Strategic Objective 4—global level)

Harnessing the strength of the partnership at the global level to leverage improvements in the quality and volume of financing available for education in low-income and lower-middle-income countries is the Global Partnership for Education's fourth Strategic Objective. Findings from four of the six indicators used to monitor this objective suggest a strong starting point in financing for the partnership.

In the area of raising and diversifying international financing for education—including for the partnership itself—a mixed picture emerges. Overall aid to education has declined between 2013 and 2014, including from GPE donors. The partnership has met its financing milestones by diversifying its donor group and securing all signed contributions, yet these achievements come against a backdrop of currency exchange weaknesses and ongoing challenges in converting pledges into signed contribution agreements. In response, the partnership has set ambitious targets for its 2018 replenishment, and it has adopted a new financing and funding framework that diversifies its ability to leverage expanded resources for education.

One area where there is a pronounced need for improvement is the alignment of GPE grants to country systems. Such alignment is fundamental for strengthening national capacity and underpins the future sustainability of GPE investments. Less than a third of the implementation grants were adequately aligned to national systems. Thirty-nine percent of GPE grants used co-financing or pooled grant modalities.

Build a Stronger Partnership
(Strategic Objective 5—global level)

The fifth objective in GPE 2020 is to strengthen the Global Partnership for Education's most important asset: the power of partnership. Six indicators are used to monitor partnership outputs and strength.

Findings from these indicators highlight the significant progress the partnership has made at an organizational level. The Secretariat has successfully prioritized country-facing activities in its work plans and budgets, and the partnership has improved its business processes for quality assurance, risk management and fiduciary oversight. Furthermore, the partnership enhanced its delivery of key knowledge and evaluation products. These improvements in organizational effectiveness were achieved while keeping Secretariat operating expenses at less than 4 percent of total expenditure in FY 2016. For this reason, the United Kingdom, the partnership's largest donor, awarded the partnership an "A" rating in its 2015 and 2016 annual reviews.

At the same time, an initial survey of developing country-level partners suggests that while there has been improvement in perceived clarity of country-level roles, responsibilities and mutual accountabilities over the past year, further improvements are still necessary. The Secretariat took key steps in 2016 to respond to this challenge. It has prioritized staff time for supporting country-level processes, and it refined its business processes, enhancing communication, guidance and support to its country-level partners. The partnership also embarked on an effort to better monitor, understand and disseminate effective approaches to partnership at the country level. These actions will lead to significant enhancement of the partnership's work at the country level.

Chapter 1. Introduction

The Global Partnership for Education is a global fund and partnership that was formed to address educational challenges in some of the world's most demanding contexts. The partnership brings together developing country partners, donor nations, multilateral development organizations, civil society, teacher organizations, foundations and the private sector around a single shared vision: to ensure inclusive and equitable quality education and promote lifelong learning for all.

This year's results report is the first in a series that will document progress on GPE 2020, the partnership's strategic plan, adopted in December 2015. The report will be used to help guide the partnership and drive our common focus on achieving strong educational results for children and youth in developing country partners.

The results report is structured around the three goals and five strategic objectives of GPE 2020, organized at the impact, outcome, country-level output and global-level output levels, as captured in the partnership's theory of change. Each strategic goal and objective is linked to a set of indicators—37 in all—with ambitious milestones and targets for 2020. The report also includes descriptive and financial data about GPE funding and its grant portfolio (for details see Appendices A and D). A summary of findings for the 37 indicators, coded using a traffic light system, is presented in Appendix F at the end of this report.[3]

This report looks at 2015 and 2016—the baseline and first years of GPE 2020. Its main messages are focused on highlighting the progress made during 2016, the first year of our results framework and identifying the challenges facing the partnership at the starting point of our new strategy. The report highlights continued progress in educational outcomes and the strengthening of education system capacity across the partnership. Overall, the partnership fully or partly achieved milestones in 16 out of a total of 19 indicators for which 2016 intermediate targets were set. Some of the partnership's strongest initial results are in the areas of domestic resource mobilization and improvements in pupil-trained teacher ratios. Milestones were not met in three areas: (1) pre-primary enrollment ratios, (2) gender parity in the proportion of children out of school, and (3) alignment of GPE grants with national systems.

The Evolution of the Global Partnership for Education and Its Work

The Global Partnership for Education was launched in 2002 as the *Education for All—Fast Track Initiative* (FTI), whose driving vision was that no country with a credible education sector plan should fail to achieve the Education for All goals because of a lack of resources. In 2011 the FTI was transformed into a constituency-based partnership, with stronger representation from developing countries and non-state actors, and renamed the Global Partnership for Education.

3 Overall results for each indicator are represented as green (fully met); yellow (partially met); red (not met); or white (baseline). Indicator milestones are reflected as partially met if milestones for one educational level (e.g., primary) were achieved, but they were not for the other educational level (e.g., lower secondary).

The partnership has grown considerably since 2002, when it began with seven developing country partners. Today it has 65 developing country partners (Figure 1.1), while in total 89 are eligible to join (see Appendix B for the full list). Approximately 78 percent of the world's out-of-school children of primary and secondary school age live in the partnership's current developing country partners.

The Partnership's Country-Level Operating Model

GPE 2020, the partnership's strategic plan for the period 2016–2020, retains the partnership's historical commitment to bringing diverse stakeholders together around a common platform of support for nationally led education sector planning and implementation.

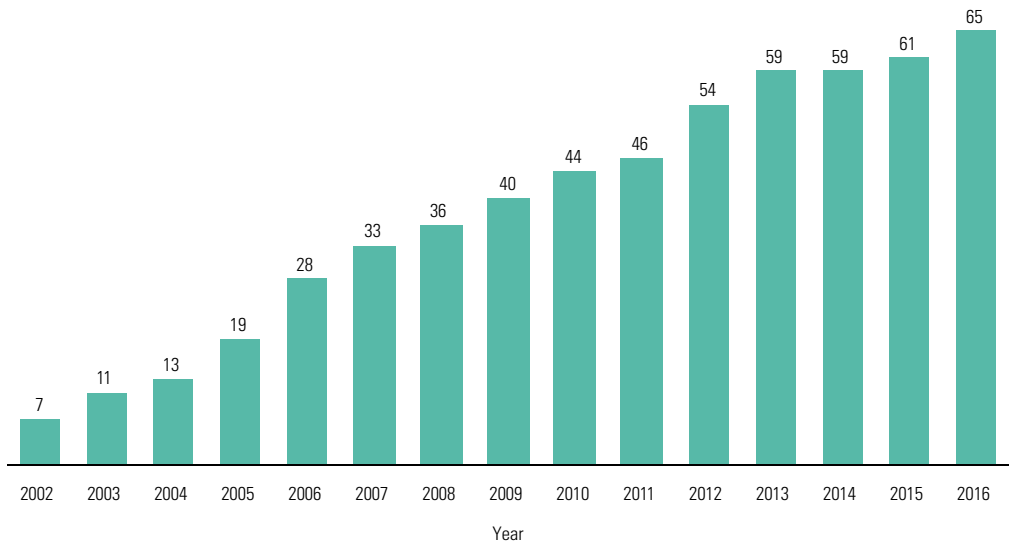
As illustrated in Figure 1.2, the partnership's country-level work begins with a government-led local education group (LEG)—a collaborative forum for policy dialogue and mutual accountability, led by a developing country partner's Ministry of Education, including representatives of the development agencies, civil society organizations (CSOs), the private sector and private foundations, and teacher organizations. The LEG selects a grant agent to administer the GPE financing, which is responsible for supporting the government in the development, implementation and monitoring of its GPE-funded implementation grant. The partnership also supports the monitoring of education sector progress, through regular, government-led, multi-stakeholder joint sector reviews.

Allocations Based on Need

The Global Partnership for Education's main financing mechanism is the education sector program implementation grant (hereafter, "implementation grants" or ESPIGs), which accounted for 98 percent of all the partnership's grant-related disbursements in FY2016.[4]

Developing country partners with a quality education sector plan may apply for an implementation grant up to the value of their needs-based allocation. In addition, their selected grant agent may apply for a program development grant of up to US$200,000, and in certain complex circumstances,

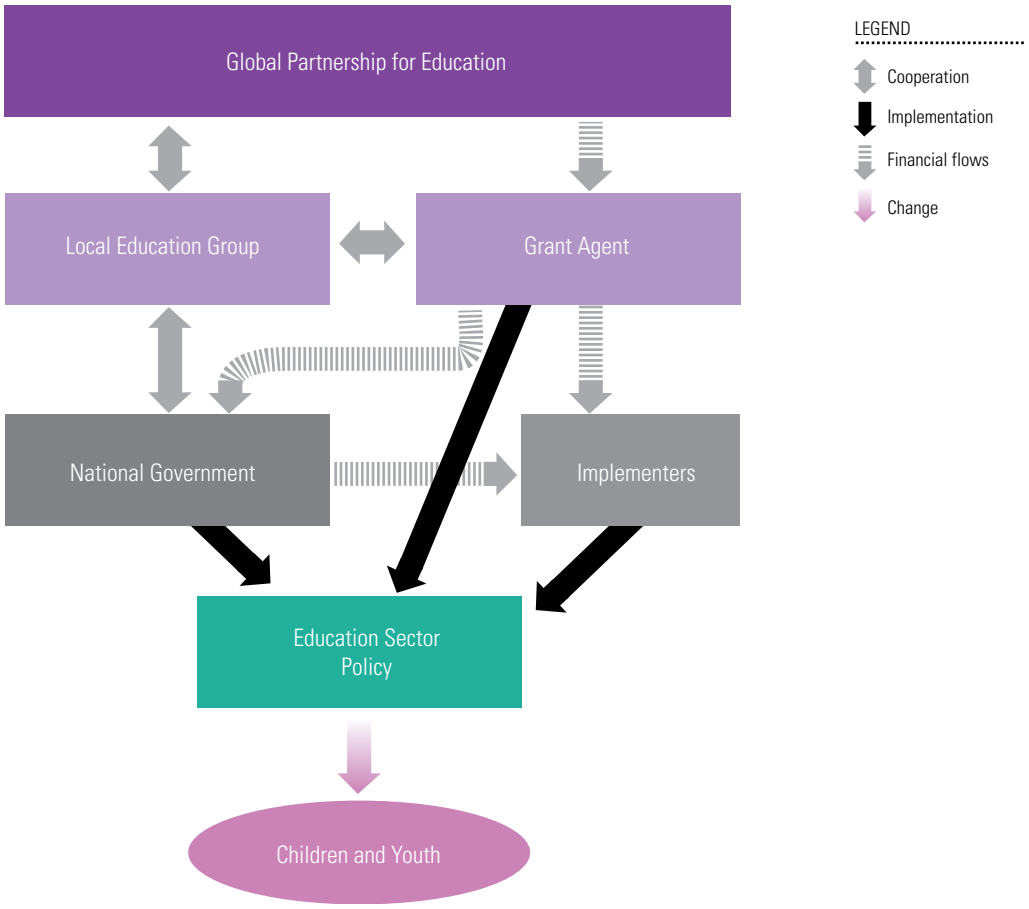
FIGURE 1.1. Evolution in the Number of GPE Developing Country Partners



Source: GPE Secretariat.

4 The Global Partnership for Education operates on a July 1 to June 30 fiscal year. Fiscal year 2016 runs from July 1, 2015, to June 30, 2016.

FIGURE 1.2. GPE Country-Level Operating Model



Source: GPE Secretariat.

up to US$400,000. As part of its unique approach, the Global Partnership for Education allocates these grants based on a formula that is weighted for countries most in need, while ensuring that grants are used to support the implementation of country-owned sector plans and are focused on results.

Beginning with grants approved in FY2015, the Global Partnership for Education adopted an eligibility and allocation framework that focuses on countries with high levels of educational needs at the primary school level as well as low gross domestic product (GDP), and the framework is weighted for conflict and fragility-affected contexts. The partnership revised its eligibility and allocation framework in early 2017, adopting a simplified formula to allocate resources based on economic status and educational vulnerability, which includes the size of the population at risk of not completing primary and lower secondary education (Box 1.1). In the new framework 67 developing countries, including 30 low-income countries (LICs), 19 vulnerable lower-middle-income countries (LMICs) and 18 small island and landlocked developing states (SILDS) are eligible for GPE implementation grants.[5] As a result of the partnership's focus on countries with high educational needs and low economic means, the partnership's financing is highly focused on low-income countries and countries affected by fragility and conflict (FCAC).

5 Vulnerable LMICs include countries with less than $2,000 gross national income (GNI) per capita and lower secondary completion rate (LSCR) below 90 percent or FCAC with less than $3,000 GNI per capita and LSCR below 90 percent.

BOX 1.1. GPE Allocation Formula

The 2014 GPE funding model was based on the calculation of a country score, which in proportion to all eligible countries' scores determined the country's share of the available ESPIG fund amount. This allocation formula was based on eight variables interacting in a complex mathematical formula that included weights for each variable. While the formula tried to incorporate many factors that influence the cost for a country to develop its basic education sector, its complexity made the formula difficult for the partnership and its developing country partners to communicate. The Board of Directors therefore asked the Strategic Financing Working Group to revise the allocation formula in a way that would allow for simpler communication of funding outcomes, while still effectively capturing countries' needs and the partnership's priorities.

In February 2017 a new allocation formula was introduced. This new formula is based on the calculation of a needs index that is used to proportionally allocate funds across developing country partners. Both a maximum and a minimum allocation level are proposed to be applied before the final allocation is determined. The needs index is based on a simple mathematical formula that combines the primary and lower secondary school age population with the lower secondary completion rate (LSCR) and the GDP per capita, while an adjustment is introduced for FCAC. The FCAC adjustment consists of increasing the needs index by 15 percent if a country is considered fragile and conflict affected. It was concluded that a 15 percent increase in the needs index translates to a 5 percent increase in the allocations, which corresponds to the level of additional administrative costs observed in FCAC grants.

Source: GPE 2017b; GPE 2017c.

Financing Focused on Results

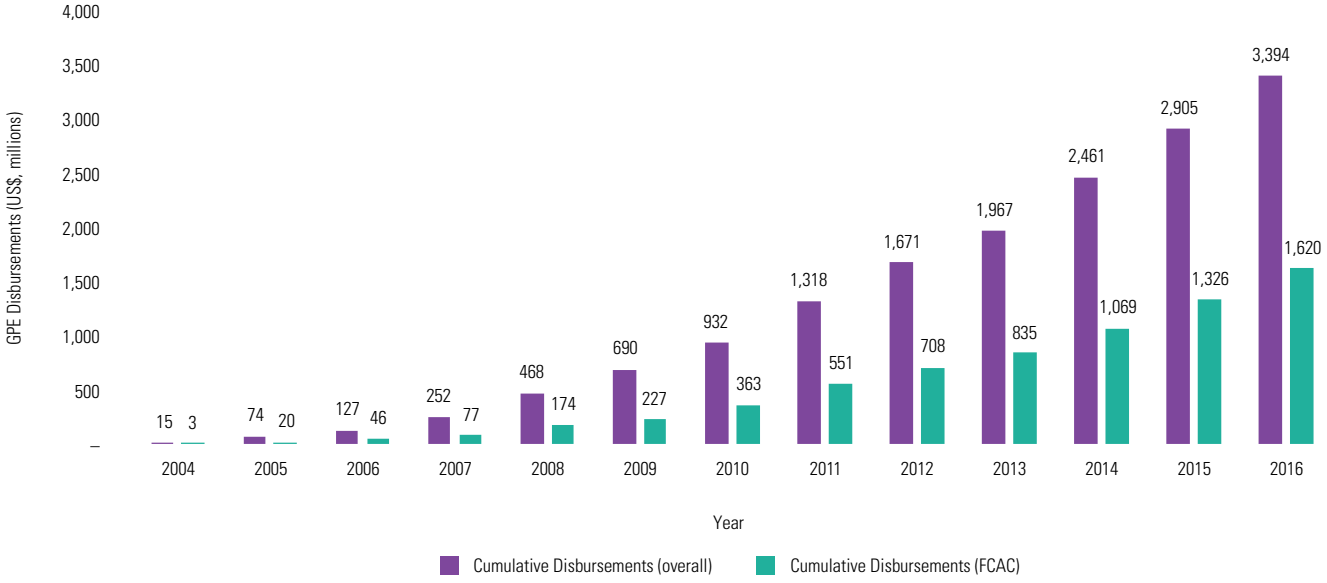
The Global Partnership for Education is the largest international funder of education sector planning and provides results-focused grants to low-income and lower-middle-income countries to support the implementation of credible sector plans. Between 2003 and 2016 the partnership provided 127 implementation grants, with a total allocation of nearly US$4.6 billion (Figure 1.3). The annual and aggregate values of implementation grants have grown since 2003, reaching an average annual disbursement of US$476 million in calendar year (CY) 2014, CY2015 and CY2016. GPE funding is allocated to countries with the most significant educational needs. However, to be eligible for implementation grants, governments must demonstrate their commitment to education. They must have credible sector plans, commit to strengthening their data systems and ensure that domestic financing is at or moving toward 20 percent of public expenditure. Furthermore, 30 percent of the implementation grants are disbursed upon the achievement of nationally selected targets in the areas of learning, equity and efficiency.

GPE Small Grants

The Global Partnership for Education also provides a range of smaller financing windows at both the country and cross-national levels (Appendix D provides an overview of disbursements for each grant window).

- **Education sector plan development grants (ESPDGs):** The partnership is the largest international funder of education sector analysis and sector planning for countries in the developing world, providing US$8.9 million for 27 sector plans in 2016 alone.

FIGURE 1.3. Program Implementation Grant Annual and Cumulative Disbursements as of December 2016



Source: GPE Secretariat.
Note: GPE list of countries affected by fragility and conflict is based on World Bank FY 2016 and UNESCO 2015b classifications (see Appendix C).

- **Program development grants (PDGs):** These grants are used for the design of country-level implementation grants. At the end of FY2016, three PDGs were active, with an allocation of US$900,000. Since inception, $7.1 million has been awarded for PDGs.

- **Civil Society Education Fund (CSEF):** This fund provides financing for national CSO coalitions, with a total allocation of US$65.9 million since the launch of the CSEF initiative in 2009.

- **Global and Regional Activities (GRA) program:** The partnership has also invested in global public goods—through its GRA program. Since inception, the GRA program has provided US$31 million through 15 grants.

A Partnership-Wide Commitment to Continuous Improvement

As it heads into its next replenishment, the Global Partnership for Education has continued to improve its approach supporting education progress at the country and global levels. Through its new **financing and funding framework**,[6] which was adopted in February 2017, the partnership has strengthened its commitment to leveraging the exchange of knowledge and innovation, and diversifying the partnership's support for advocacy and social accountability (Box 1.2). The partnership also strengthened and diversified its financing approach, to include the piloting of leveraged financing and improved participation from the private sector. At the country level, the partnership has adopted a new "education sector case for investment" approach, which aims to bring new investors within countries into the education sector.

6 GPE 2017d; GPE 2017e.

BOX 1.2. GPE's New Financing and Funding Framework (FFF)

The Global Partnership for Education's new financing and funding framework (FFF) (1) includes a **leverage fund** as part of a new scalable approach to raising significantly greater and more diverse finance; (2) invests in important **global public goods** (for example, tools for innovation and sharing knowledge); and (3) comprises a new dedicated **advocacy and social accountability fund**, which aims to promote political commitment to education.

This framework builds on the partnership's strength in pooling grant financing for countries most in need by extending country eligibility and providing a new fund to incentivize governments to leverage additional development finance to support their sector plans.

This framework will allow for (1) opportunities for new partnerships, thus bringing previously untapped resources to education from both public and private sources; (2) better alignment of new resources behind the priorities set out in national education plans, thanks to a refined country-level education sector investment case approach; and (3) better targeting of GPE funds to countries and communities where the needs are the greatest.

Source: GPE 2017d.

The GPE 2020 Theory of Change and Results Framework

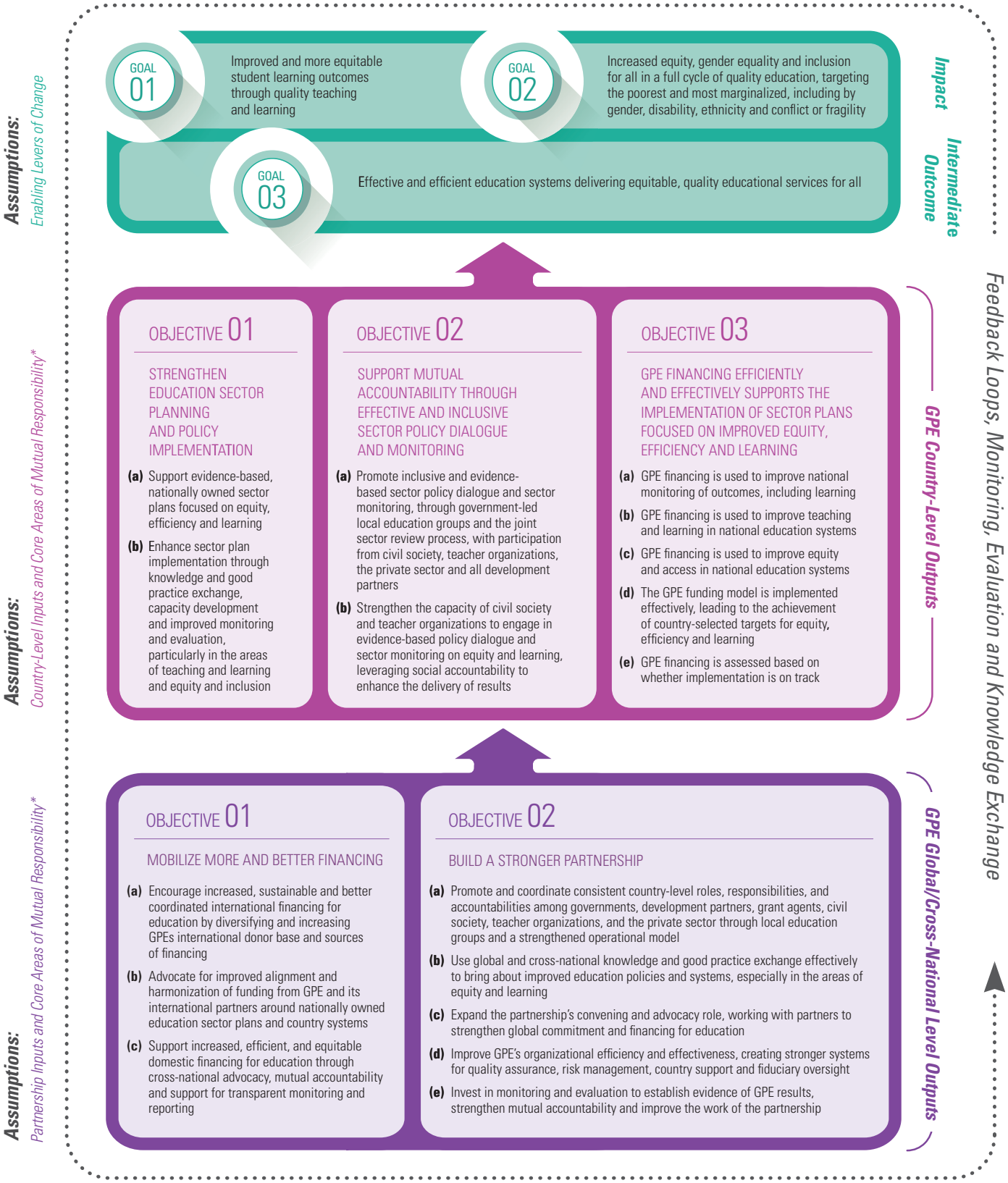
The **GPE results framework** is structured around the partnership's theory of change, which is aligned to the goals and strategic objectives of GPE 2020 (Figure 1.4). For each of the 37 indicators in the results framework, which were selected to measure performance across its theory of change, the partnership has set targets, establishing where the partnership wants to be at the end of 2020. In addition, milestones (intermediate targets) were developed for each indicator. With a few exceptions, data will be reported annually, using 2015 as the overall baseline period (see Box 1.3 for technical notes on indicator data).

Indicators in the results framework sit at the output, outcome and impact levels. At the **impact and outcome levels**, the theory of change aims to strengthen the capacities of national education systems (outcome level) in order to dramatically increase the number of girls and boys, young men and young women who are in school and learning (impact level).

Three areas are identified as **outputs at the country level** in the theory of change. At this level, the partnership aims to lock together improvements in sector planning, mutual accountability and results-focused financing for the implementation of national education sector plans, which together support improvements in education systems and outcomes.

The theory of change also identifies two **global-level outputs**, to support the partnership's country-level impact. First, the partnership builds international momentum for more and better financing for education. Second, the partnership leverages itself as a platform for the exchange of knowledge, innovation and good practices and functions as an organizer of advocacy for education progress in low-income and lower-middle-income countries, drawing on the commitment, skills and resources of the broad multi-stakeholder partnership.

FIGURE 1.4. The Global Partnership for Education Theory of Change



*** Overall Assumptions for Impact:** [1] GPE's partnership model is able to leverage outputs at each level of its theory of change, leading to the achievement of identified results. [2] Improved planning, monitoring and inclusive policy dialogue, when combined with improved financing, lead to stronger educational systems focused on equity and learning.

Country-Level Assumptions: [1] GPE partners work together effectively at the country level around nationally owned sector plans and goals. [2] Developing country partners create effective and inclusive mechanisms for policy dialogue, including participation of civil society and teachers. [3] Developing country partners increase domestic financing for education. [4] Developing country partners prioritize the creation, use and sharing of reliable and disaggregated education sector data for evidence-based planning and monitoring.

Global-Level Assumptions: [1] All partners commit to the GPE partnership model and participate in monitoring, knowledge exchange and advocacy for GPE goals. [2] Donor contributions to the GPE and to the education sector in GPE partner countries increase. [3] Board adopts a realistic and achievable implementation plan for the achievement of GPE's strategic goals.

Source: GPE Secretariat.

Data are reported for the partnership's 61 developing country partners in the baseline year 2015. As, for several countries, data were not available for several indicators, the Global Partnership for Education is committed to supporting better data for educational development. To this end, the partnership is supporting the development of Sustainable Development Goal 4 indicators, and it has made investment in sound data systems a requirement for its funding. Furthermore, all of the indicators and data developed and collected to monitor GPE progress will be made progressively available to the public during 2017 and 2018.

In this first results report it is not possible to report on progress for indicators where 2016 is used as a baseline, or where 2015 is used as a baseline and the data collection is planned with less than annual frequency. Where data for 2016 are available, the partnership's performance is measured by comparing these data values with the milestone values, indicating whether the milestone was met or not (see Box 1.3 for technical notes on indicator data).

An Overview of the Report

This report presents GPE 2020 results during the first year following adoption of GPE 2020. It is organized around the Global Partnership for Education's theory of change as follows:

- *Chapter 2: Improved and More Equitable Learning Outcomes* presents progress on learning and early childhood development across GPE developing country partners at the impact level, responding to GPE 2020 Strategic Goal 1.
- *Chapter 3: Increased Equity, Gender Equality and Inclusion* discusses impact-level progress under GPE 2020 Strategic Goal 2.
- *Chapter 4: Effective and Efficient Education Systems* presents progress at the outcome level, responding to GPE 2020 Strategic Goal 3.

The partnership's progress in meeting country-level objectives is presented in three chapters:

- *Chapter 5: Strengthen Education Sector Planning and Policy Implementation* focuses on improvements in sector planning (Strategic Objective 1)
- *Chapter 6: Support Mutual Accountability through Inclusive Policy Dialogue and Monitoring* focuses on the functioning of joint sector reviews and local education groups—each central to GPE 2020's focus on leveraging mutual accountability at the country level (Strategic Objective 2).
- *Chapter 7: Effective and Efficient Financing at the Country Level* focuses on the partnership's implementation grant financing, and it provides an analysis of the geographic and thematic use of the largest grants, as well as indicators of their performance (Strategic Objective 3).

Chapter 8 and *Chapter 9* present GPE results at the global level:

- *Chapter 8: Mobilize More and Better Financing* focuses on the GPE 2020 commitment to leveraging the partnership to achieve more and better financing (Strategic Objective 4). It reviews financing for the partnership within the context of overall trends in official development assistance, highlighting the Global Partnership for Education's early successes in raising financing from nontraditional donors and plans to further strengthen these flows. It also reviews the outcomes of efforts to improve alignment and harmonization of GPE financing and of efforts to provide stronger support, monitoring and advocacy for improved domestic resource mobilization.
- *Chapter 9: Build a Stronger Partnership* reviews efforts to strengthen the foundations of the partnership by improving the Secretariat's organizational effectiveness and capacity to support the coordination of GPE activities and country-driven policy processes; by strengthening the partnership's knowledge and advocacy platforms; and by strengthening the partnership's approach to monitoring and evaluation.

BOX 1.3. Technical Notes on Indicator Data

1. Baselines: The year 2015 is the overall baseline year for the results framework, which will report on the achievement of the goals and objectives of GPE's strategic plan GPE 2020, covering the period 2016 to 2020. In some cases, due to data availability, the baseline was set at 2016. In the case of ten indicators, this report presents revised baseline values because of improved availability of data.

2. Milestones and targets: 2020 end targets and milestones to assess whether GPE is on track to reach these, were developed for each indicator. Due to updated baselines, a number of milestones and targets will be modified as per procedures agreed with the GPE Board of Directors.

3. Periodicity: In accordance with the nature of the data underpinning each indicator, source data can be based on the calendar year or on the GPE Secretariat fiscal year (July to June).

4. Data sources: Data sources vary; the results framework uses data from UNESCO Institute of Statistics (UIS), UNICEF and other partners, in addition to data generated by the GPE Secretariat.

5. Units of analysis: While indicators have different units of analysis (e.g., children, developing country partners, grants, donors, technical reports, etc.), if the unit of analysis is developing country partners, normally, the sample consists of those countries that were developing country partners at baseline, in 2015, i.e., 61 countries.

6. Reporting cycle: While some indicators are reported on every year, others are reported on only once every other year. While due to be reported on, 2016 data for Indicator 10 on domestic financing were not yet available at the time of development of this report.

7. Tolerance: In the case of UIS-based, impact-level indicators that are reported in percentages, a 1 percent 'tolerance' is applied to assessing achievement of milestones and targets (see point 10 below) so that, if GPE achievement is within 1 percentage point of its milestone or target, this will be considered to have been met within tolerance. If the value is within tolerance, but has not progressed on the last data point, the milestone or target will be considered not to have been met.

8. Disaggregation: Depending on the nature of the indicator, different types of disaggregation are applied. Typically, where the unit of analysis is a developing country partner, data are disaggregated by countries affected by fragility and conflict. Where the unit of analysis are children, data are disaggregated by gender.

9. Core indicators: Within the GPE results framework, a subset of 12 'core indicators' highlight the key results the partnership aims to achieve. These core indicators are shown in blue font in the results framework data tables presented in Appendix F.

10. Achievement: Overall results for each indicator are represented as green (fully met); yellow (partly met); or red (not met). Indicator milestones are reflected as partially met if milestones for one educational level (e.g., primary) were achieved, but they were not for the other educational level (e.g., lower secondary).

11. Further information: GPE Secretariat will post methodological notes, explaining each indicator, on its website http://www.globalpartnership.org/content/results-framework-methodology.

Chapter 2. Goal 1: Improved and More Equitable Learning Outcomes

Indicators

1. Proportion of developing country partners showing improvement on learning outcomes (basic education)
2. Percentage of children under five (5) years of age who are developmentally on track in terms of health, learning, and psychosocial well-being

Overview

The Global Partnership for Education is committed to improving learning outcomes for children and youth across the partnership.

At the starting point of GPE 2020, developing country partners of the Global Partnership for Education are demonstrating that learning outcomes and developmental indicators can improve even in the most difficult circumstances. Thirteen out of 20 developing country partners have shown improvement in learning outcomes, while two-thirds of children between the ages of 3 and 5 were developmentally on track in the 22 countries with available data.

Attesting to the difficult circumstances that many of GPE's partner countries face is the fact that the availability of data is limited. Thus, more needs to be done across the partnership to strengthen the availability of data for monitoring learning and developmental outcomes. Just over a third of developing country partners had trend data that would allow for reporting on the learning outcome or nationally representative data to report on child development indicators.

The partnership will continue to support governments and international efforts to ensure improvements in national assessment and monitoring systems, through financing for learning assessment systems and child development indicators in its implementation grants, and through the knowledge and capacity-building activities funded through the Assessment for Learning (A4L) initiative.

Learning Outcomes

Baseline data for **Indicator 1** (learning outcomes), at the impact level, show that 13 out of 20 developing country partners with available data demonstrated progress in learning outcomes, using existing large-scale assessments conducted between 2000 and 2015.[7] These findings are an encouraging sign that improvements in learning are possible in even the

7 Indicator 1 is based on scores from international and regional assessments, and national assessments meeting quality criteria (including representativeness). In total, 20 developing country partners (Albania, Bangladesh, Ethiopia, Cambodia, Georgia, Ghana, Honduras, Kenya, Kyrgyz Republic, Lesotho, Malawi, Moldova, Mozambique, Nepal, Nicaragua, Tanzania, Uganda, Vietnam, Yemen and Zambia) have at least two valid, comparable data points between 2000 and 2015, required for the calculation of the baseline for this indicator. For more information on the partnership's trend-based learning assessment indicator, see the related methodological note on the Global Partnership for Education's "Results Framework methodology" web page: http://www.globalpartnership.org/content/results-framework-methodology. This indicator will be replaced once the Sustainable Development Goal 4 learning outcomes measure is operational.

most difficult contexts. At the same time, only just over half of the developing country partners had conducted any large-scale learning assessment to monitor learning achievement between 2000 and 2015. This suggests an urgent need for the partnership to continue to support its developing country partners in this area.

The Global Partnership for Education will continue to support learning assessments through the financing provided by its education sector plan development grants and its implementation grants. The majority of implementation grants in 2016 included components to strengthen learning assessment systems (36 out of 54). The A4L initiative, launched in 2017, will reinforce these investments through knowledge and capacity development activities at the regional and global levels.

Early Childhood Development

Baseline data for **Indicator 2** (early childhood development index, or ECDI) show that two-thirds of children between ages 3 and 5 were developmentally on track in three out of four ECDI domains, across the 22 developing country partners with available data between 2011 and 2014. Less than 30 percent of children in the developing country partners with data were on track in literacy and numeracy, suggesting the importance of increased investment in early childhood care and education across the partnership, including in pre-primary education, for ages 3 through 5.

Investing in early childhood care and education has positive effects in children's lives. The partnership's country grants support strengthened policies and programs for early childhood development, while its recently launched Better Early Learning and Development at Scale (BELDS) initiative provides opportunities for cross-national exchange of good practice among ministries of education and other stakeholders working in this area.

Introduction

Since the establishment of the Millennium Development Goals and the Education for All agenda in 2000, the world has seen a considerable increase in the number of children enrolled in primary school. While there is much to applaud in this achievement, the international community now recognizes that increasing access has not necessarily translated into increased learning (Box 2.1).

For this reason, Sustainable Development Goal (SDG) 4 calls for inclusive and equitable quality education for all, leading to the achievement of a minimum threshold of learning outcomes. Five of the 10 targets established for SDG 4 refer, explicitly or implicitly, to reaching minimum levels of learning and development, spanning early childhood all the way to adulthood.

GPE 2020 monitors progress on goal 1 using two indicators: **Indicator 1** monitors country-level improvement in average learning outcomes at the primary and lower secondary education levels, using a trend-based indicator that draws on available learning outcome data from developing country partners.[8] Eventually, this indicator will be replaced with the learning outcome indicator for SDG 4, which is being developed by the UIS-led Global Alliance to Monitor

BOX 2.1. The Learning Crisis

The International Commission on Financing Global Education Opportunity has estimated that if current trends continue in low- and middle-income countries, by 2030, 420 million primary school age children and 825 million secondary school age children will not learn basic foundational skills.

Source: ICFGEO 2016, 30.

8 Learning outcome measures are collected from national, regional or international learning assessments meeting quality standards at International Standard Classification of Education (ISCED) levels 1 and 2.

Learning. **Indicator 2** tracks the percentage of children ages 3–5 in developing country partners who are developmentally on track, using data collected by UNICEF in Multiple Index Cluster Surveys (MICS) from MICS 4 onward.

Learning Outcomes

Indicator 1: *The proportion of developing country partners of the Global Partnership for Education, expressed as a percentage, showing improvement on learning outcomes in basic education*

The partnership has developed a trend-based indicator[9] to assess the proportion of developing country partners that are making progress in learning achievement in primary and lower secondary education. Based on GPE estimates, a slightly lower proportion of GPE developing country partners affected by fragility and conflict (50 percent) are expected to see improvements in learning achievement by 2020—even though they start from lower overall learning outcomes.[10]

A look at the baseline data from 20 developing country partners for which at least two data points were available for the period 2000–2015 suggests reasonable progress (see Box 2.2 for an illustration). In total, 13 countries—65 percent of those with data—showed improvements in comparable learning

BOX 2.2. Ethiopia: Improving Learning Outcomes through a Holistic Approach

Since joining the Global Partnership for Education in 2004, Ethiopia has received four grants totaling US$337 million to support its General Education Quality Improvement Program. The program is a nationwide reform to improve teaching and learning conditions in over 40,000 primary and secondary schools and to boost the education system's capacity. Through GPE funding, more than 100,000 primary teachers and 17,000 secondary teachers are upgrading their qualifications.

Major gains have also been made in learning outcomes: national assessments show that the share of students achieving proficient and advanced levels in grade 4 mathematics increased significantly, from 13 percent in 2011 to 19 percent in 2015, while those not reaching basic declined from 55 percent to 37 percent.* Learning outcomes in reading, however, did not improve.

In response to these trends, Ethiopia's US$100 million implementation grant is focusing on aligning and integrating investments in training, learning materials and learning assessment systems. The grant funds the development of a national mother tongue curriculum, the training of teachers to deliver this curriculum and introduction of related teaching and learning materials. Funding is also used for in-service and pre-service teacher training, while a new approach to teacher licensing assesses competence and charts a pathway for enhancing the capacity of individual teachers. Strengthening institutional capacity for national learning assessments and regional education bureaus are also a focus for GPE funding.

* These figures are from World Bank 2016.

9 Indicator 1 is based on scores from international and regional assessments, and national assessments meeting quality criteria (including representativeness). In total, 20 DCPs (Albania, Bangladesh, Ethiopia, Cambodia, Georgia, Ghana, Honduras, Kenya, Kyrgyz Republic, Lesotho, Malawi, Moldova, Mozambique, Nepal, Nicaragua, Tanzania, Uganda, Vietnam, Yemen and Zambia) have at least two valid, comparable data points between 2000 and 2015, required for the calculation of the baseline for this indicator. For more information on GPE's trend based learning assessment indicator see the related methodological note on GPE's Data & Results web page: http://www.globalpartnership.org/data-and-results. This indicator will be replaced once the SDG 4 learning outcomes measure is operational. UNICEF laid the basis for this work by compiling an overview of international and regional learning assessment data, on which basis the Secretariat developed the indicator.

10 The baseline for this indicator has been updated since approval by the Board in October 2016, and it will be subject to updated milestones and targets in FY2018.

assessments during the given timeframe: Albania, Cambodia, Ethiopia, Georgia, Ghana, Honduras, the Kyrgyz Republic, Lesotho, Malawi, Moldova, Nicaragua, Tanzania and Yemen. Fewer countries affected by fragility and conflict (two of four in total), showed improvements.

A central challenge in reporting on Indicator 1 is the availability of data. Nearly a third of GPE developing country partners (19 out of 65, or 29 percent) had no large-scale learning assessment with available information for 2010–2015.[11] Furthermore, less than a third of GPE developing country partners (20 out of 65, or 28 percent) have conducted more than one large-scale learning assessment over the baseline period. Yet as suggested in the UIS Catalogue of Learning Assessments, developed with support from the partnership,[12] there has been an increase in the number of countries taking part in large-scale national, regional or international learning assessments since 2000, reaching 69 percent of all developing countries between 2000 and 2013.[13] This suggests that an increased number of countries will have comparable data when the partnership next reports on Indicator 1, in 2018.

Going forward, the Global Partnership for Education will continue to work with partners to support global efforts to monitor progress on SDG 4 and build national capacity for robust learning assessment systems to improve learning and equity. The partnership is a member of the **Global Alliance to Monitor Learning** (GAML), a group that was formed by the UNESCO Institute for Statistics in 2016 to coordinate efforts and harmonize standards for measuring SDG 4 progress on learning. It is expected that a methodological framework and infrastructure to underpin the generation of a global indicator for learning will be available by 2020, in time for the partnership's next strategic plan. GPE is also working to amplify its support for learning assessments across the partnership through its **Assessment for Learning** (A4L) initiative (Box 2.3).[14]

BOX 2.3. The Assessment for Learning (A4L) Initiative

Launched in 2017 with support from foundations, the Assessment for Learning (A4L) initiative focuses on building capacity for national learning assessment systems to measure, monitor and ultimately improve learning. Working closely with partners, A4L will provide technical and financial assistance to support sector planning and analysis, ensuring sustainability through integration with education sector plans. A4L will also strengthen the capability of regional assessment networks to build capacity and exchange knowledge and good practice between countries at the regional level.

A4L activities work in tandem with GPE's country-level grants to improve learning assessment systems. GPE supports more effective planning and policies for learning assessments through its education sector plan development grants. It also supports improvements in learning assessment systems through its country-level implementation grants.

11 Learning assessment capacity index (LACI), see http://uis.unesco.org/apps/visualisations/laci/.
12 See http://www.uis.unesco.org/nada/en/index.php/catalogue/learning_assessments.
13 UNESCO 2015b, 18.
14 For more information on A4L see Montoya and Mundy 2016.

Early Childhood Development

Indicator 2: *Percentage of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being*

The foundations of development and learning are laid in the first five years of life, through critical building blocks that include adequate health and nutrition, nurturing and protective home environments, and cognitive stimulation through positive play and responsive caregiver-child interactions.[15] Longitudinal analyses reveal that cognitive differences at age 5 are strongly associated with learning at ages 8 and 12.[16] Yet an estimated 200 million children under the age of 5, across the world, are unlikely to reach their full human potential because they suffer from poverty, nutritional deficiencies and inadequate learning opportunities.[17]

GPE 2020 sets ambitious targets for early childhood development. Using the Early Childhood Development Index (ECDI), developed by UNICEF from the Multiple Indicator Cluster Surveys and implemented since MICS 4, GPE 2020 commits the partnership to ensuring that close to three-quarters of all children in developing country partners, including 75 percent of girls, are on track in three out of four of the following domains of well-being by 2020: (1) literacy-numeracy, (2) physical, (3) social-emotional, and (4) learning. While a growing number of developing country partners plan to conduct a MICS, only 22 have ECDI data available for the baseline reporting presented here. No separate target has been set for countries affected by fragility and conflict for this indicator because of a lack of baseline data for this subset of countries.

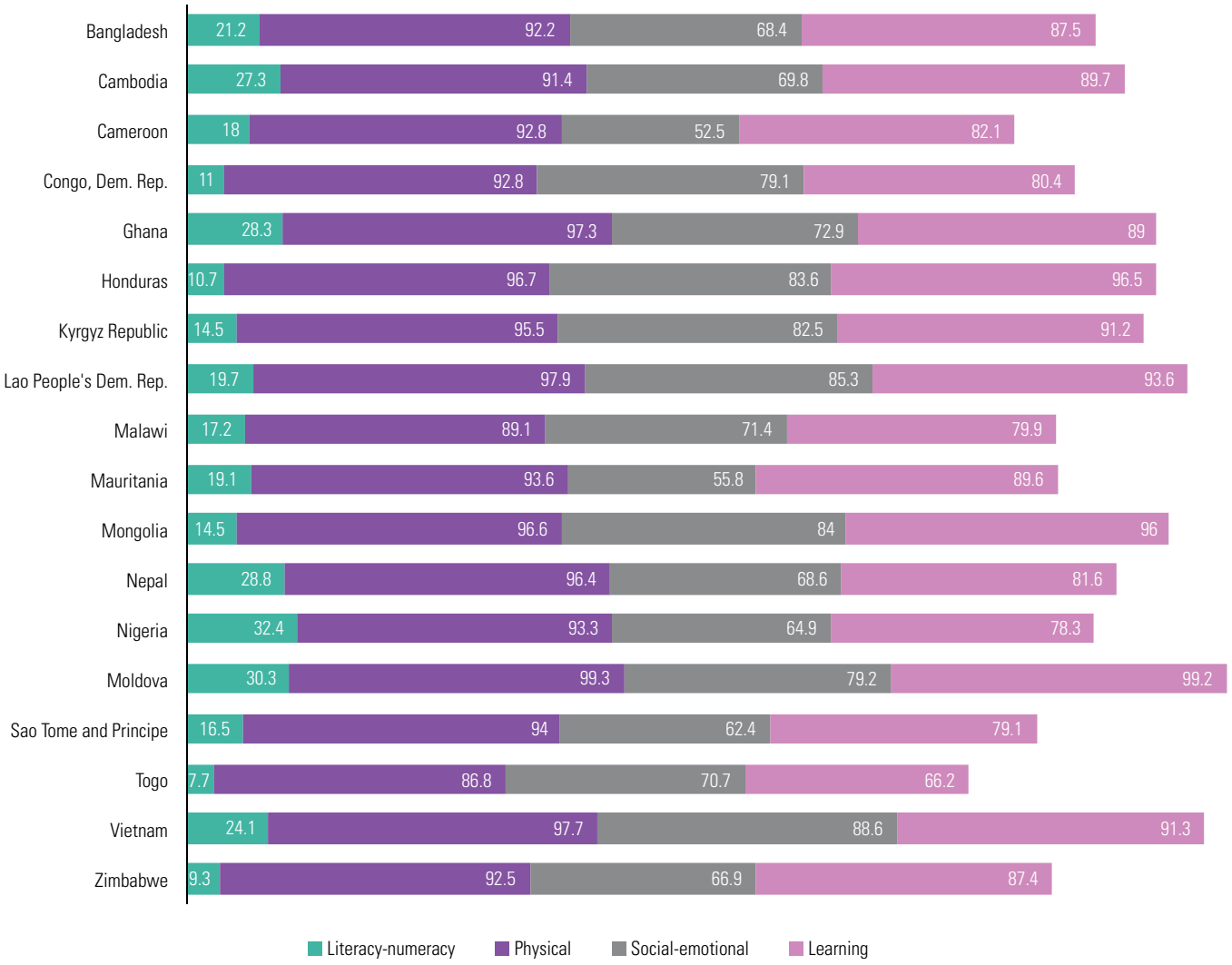
With data available only for 22 developing country partners, the partnership faces a clear data challenge when reporting on this indicator. However, as can be seen from ECDI surveys in the 22 developing country partners conducted between 2011 and 2014, two-thirds of children in the ages 3–5 reference group—66 percent—were developmentally on track. The percentage of children on track in FCAC was slightly lower, at 62 percent, while the percentage for girls was higher, at 68 percent, than the overall value.

Figure 2.1 shows that among the four components of the ECDI, the literacy-numeracy domain is the one associated with the lowest achievement, varying from 7.7 percent in Togo to 32.4 percent in Nigeria. Only two developing country partners out of 18 with available data (Moldova and Nigeria) register over 30 percent of children developmentally on track in literacy and numeracy.[18] These findings illustrate that there is an urgent need for improved literacy and numeracy among children in the 3–5 years age group.

ECDI data also allow us to see the significant association between family wealth and the ECDI score—a factor that is worrying because of the large inequalities in availability of early childhood education and care for the poorest and most marginalized (see Indicator 6). Consistently, across all developing country partners where data are available, a higher percentage of children in the richest wealth quintile are developmentally on track, compared to the poorest wealth quintile (Figure 2.2). For example, in Nigeria, there was a 37-point difference between the percentage of children who were developmentally on track in the poorest quintile and that of those in the richest quintile. In other words, children from the poorest households are the most disadvantaged in terms of early childhood development.

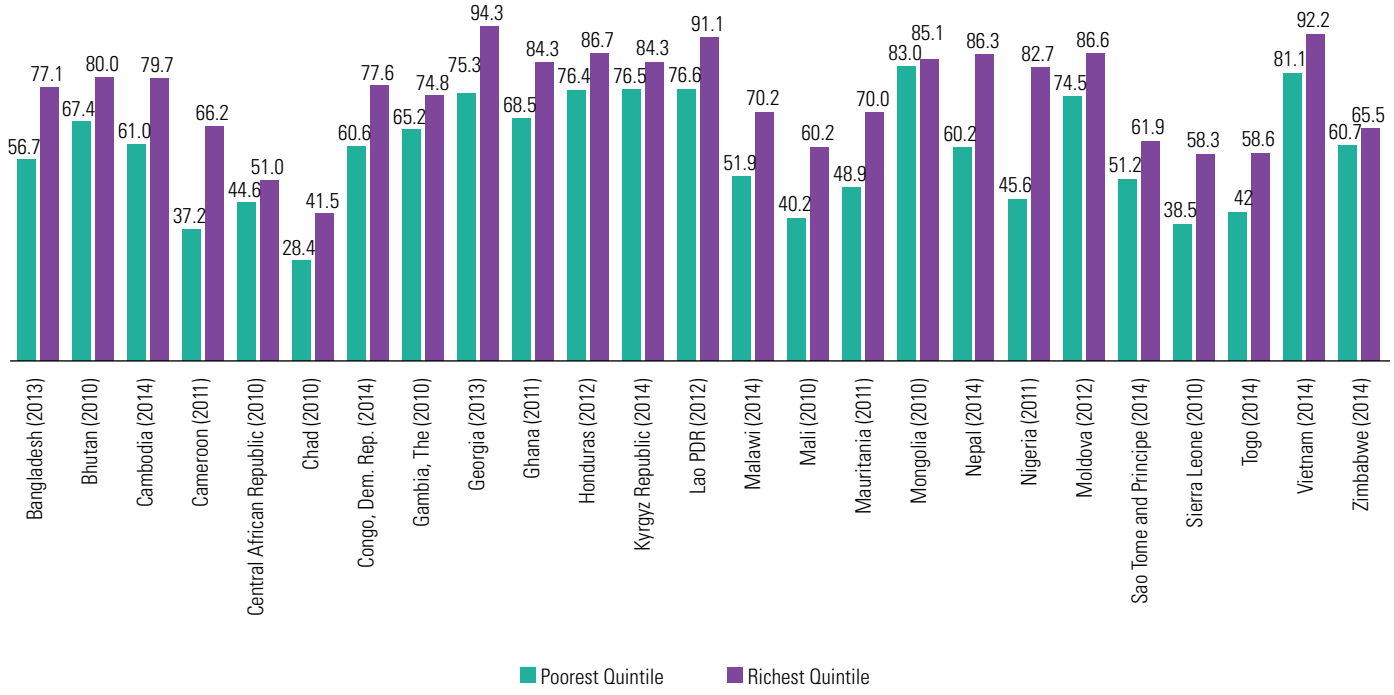
15 Britto et al., 2017.
16 Rose et al., 2016.
17 Putcha and van der Gaag 2015; UNESCO 2015b, 54.
18 Children in the 3–5 years age group are identified as developmentally on track in literacy and numeracy if they have the foundational ability to do at least two of the following: identify/name at least 10 letters of the alphabet; read at least four simple, popular words; and know the name and recognize the symbols of all numbers from 1 to 10.

FIGURE 2.1. ECDI Domains in GPE Developing Country Partners, 2011–2014



Source: GPE compilation based on data from the UNICEF Early Childhood Development Index, New York. https://data.unicef.org/topic/early-childhood-development/overview/.
Note: Only 18 of the 22 countries included in the sample have complete data for the four domains.

FIGURE 2.2. Variation in ECDI Score across the Poorest and the Richest Wealth Quintiles



Source: GPE compilation based on data from the UNICEF Early Childhood Development Index, New York. https://data.unicef.org/topic/early-childhood-development/overview/.

Meeting the 2020 targets for early childhood care and education will require increased attention to ensuring that more children have the foundational skills in literacy-numeracy before they enter into primary education. Furthermore, efforts to improve equality in early childhood care and education will require a stronger focus on reaching the poorest and the most marginalized, since they are less likely to be developmentally on track than children in wealthier families.

Chapter 3. Goal 2: Increased Equity, Gender Equality and Inclusion

Indicators

- 3. Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE
- 4. Proportion of children who complete: (a) primary education; (b) lower secondary education
- 5. Proportion of GPE developing country partners within set thresholds for gender parity index of completion rates for: (a) primary education; (b) lower secondary education
- 6. Preprimary gross enrollment ratio
- 7. Out-of-school rate for: (a) children of primary school age; (b) children of lower secondary school age
- 8. Gender parity index of out-of-school rate for: (a) primary education; (b) lower secondary education
- 9. Equity index

Overview

Highlighting its commitment to equity and inclusion, the Global Partnership for Education tracks progress using seven indicators. In year one of GPE 2020, these indicators presented a mixed picture.

On the one hand, there has been progress in the proportion of children completing school, and many gains in equity across the partnership. The partnership supported an estimated 13.2 million children in 2016.[19] Overall, 745,000 more children completed primary school across the partnership in 2014 than in 2013, while 816,000 more completed lower secondary education. Milestones for gender parity in primary and lower secondary completion were met. Furthermore, 22 out of 59 countries with available data saw at least a 10 percent improvement in an equity index of parity in gender, location and household wealth.

However, findings in this report also emphasize the importance of targeting efforts in countries where progress is slow, and an urgent need to pay attention to the equity implications and trade-offs being made when expanding education access across multiple educational levels. Key challenges include the following:

- Pre-primary education: Access is not improving and services are often not available to the poorest and most marginalized children.
- Primary completion rates are below 90 percent in 21 developing country partners.

19 GPE estimates the number of equivalent children reached using a methodology that can be found at: http://www.globalpartnership.org/content/results-framework-methodology.

- Out-of-school rates at the primary level are not declining quickly enough to reach GPE 2020 targets.

- The gender parity rate of out-of-school children deteriorated between 2013 and 2014, with a significant disadvantage for girls. This highlights the need to focus on bringing excluded girls into school. Furthermore, concentrated attention is needed in the 18 developing country partners where the gender parity index for completion rates sits below 0.88 at the primary level (and in the 21 countries where it is below 0.88 at the secondary level).

Primary and Lower Secondary Completion

Findings for **Indicator 3** (children supported by the partnership) and **Indicator 4** (completion rates) suggest continued gains in school completion, but they also highlight the need for strengthened focus on primary education, particularly in those countries falling farthest behind, if the partnership is to reach its 2020 targets for completion rates.

Indicator 3: The partnership has supported an estimated 13.2 million children since 2015, exceeding the 2016 milestone. Of those supported, an estimated 6.3 million were girls and 7.2 million lived in countries affected by fragility and conflict (FCAC).

Indicator 4a: GPE 2016 milestones related to primary completion rates were met, but only after taking into account a tolerance of 1 percent.[20] In absolute terms, 745,000 more children completed primary school across the partnership in 2014 than in 2013, of whom 360,000 were girls and 427,000 lived in FCAC. However, longer term trends suggest that rates of improvement in primary completion are slowing down and may be stagnating. This is a particular cause for concern in the 21 developing country partners that continue to have primary completion rates below 90 percent.[21]

Indicator 4b: Progress on completion at the lower secondary level was stronger than at the primary level, meeting GPE 2016 milestones. In absolute terms, this implies that 816,000 more children across the partnership completed lower secondary levels in 2014 than in the previous year, of whom 360,000 were girls and 500,000 lived in FCAC.

GPE developing country partners on average have had lower completion rates than the average in all developing countries over the past 15 years. However, at both the primary and lower secondary levels, completion rates increased more quickly, in absolute numbers and proportionally, in developing country partners over the period 2000–2014.

Gender Equality

Indicator 5 (gender parity index of completion rates) data show that 39 out of 61 developing country partners (64 percent) had a gender parity index for primary level completion rates within the range of 0.88–1.12, meeting the 2016 milestone for the primary level. At the lower secondary level, the 2016 milestone for gender parity was also met. Nonetheless, it is important to note that the gender parity index for primary level completion rates sits below 0.88 in 18 developing country partners,[22] as well as in 21 countries for the lower secondary level.[23] This suggests a need for concentrated attention in these countries.

20 The Global Partnership for Education applies a tolerance of 1 percent for some indicators derived from UIS data sets. See Box 1.3, Technical Notes on Indicator Data.

21 Benin, Burkina Faso, Burundi, Cameroon, Côte d'Ivoire, Djibouti, Ethiopia, The Gambia, Grenada, Guinea, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Pakistan, Senegal and Togo.

22 Countries below the threshold of 0.88 for the gender parity index of completion rate at the primary level (18 countries): Afghanistan, Benin, Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of Congo, Djibouti, Eritrea, Guinea, Guinea-Bissau, Mali, Mozambique, Niger, Pakistan, Papua New Guinea, South Sudan, Togo and Yemen.

23 Countries below the threshold of 0.88 for the gender parity index of completion rate at the lower secondary level (21 countries): Afghanistan, Benin, Burundi, Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of Congo, Djibouti, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Pakistan, Papua New Guinea, Sierra Leone, Somalia, South Sudan, Togo and Yemen.

Furthermore, 2016 milestones for **Indicator 8** (gender parity index of out-of-school rates) were not met, with a significant observed disadvantage for girls, which suggests that more targeted efforts are needed to bring girls into school, to improve gender parity in terms of access to education (Figure 3.6).

The partnership is taking accelerated action to address these challenges. In 2016, 28 out of 54 implementation grants included investments in policy development, social mobilization, provision of cash transfers and incentives and training to support gender equality in education systems. The grant components meet nationally identified needs. For example, in Mauritania the partnership's grant supports the organization of awareness-raising sensitization campaigns to promote girls' schooling, the distribution of nonmonetary awards and pedagogical kits, and awareness training for teachers, inspectors and school directors in rural colleges on girls' rights to education. In Benin, the GPE grant financed packages of school supplies and school uniforms for all girls in Grades 1 and 2 in deprived districts, reaching approximately 91,000 students per year. Grants in Ethiopia, Nigeria, Somalia (Somaliland) and Yemen support the recruitment and/or training of female teachers for leadership positions.

Pre-primary Education and Early Childhood Care and Education

For **Indicator 6** (pre-primary gross enrollment rate), GPE 2016 milestones were not achieved for pre-primary gross enrollment rates overall; nor were they met for girls, or in fragile and conflict-affected countries. In total, fewer than one in three children in developing country partners have any reported access to pre-primary education between the ages of 3 and 5—and only one in four in countries affected by fragility and conflict.

The partnership is committed to helping developing country partners improve access, quality and learning outcomes in the early years. It supports them to strengthen their approach to early childhood care and education, including pre-primary education, in three ways:

1. The education sector plan development grants support detailed analysis of early childhood care and education (ECCE) and the inclusion of ECCE policies and strategies in national sector plans. The partnership has also supported stronger ECCE guidance in the international education sector analysis guidelines.

2. The partnership provides financing for ECCE programs: Twenty-six out of 54 country-level implementation grants include significant components to support expanded attention to early childhood education—especially for the 3–5 age group.

3. The **Better Early Learning and Development at Scale (BELDS)** initiative is creating a platform for the exchange of good practices across the partnership.[24]

Out-of-School Children

Close to two-thirds of the world's out-of-school children of primary and lower secondary ages reside in GPE developing country partners—numbering 77.6 million in total, of which 43 million are of primary age. The Global Partnership for Education helps governments increase the number of children in schools through its support for better analysis of the out-of-school challenge, and through components of its implementation grants focused on removing barriers to access for marginalized children.

The partnership has also provided US$4.4 million to UNICEF and the UIS for the Global Initiative on Out-of-School Children (OOSCI), which aims to turn data into action by developing detailed statistical profiles of children who are out of school, or at risk of dropping out, and then identifying the causes and contributors to exclusion. Based on these analyses, OOSCI

24 GPE 2016c.

supports governments and ministries of education to put in place and implement policies and strategies that address exclusion from a multi-sectoral perspective. More than 90 countries have been reached through this initiative. An increasing number of education sector plans reflect the findings of OOSCI studies with policies and strategies aimed at bringing the most marginalized children into school.

Indicator 7, which monitors changes in the proportion of children who are out of school, shows that the partnership has met its 2016 milestone in this area for primary age children, but only after taking into consideration a 1 percent tolerance. Progress was better in countries affected by fragility and conflict, where the GPE 2016 milestone for the proportion of primary out-of-school children was met without a tolerance. GPE milestones for out-of-school children at the lower secondary level were also achieved, including for girls and children living in countries affected by fragility and conflict. These findings demonstrate the progress that can be made even in the face of fragility and conflict, but they also highlight the need to ensure that the expansion of secondary level education does not come at the expense of enrolling children in primary education.

Equity Index

The 2016 milestones for **Indicator 9** (equity index) were met, as measured through an equity index of parity in gender, location and wealth. In total, 37 percent of GPE developing country partners—22 out of the 59 for which data were available—achieved an increase of 10 percent or more in the equity index between 2010 and 2015, up from a baseline of 32 percent. While this signals a positive trend, there is a clear need for continued focus on all aspects of equity across the partnership.

Introduction

GPE 2020 is aligned with the *Education 2030 Incheon Declaration*, which recognizes that "all people, irrespective of sex, age, race, colour, ethnicity, language, religion, political or other opinion, national or social origin, property or birth, as well as persons with disabilities, migrants, indigenous peoples, and children and youth, especially those in vulnerable situations or other status, should have access to inclusive, equitable quality education and lifelong learning opportunities."[25]

Yet across GPE developing country partners, quality education remains out of reach for the most marginalized children: children with disabilities; migrant children; those living in areas of conflict; ethnic minorities; children living in isolated and rural communities; those from the poorest households; and, too often, girls. Moreover, gender inequality is exacerbated in every type of educational disadvantage.[26] Nevertheless, equitable and inclusive education is highly associated with positive outcomes in inclusive economic and social development—enhancing life-chances of individuals and their societies across generations.[27] To assess and analyze the extent to which developing country partners may benefit from these outcomes, Indicators 3 through 9 monitor progress toward the GPE 2020 goal 2 on equity, gender equality and inclusion.

Primary and Lower Secondary Completion

Indicator 3: *Number of equivalent children in basic education (primary and lower secondary levels) supported annually by the Global Partnership for Education*

Indicator 3 estimates the number of equivalent children that could be supported for a year of basic

25 UNESCO 2015a, 6.
26 UNGEI 2010.
27 UNICEF 2015.

education (primary and lower secondary education) through GPE funding. It is a proxy for the number of children the partnership supports with the financing it provides to education systems in GPE developing country partners.

In 2015, the baseline year for the GPE 2020 results framework, GPE grant funding of US$485 million was disbursed in 49 countries and supported an equivalent of 7.2 million primary and lower secondary schoolchildren. This included 3.4 million girls. As further discussed in Chapter 5, a large proportion of GPE grants are directed to countries affected by fragility and conflict, which account for almost 80 percent of the overall total number of equivalent children supported. The Global Partnership for Education supported the equivalent of 5.6 million children living in FCAC.

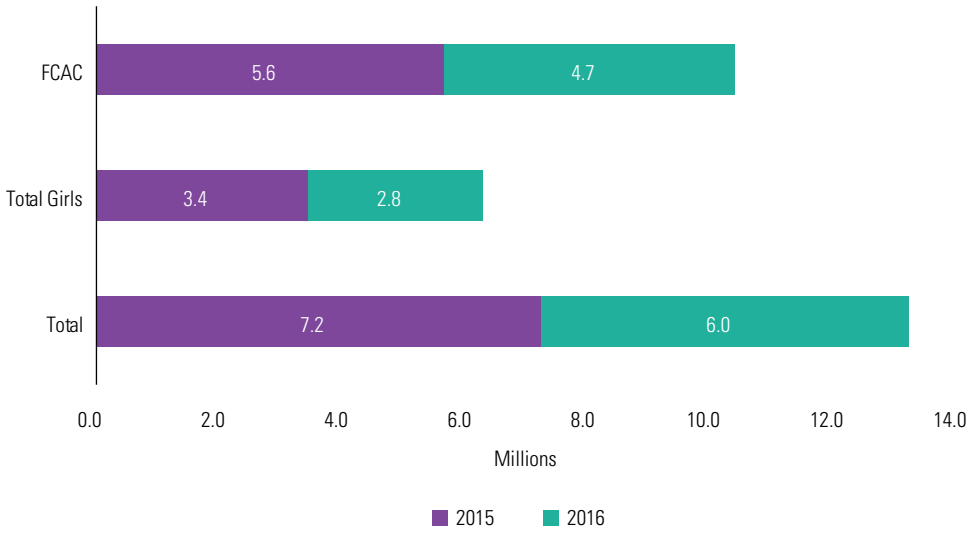
GPE 2020 tracks the cumulative number of equivalent children supported between 2015 and 2020, recognizing that there is a normal fluctuation in grant spending across years. In 2016, the partnership disbursed US$482 million to 45 countries and supported a cumulative total of 13.2 million equivalent children, close to 17 percent above the milestone set for 2016 (Figure 3.1). The cumulative number of equivalent girls and equivalent children in FCAC supported by GPE grants are, respectively, 6.3 million and 10.4 million; these numbers exceeded the 2016 milestone for these groups.

Looking at 2016 alone, GPE estimations show that the partnership supported a smaller number of equivalent children than in 2015, owing to changes in disbursement levels that are a normal feature of the GPE grant cycle. Thus the partnership supported the equivalent of 6 million children from 45 countries with GPE funds. Girls are estimated to represent about 48 percent of the total number of equivalent children supported by GPE grants in 2016, and 79 percent were in countries affected by fragility and conflict.

Indicator 4: *Proportion of children who complete primary education and lower secondary education*

GPE 2020 measures the primary and lower secondary completion rates across GPE developing country partners, disaggregated by gender. While primary gross enrollment rates have increased substantially in developing countries over the last 15 years, completion rates have consistently lagged behind, with under three quarters of the children who enroll

FIGURE 3.1. Number of Equivalent Children Supported by the Partnership



Source: GPE Secretariat.

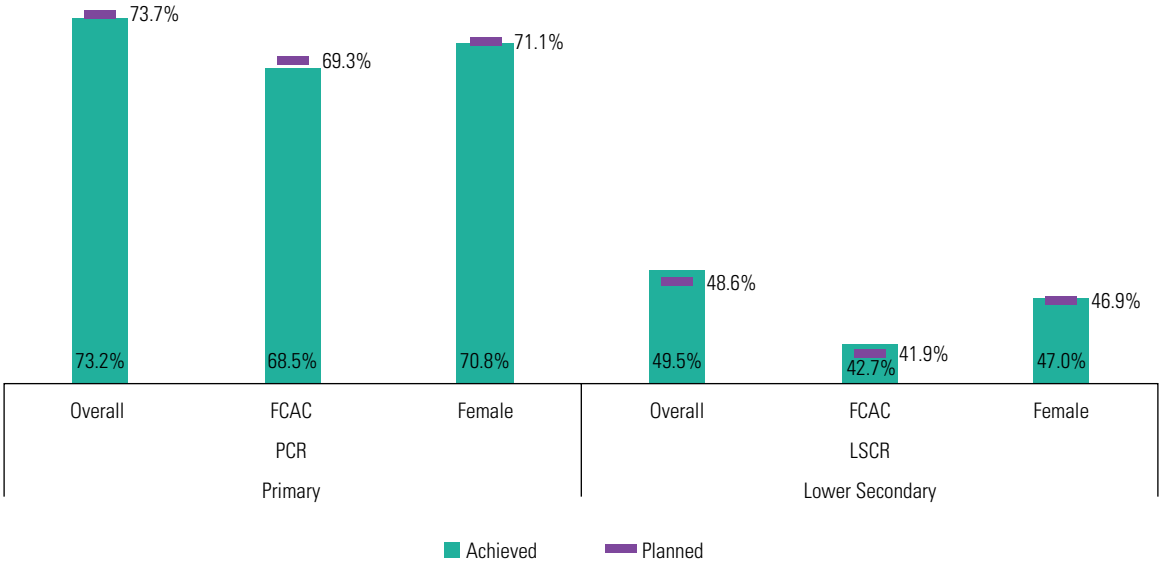
BOX 3.1. Getting More Boys in School Will Bring Gender Equality in Nicaragua

In Nicaragua boys face greater education challenges than girls. Most recent surveys show that only 40 percent of boys completed lower secondary school, compared with 52 percent of girls. Children in urban settings are much more likely to complete lower secondary school than those in rural areas, and the girls performed better than the boys in every category except among the poorest children in rural areas. The girls' advantage is most pronounced among middle-class children in urban settings: Seventy percent of girls completed lower secondary school, compared with 48 percent of boys. Similarly, the latest measurements suggested that 77 percent of Nicaraguan girls completed primary school in contrast to 66 percent of boys. With funding of more than US$41 million from the Global Partnership for Education since 2004, Nicaragua has enacted a wide range of interventions aimed at getting more children—especially boys—into school. Most recently, the partnership provided an education sector plan development grant to help fund an education sector analysis, completed in April 2016, which takes a much closer look at gender disparities in access, retention and learning for girls and boys, including detailed analyses of the barriers for each.

completing the primary school cycle. To reach GPE 2020 targets for this indicator, 78.3 percent of all children must complete primary education across the partnership, while 52.1 percent must complete lower secondary education.

The Global Partnership for Education's 2016 milestones for primary completion rates were met after taking into consideration a tolerance of 1 percent.[28] Between 2013 and 2014, the average primary completion rate (PCR) across 61 GPE developing country partners increased from 72.5 percent to 73.2 percent—below the GPE 2016 milestone of 73.7 percent (Figure 3.2). The primary completion rate increased for girls by 0.7 percentage points, but it still sat below the anticipated 2016 milestone

FIGURE 3.2. Primary and Lower Secondary Completion Rates, 2016 Planned Milestones and Achieved



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

28 See Box 1.3, Technical Notes on Indicator Data.

of 71.1 percent. Countries affected by fragility and conflict, which face additional barriers to ensuring children finish school, also experienced more modest increases in primary completion than anticipated, moving from 68.1 percent in 2013 to 68.5 percent in 2014.

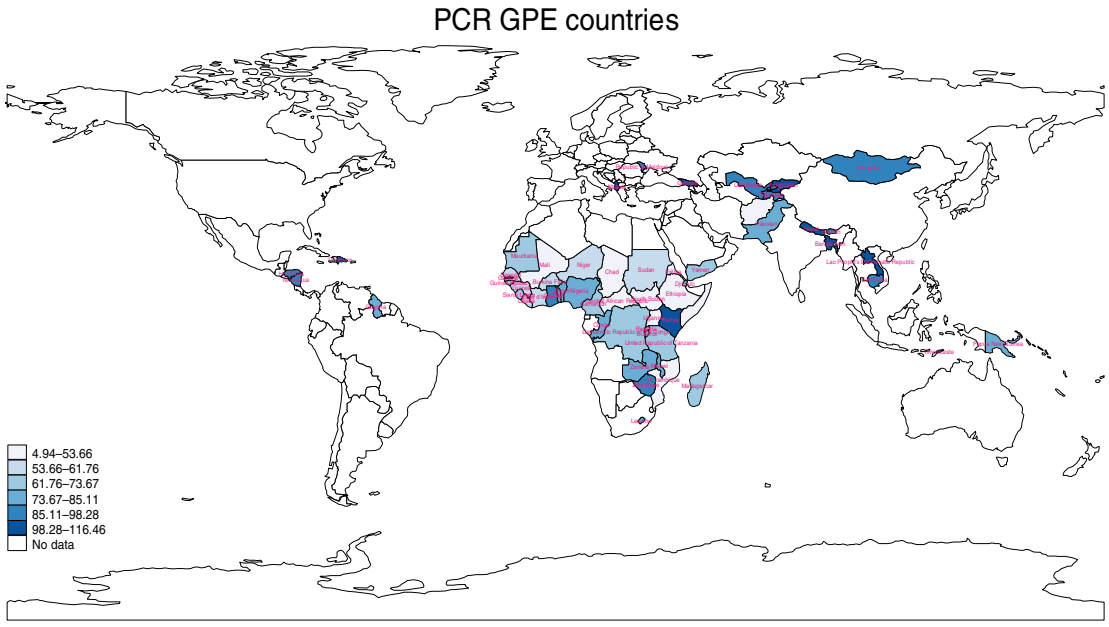
Gains at the lower secondary level were stronger than for primary education across the partnership. Lower secondary completion rates (LSCRs) increased to 49.5 percent in 2014 from 47.9 percent in 2013. Lower secondary completion rates for girls also increased, from 45.7 percent to 47 percent; and in countries affected by fragility and conflict, the rates increased from 41.1 percent to 42.6 percent. In all these cases milestones were met.

In absolute terms, 745,000 more children completed primary school across the partnership in 2014 than in 2013, of whom 360,000 were girls and 427,000 lived in FCAC. For lower secondary completion, 816,000 more children across the partnership completed lower secondary in 2014 than in the previous year, of whom 360,000 were girls and 500,000 lived in FCAC.

Figure 3.3 illustrates geographical differences in primary completion rates across the partnership. In total, 21 of 40 developing country partners with data available in 2014 had primary completion rates below 90 percent.[29]

As can be seen in Figure 3.4, developing country partners on average have had lower completion rates than the average in all developing countries over the past 15 years.[30] However, at both the primary and lower secondary levels, completion rates increased more quickly, both in absolute numbers

FIGURE 3.3. Primary Completion Rates in GPE Developing Country Partners, 2014

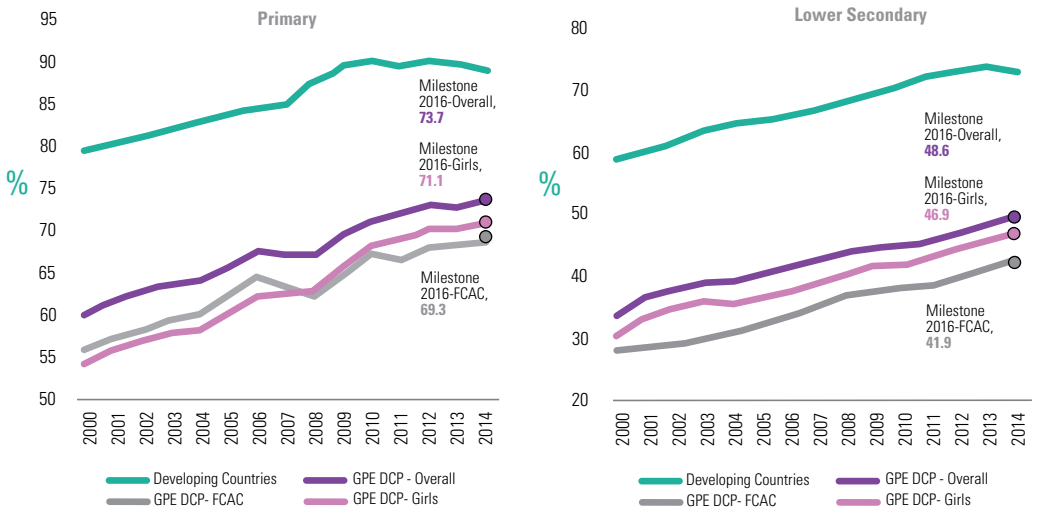


Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

29 Benin, Burkina Faso, Burundi, Cameroon, Côte d'Ivoire, Djibouti, Ethiopia, The Gambia, Grenada, Guinea, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Pakistan, Senegal and Togo.

30 The term "all developing countries" refers to the classification used in the Global Education Monitoring Report 2016 (UNESCO 2016, 398), based on the classification of the United Nations Statistical Division (UNSD) for 2015. This includes, for example, most Latin American countries, as well as all Asian countries except for Japan.

FIGURE 3.4. Primary and Lower Secondary Completion Rates, 2000–2014: Developing Country Partners (DCPs) and All Developing Countries



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.
Note: Developing Countries refers to the classification used in the *Global Education Monitoring Report 2016* (UNESCO 2016, 398), which is based on the three main country groupings of the United Nations Statistical Division (UNSD) for 2015.

and proportionally, in GPE developing country partners over the period from 2000 to 2014. The most remarkable progress has been made in girls completing primary school: their average completion rates have increased at more than twice the rate than the average across developing countries, 1.9 percent versus 0.8 percent.

GPE developing country partners affected by fragility and conflict also show encouraging progress, with lower secondary completion rates increasing at 3.2 percent per year on average, compared with 1.4 percent per year, on average, across developing countries.

A closer look at data from individual developing country partners for lower secondary completion rates reveals that since 2010 a majority of countries have maintained relatively low secondary completion rates, within the 25–50 percent range, while a few that had rates in this range have increased them to between 50 and 75 percent. Table 3.1 shows the change in lower secondary completion rates in developing country partners between 2010 and 2014. Countries in bold represent those in a higher range now (2014 data) than they were in 2010. They can be considered to have achieved significant improvement. Countries that have, roughly, stayed at the same level are those included on the diagonal axis.

Table 3.1 also identifies countries where data were not available in the reference years. It shows, for example, that 12 countries did not have data in either 2010 or 2014. Many of them are FCAC.

Table 3.1. Lower Secondary Education Completion Rates across GPE Developing Country Partners

2010 \ 2014	*Less than 25%*	*25–50%*	*50–75%*	*More than 75%*	*Not available*
Less than 25%	Burkina Faso, Mozambique, Niger	**Burundi**			Chad, Malawi
25–50%		Cambodia, Ethiopia, Guinea, Lesotho, Madagascar, Mali, Togo, Senegal	**Pakistan, Lao PDR, Sao Tome and Principe**		Guinea Bissau; Congo Rep.; Eritrea; Uganda; Yemen
50–75%			Gambia, The	**Nepal, Bhutan**	Bangladesh, Nicaragua, Sudan, Timor Leste, Zambia
More than 75%				Albania, Georgia, Kyrgyz Republic, Moldova, Mongolia, Tajikistan	Guyana, Uzbekistan
Not available					Afghanistan, Central African Republic, Comoros, Haiti, Nigeria, Papua New Guinea, Rwanda, Sierra Leone, Somalia, South Sudan, Tanzania, Zimbabwe

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.
Note: Countries in bold represent those that are in a higher category in 2014 than in 2010.

Gender Equality

Indicator 5: *Proportion of GPE developing country partners within set thresholds for gender parity index of completion rates for primary education and lower secondary education*

Ensuring gender equality and equity in education helps reduce disparities and has positive effects not only for individuals but also for society as a whole (Box 3.2). GPE 2020 monitors progress in gender parity by measuring the proportion of countries that have a gender parity index of completion rates in primary and lower secondary education between the thresholds of 0.88 and 1.12. This parity index expresses completion by female learners as a proportion of completion by male learners, whereby a value of 1 reflects perfect parity. A value greater than 1 expresses greater female completion, whereas a value less than 1 expresses greater male completion. A value of 0.9, for example, indicates that, for every 100 male learners, 90 female learners complete the corresponding educational level.

By 2020, the Global Partnership for Education expects at least 69 percent of its developing country partners to be within these thresholds for gender parity in primary school completion, and 66 percent for gender parity in lower secondary school completion.

BOX 3.2. GPE Support for Gender Equality

The Global Partnership for Education's *Gender Equality Strategy* commits the partnership to improved equality for girls and boys in educational access, participation and learning.

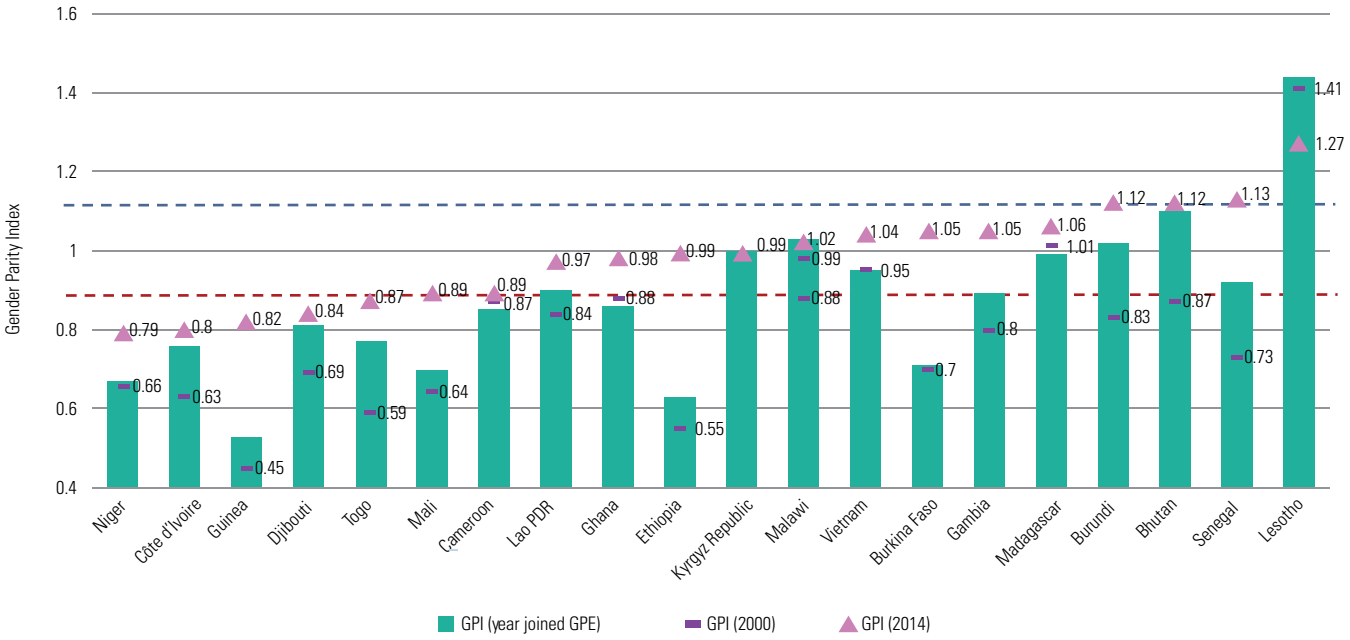
The partnership supported the development of improved tools and guidance for gender-responsive sector planning during 2016, in collaboration with the United Nations Girls' Education Initiative (UNGEI). With funding from the Children's Investment Fund Foundation, the partnership is now bringing these tools to developing country partners with the aim of improving the quality of their plans and policies for gender equality.

GPE implementation grants also support gender equality. In 2016, 28 out of 54 implementation grants included investments in policy development, social mobilization, provision of cash transfers and incentives, and training to support gender equality in education systems.

Trends in developing country partners suggest good progress for the partnership. In 2014, 39 out of 61 developing country partners (64 percent) had a gender parity index for primary level completion rates within the threshold, up from 38 out of 61 developing country partners (62 percent) in 2013, thus meeting GPE 2020 milestones for 2016. Gender parity in primary education completion in countries affected by fragility and conflict exceeded anticipated milestones, improving from 54 percent to 57 percent between 2013 and 2014. At the lower secondary level, the proportion of countries within the threshold increased from 49 percent in 2013 to 54 percent in 2014, exceeding 2016 milestones by two percentage points.

Figure 3.5 illustrates overall trends in the gender parity index of completion rates across developing

FIGURE 3.5. Change in Primary Completion Gender Parity between 2000 and 2014



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

country partners, demonstrating that a majority of these countries have made considerable progress in improving gender parity at the primary level since joining the partnership. Nonetheless, poor primary and secondary completion rates for girls continue to characterize many GPE developing country partners: Eighteen countries sit below the 0.88 threshold for the gender parity index of completion rates at the primary level and 21 countries at the lower secondary level.[31] At the same time, an increasing number of countries see a gender parity index indicating a disadvantage for boys, as indicated by those countries with gender parity index rates greater than 1.

Indicator 8: *Gender parity index of out-of-school rate for primary education and lower secondary education*

GPE 2020 monitors gender equity in the rate of out-of-school children at both the primary and lower secondary levels through a gender parity index (GPI) for out-of-school children, using data from the UNESCO Institute for Statistics (Box 3.3).

In 2013, 61 developing country partners had on average an out-of-school rate GPI of 1.27 for primary school age children and 1.12 for lower secondary school age youth. The Global Partnership for Education aims to reduce these rates to 1.22 and 1.04, respectively, by 2020.

In 2014 the GPI for out-of-school children for primary school age children increased slightly, to 1.28; therefore, it did not reach the GPE 2020 milestone for 2016. The lack of progress in gender parity index—indicating greater female disadvantage—was greater in countries affected by fragility and conflict, where the primary level out-of-school rate GPI increased from 1.34 to 1.37.

A small improvement in GPI was observed at the lower secondary level: The average GPI, across all developing country partners, decreased from 1.12 in 2013 to 1.11 in 2014. In countries affected by fragility and conflict the GPI at the lower secondary level did not change within this period. In none of these cases were the milestones met.

Figure 3.6 shows that in GPE developing country partners there was little progress in reducing the gender gap of out-of-school rates in the early 2000s within the primary school age group, especially when compared to the average of all developing countries. Globally, developing countries experienced a dramatic improvement in GPI for primary school age out-of-school children (Figure 3.6), whereas GPE developing country partners experienced only minor changes. Since 2009, however, change in GPI in developing countries on average has stagnated, while GPE developing country partners have made modest progress.

The trend for the lower secondary age population is slightly more encouraging (Figure 3.6) as gender parity has steadily improved in developing country partners, including in countries affected by fragility and conflict. Developing countries on average have almost achieved perfect parity (0.99); however, gender parity still remains a challenge in GPE developing

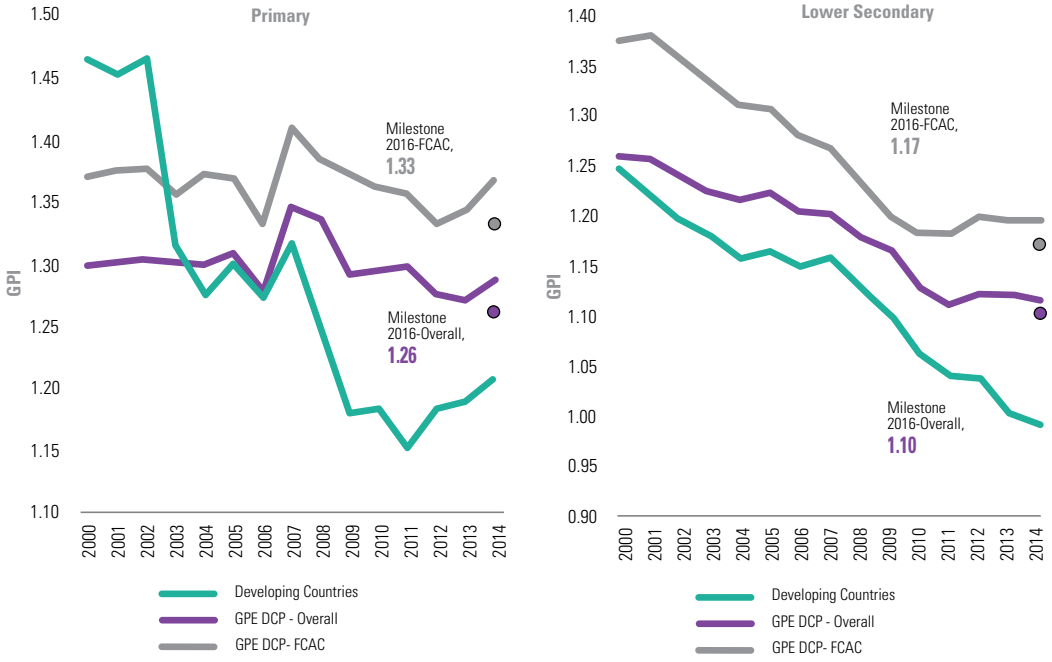
BOX 3.3. The Gender Parity Index of Out-of-School Rate

The gender parity index of out-of-school rate combines two basic concepts: the gender parity index and out-of-school rates. The indicator expresses the extent to which being *out of school* for a given educational level is associated with gender.

For Indicator 8, in contrast to Indicator 5, a value above 1 indicates female disadvantage, while a value of 1 still denotes perfect parity.

31 Countries below the threshold of 0.88 for the gender parity index of completion rate at the primary level: Afghanistan, Benin, Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of Congo, Djibouti, Eritrea, Guinea, Guinea-Bissau, Mali, Mozambique, Niger, Pakistan, Papua New Guinea, South Sudan, Togo and Yemen. Countries below the threshold of 0.88 for the gender parity index of completion rate at the lower secondary level: Afghanistan, Benin, Burundi, Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of Congo, Djibouti, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Pakistan, Papua New Guinea, Sierra Leone, Somalia, South Sudan, Togo and Yemen.

FIGURE 3.6. Trends in Gender Parity Index (GPI) of Out-of-School (OOS) Rates at Primary and Lower Secondary School Ages, 2000–2014: Developing Country Partners (DCPs) and All Developing Countries



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.
Note: This indicator requires a nontraditional reading of the GPI as values above 1 denote female *disadvantage;* desirable trends are toward 1 and, in this case, would imply a downward slope.

country partners (1.11). Looking at the trend since 2009, it can be discerned that progress in developing country partners has slowed down, compared to all developing countries.

Pre-primary Education and ECCE

Indicator 6: *Pre-primary gross enrollment ratio*

GPE 2020 monitors the pre-primary gross enrollment ratio through its Indicator 6, which complements the monitoring of trends in early childhood development captured under Indicator 2. By 2020, the partnership aims to increase the pre-primary gross enrollment ratio to 32.2 percent across GPE developing country partners (Box 3.4).

There is a growing understanding that pre-primary education is among the best investments in learning.[32] Children who benefit from early childhood education programs are better prepared for primary school: they tend to have improved performance as well as reduced repetition and dropout rates at the primary level. Pre-primary education promotes children's social, emotional, physical, and cognitive and noncognitive skills/development on the whole, and helps them develop their full potential in subsequent years.[33] Good-quality early childhood programs can reduce inequalities and thus compensate for vulnerability and disadvantage.[34]

32 Glewwe and Kraft 2014.
33 GPE 2015a; UNESCO 2012.
34 UNESCO 2006, 113.

BOX 3.4. The Global Partnership for Education's Commitment to Early Childhood Care and Education (ECCE)

The Global Partnership for Education is committed to helping developing country partners improve access, quality and learning outcomes in the early years. The partnership supports countries to strengthen their approach to early childhood care and education in three ways:

1. Education sector plan development grants support detailed analysis of ECCE and inclusion of ECCE policies and strategies in national sector plans. The partnership has also supported stronger ECCE guidance in the international education sector analysis guidelines.

2. The partnership provides financing for ECCE programs: Twenty-six of 54 country-level implementation grants include significant components to support expanded attention to early childhood education—especially for the ages 3–5 group.

3. The **Better Early Learning and Development at Scale (BELDS)** initiative is creating a platform for exchange of good practices across the partnership.

Source: GPE 2016b.

None of the GPE 2020 milestones for 2016 were met for pre-primary education, however: The overall indicator value stagnated between 2013 and 2014 (28.1 percent, compared with 28.2 percent). Countries affected by fragility and conflict experienced a decline of 0.5 percentage points between 2013 and 2014, and there was no improvement observed for girls. While these findings may in part be the result of poor data quality, they do send an important signal to the partnership about the need for greater attention to pre-primary education.[35]

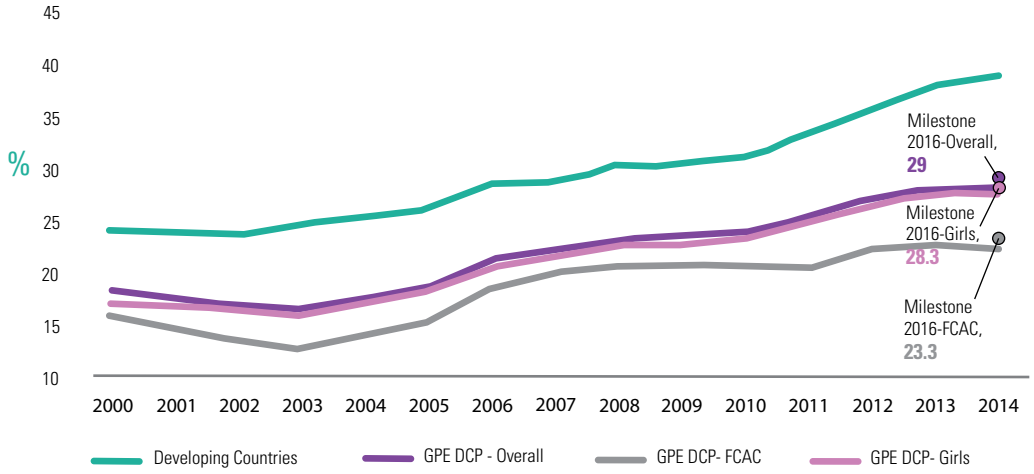
Looking over a longer time span, it is clear that participation in pre-primary education has increased considerably across GPE developing country partners since 2002 (Figure 3.7). However, developing country partners still have substantially lower pre-primary enrollment ratios than the average across all developing countries, even though the ratios have been increasing at a slightly higher pace. Trends for countries affected by fragility and conflict are particularly weak.

Country-level comparisons for 32 GPE developing country partners with available data show that a majority of countries have increased pre-primary gross enrollment since 2008 (Figure 3.8). Progress in enrollment rates is especially encouraging in Albania, Bhutan, Ethiopia, Kenya, the Lao People's Democratic Republic and Nepal, where pre-primary enrollment rates increased more than 15 percentage points within eight years.

Financing for early childhood care and education (ECCE) continues to be a major challenge. Relative to other areas of education, funding for ECCE has not kept pace with enrollment growth. The national average public expenditure on pre-primary education is less than 0.1 percent of the GDP in all developing countries,[36] which is likely to be insufficient.

35 GPE 2016b.
36 RDI 2016.

FIGURE 3.7. Trends in Pre-primary Enrollment Rate, 2000–2014: Developing Country Partners (DCPs) and All Developing Countries



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

FIGURE 3.8. Change in Pre-primary Gross Enrollment Rate in GPE Developing Country Partners between 2008 and 2014



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

BOX 3.5. Investing in Early Childhood in Cambodia to Improve School Outcomes

Delivering quality early childhood care and education is one of the most critical and cost-effective investments a country can make to achieve better learning outcomes from school. Cambodia—which has shown remarkable progress in reducing the number of out-of-school children, with a net enrollment rate at 98 percent in 2015/2016—is now looking to improve on returns from its investment in schools by building up preschool programs. It has allocated more than 60 percent of its US$38.5 million GPE grant to further expand access to early childhood care and education. The Cambodian Ministry of Education, Youth and Sports is building 100 formal preschool buildings and introducing 1,000 community-based early childhood education programs and 500 home-based parental education programs. The goal is to have over half of all children (over half a million children) ages 3–5 enrolled in preschool by 2017.

Furthermore, the burden of paying for pre-primary education often falls on families, and enrollment in programs by private providers accounts for more than 53 percent of all enrolled children in pre-primary education in low-income countries.[37] This may create inequities in access to quality pre-primary education programing, and also generate great variation in the content of the programs. In order to improve access to quality pre-primary education, greater financial and technical investments will need to be made by the global community and by national governments (Box 3.5).

Out-of-School Children

Indicator 7: *Out-of-school rate for children of primary and lower secondary school age*

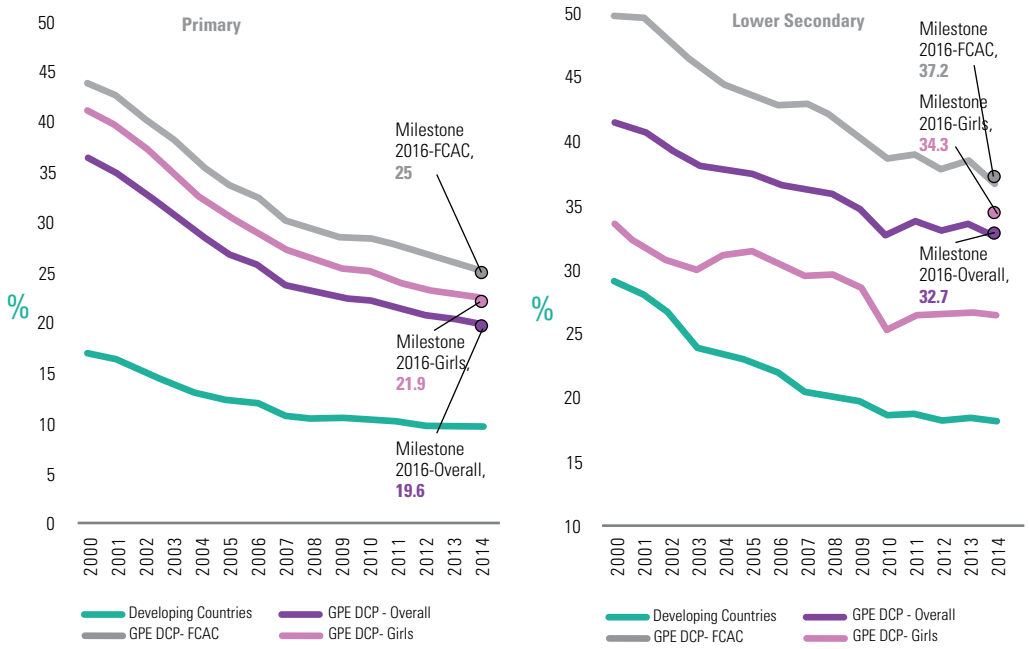
Close to two-thirds of the world's out-of-school children of primary and lower secondary age reside in GPE developing country partners: 77.6 million out of 121 million. Moreover, 10 of 13 developing countries with the highest population of out-of-school children belong to the Global Partnership for Education (the three exceptions are India, Indonesia and Brazil).

GPE Indicator 7 monitors the rate of out-of-school children across developing country partners with the target of reducing it to 17 percent and 29.9 percent, respectively, for primary education and lower secondary education by the year 2020. While the global community has made incredible progress in increasing the number of children attending primary school since 2000, the challenge of getting all children into school is far from achieved. The UNESCO Institute for Statistics estimates that, as of 2014, there are still 121 million children and youth around the world who are not enrolled in school: 61 million of primary school age and 60 million of lower secondary school age (see Box 3.6 for GPE's contribution to addressing the out-of-school challenge).

At the primary level, the GPE 2020 milestones for 2016 for Indicator 7 at the primary level were met, but only after taking into account a 1 percent tolerance.[38] Data for Indicator 7 show that the average out-of-school rate slightly decreased across all GPE developing country partners, from 20.3 percent in 2013 to 19.8 percent in 2014—against a GPE milestone of 19.6 percent (Figure 3.9). The most notable achievements were in countries affected by fragility and conflict, where the rate of out-of-school children decreased from 25.8 percent to 25 percent, which was the milestone set by the partnership. For girls

37 UNESCO 2015b.
38 See Box 1.3, Technical Notes on Indicator Data.

FIGURE 3.9. Primary and Lower Secondary School Out-of-School (OOS) Rates, 2000–2014: Developing Country Partners (DCPs) and All Developing Countries



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

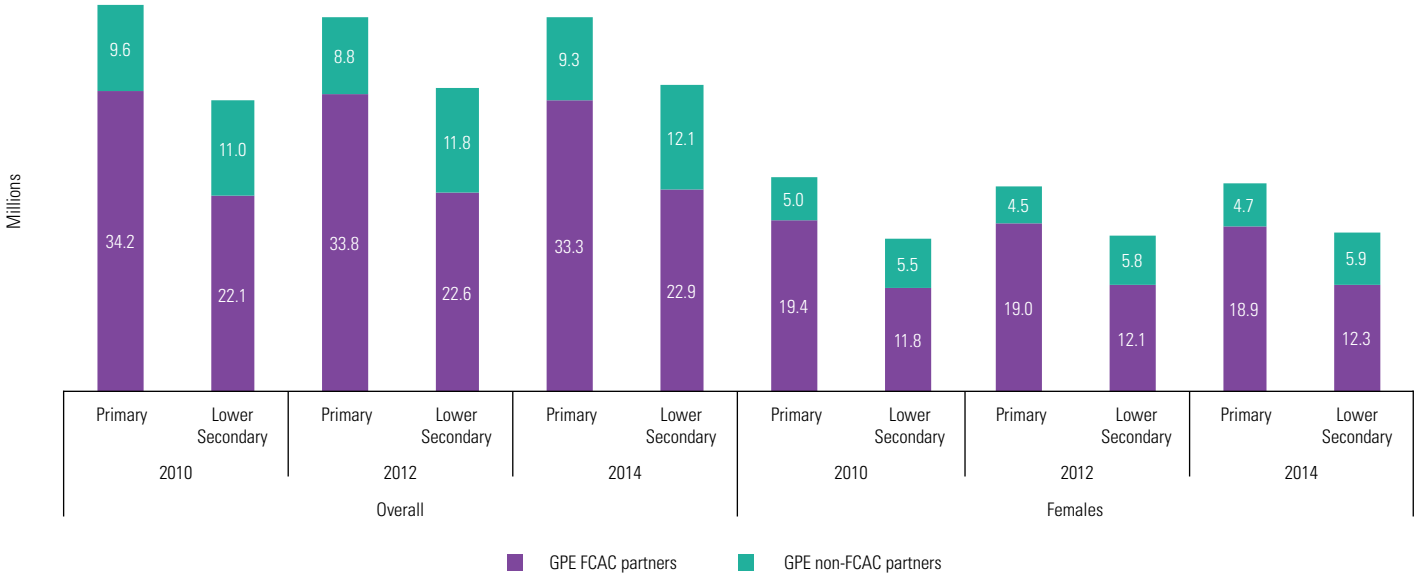
at this level, the rate decreased from 22.7 percent to 22.3 percent.

When compared to all developing countries globally, the average rate of out-of-school primary school age children among GPE developing country partners is higher (Figure 3.9), while the implied rate of decline in out-of-school children in GPE developing country partners (including for girls) has been marginally better.

At the lower secondary level, GPE developing country partners met the 2016 milestones, reducing the rate of out-of-school adolescents to 32.4 percent from 33.4 percent in 2013. To an extent, this is reflected in improving completion rates at this level of education across the board (see Indicator 4b). The achievements for girls and in countries affected by fragility and conflict were also higher than the planned milestone for 2014. For FCAC, the milestone was planned at 37.3 percent, and the actual average across these countries was 36.6 percent.

Yet for the lower secondary age group in GPE developing country partners, reduction in the rates of out-of-school children and youth has been substantially slower than the average decrease across all developing countries, and the absolute number of out-of-school youth has increased (Figure 3.9, Figure 3.10). Most developing country partners are experiencing a youth bulge. With mortality rates significantly decreasing but fertility rates still rising in most African countries, many countries have not kept up with the resulting increase in the population. In many countries, including Afghanistan, Sudan, Timor-Leste, Yemen and a majority of countries in Sub-Saharan

FIGURE 3.10. Number of Primary and Lower Secondary Age Out-of-School Children, 2010–2014



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Africa, more than 40 percent of the population is under 15 years old.[39] It is imperative that governments ensure these youth receive relevant education and build fundamental skills to participate productively in social and economic aspects of adult life and ensure their integration into society.

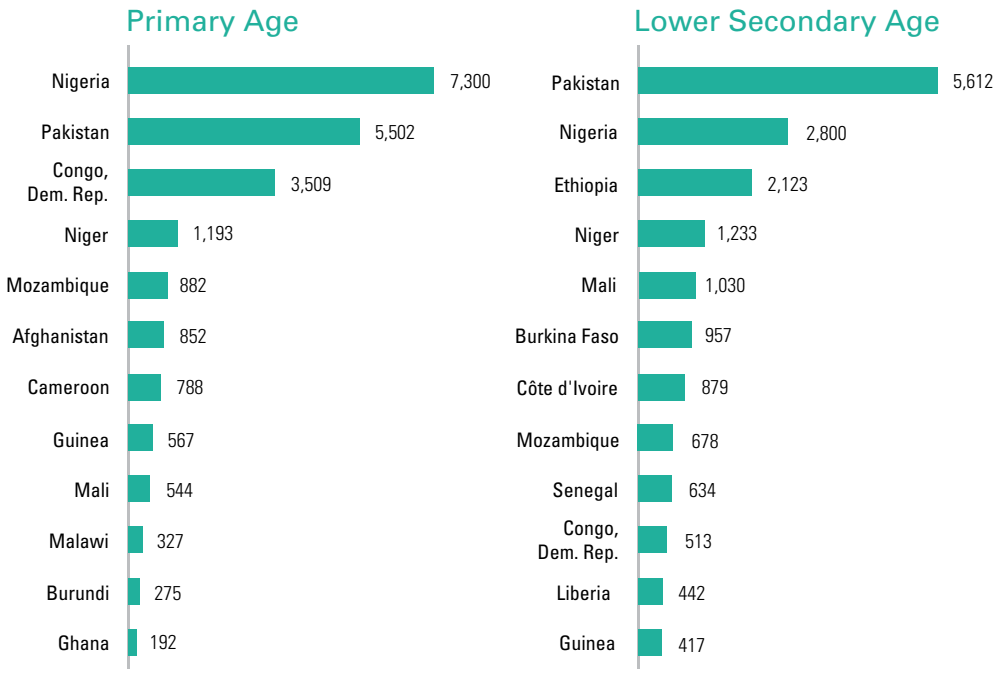
As illustrated in Figure 3.10, the majority of out-of-school children and youth in DCPs —around two-thirds—were located in GPE developing country partners affected by fragility and conflict. More girls than boys were out of school, although the difference was more pronounced in primary than in secondary education.

Figure 3.11 shows that Nigeria, Pakistan and the Democratic Republic of Congo are the top three GPE developing country partners with the highest number of out-of-school children of primary age, while Pakistan, Nigeria and Ethiopia are the top three with the highest number of out-of-school children of lower secondary age.

In general, these data suggest that greater efforts will have to be made to reduce the number of out-of-school children across GPE developing country partners. There is an urgent need for governments to identify context-specific barriers and solutions and to provide targeted financing to ensure all children have access to school. For example, school attendance is particularly challenging for children of the poorest families in low- and lower-middle-income countries, who do not ever enter school or, when they do, drop out before completing the cycle because of school costs and other barriers.

39 Population Reference Bureau 2016.

FIGURE 3.11. Developing Country Partners with the Highest Number of Out-of-School Children of Primary and Lower Secondary School Age in 2014 (thousands)



Source: GPE compilations based on using data for Nigeria (2008) and the Democratic Republic of Congo (2012) reported by the Global Initiative on Out-of-School Children (Dem. Rep. of Congo: OOSCI 2013, 9; Nigeria: OOSCI 2012, 12) and for the other countries, the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

BOX 3.6. Partnership Support for the Global Initiative on Out-of-School Children

The Global Initiative on Out-of-School Children (OOSCI) was jointly launched by UNICEF and the UNESCO Institute of Statistics in 2010 to make a substantial and sustainable reduction in the number of children out of school at the pre-primary, primary and secondary levels. OOSCI aims to turn data into action by developing detailed statistical profiles of children who are out of school or at risk of dropping out, and then identifying the causes and contributors to exclusion. Based on these analyses, the OOSCI supports governments and ministries of education to put in place and implement policies and strategies that address exclusion from a multi-sectoral perspective.

The Global Partnership for Education has provided funding to support the OOSCI through the Global and Regional Activities program. GPE grants of US$1.1 million to UIS and US$3.3 million to UNICEF enabled the two organizations to dedicate more resources in more countries to this initiative. The tools to which these grants have contributed help countries identify which girls and boys are not in school and why, and how they can best close gender and other equity gaps through evidence-based sector planning. These tools include a web-site (allinschool.org), a global report (*Fixing the Broken Promise of Education for All*), and an operational manual on how to conduct a study on out-of-school children, as well as many country-level reports.

While the grants have now expired, the tools developed by using these resources provided the momentum that has enabled the initiative to keep expanding. From the original 25 countries that joined OOSCI in 2010, by the end of the GPE grants, the partnership had grown to 87 countries, including 35 GPE developing country partners. This year, the partnership has grown to more than 90 countries, and 10 GPE developing country partners are conducting new OOSCI studies. There is also emerging evidence that the initiative is having a positive impact on education, with an increasing number of education sector plans reflecting the findings of OOSCI studies, with policies and strategies aimed at bringing the most marginalized children into school.

Equity Index

Indicator 9: *Proportion of countries improving on the equity index*

Often, disadvantages like gender, poverty and rural location overlap and magnify the challenges of equitable educational opportunity, leaving large populations of children without adequate levels of schooling. To monitor equity within basic education completion, the Global Partnership for Education partnered with UNICEF, UIS, the Global Education Monitoring Report and the World Bank to develop an equity index for lower secondary completion rates based on three domains of equity: gender, location (rural versus urban) and wealth (poorest versus wealthiest quintiles).

Indicator 9 measures the proportion of developing country partners that have demonstrated more than a 10 percent improvement in the value of their equity index between 2010 and the year of measurement. The baseline was calculated by assessing the proportion of developing country partners that showed an improvement of at least 10 percent between 2010 and 2014.

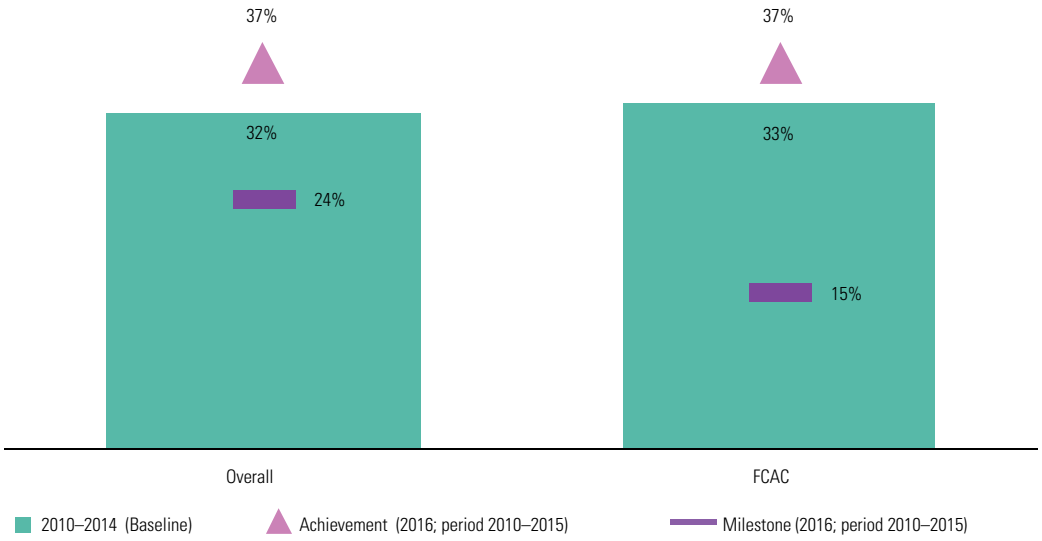
The milestone for Indicator 9 in 2016 was set at 24 percent of developing country partners (and 15 percent of countries affected by fragility and conflict) experiencing a more than 10 percent increase in the equity index between 2010 and 2015 (Figure 3.12). This milestone was met, with 37 percent, or 22 of the 59 developing country partners (including 10 countries affected by fragility and conflict), experiencing an increase of 10 percent or more in their equity index.

While Indicator 9 signals a positive trend, progress on the equity index should be understood against a backdrop of high levels of inequality in each of the equity domains. Clearly there is a need for continued focus on all aspects of equity across the partnership.

Further analysis shows that the overall improvement in the equity index hides considerable variation across domains of equity. As shown in Figure 3.13, countries achieved a higher level of equity related to gender in lower secondary completion than in other domains. Overall, equity related to wealth is the lowest, yet this domain of equity experienced the fastest improvement between 2010 and 2015. The gap in terms of lower secondary completion between the richest and the poorest is closing relatively fast, compared with other domains of equity.

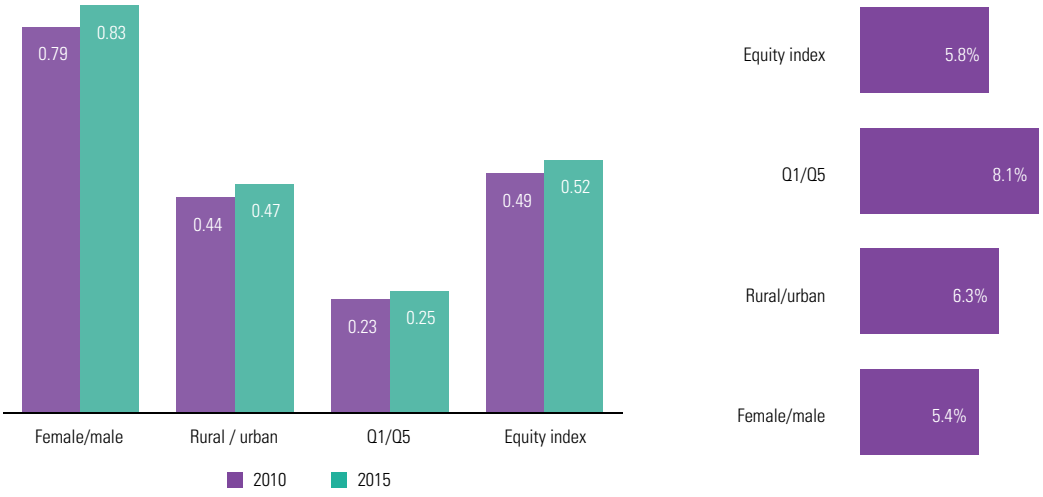
The gap between the richest and the poorest in terms of lower secondary completion strongly varies across countries. Figure 3.14 shows that the gap in terms of LSCR between the richest and the poorest share of the population varies from three percentage points in Georgia to 81 percentage points in Nigeria, and it is a significant concern for GPE developing country partners. For example, in Nigeria, while 92 percent of children (of lower secondary education age) belonging to the richest share of the population complete lower secondary education, only 10 percent of the children from the poorest share of the population complete lower secondary education.

FIGURE 3.12. Percentage of Developing Country Partners with a More than 10 Percent Increase in the Equity Index, 2010–2014 and 2010–2015



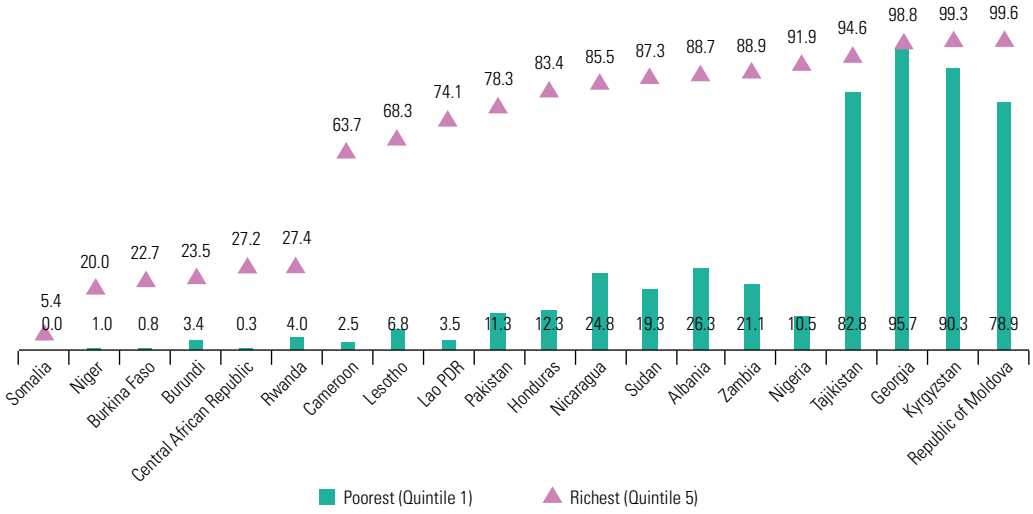
Sources: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org; and the UNESCO World Inequality Database in Education, Paris, http://www.education-inequalities.org.

FIGURE 3.13. Equity Index for Lower Secondary Education by Domain of Parity in 2010 and 2015 (left); Percentage Increase in the Domains of Parity between 2010 and 2015 (right)



Sources: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org; and the UNESCO World Inequality Database in Education, Paris, http://www.education-inequalities.org.
Note: The equity index is a composite index with three components capturing three dimensions of equity (gender, wealth and area) at the lower secondary education level. Three subindexes are first calculated for the three domains of equity and later aggregated to obtain the value of the equity index. While Indicator 9 captures the proportion of countries that achieved at least a 10 percent increase in the value of the overall equity index, Figure 3.13 shows on one hand the values of the subindexes and, on the other hand, the percentage increase in these subindexes between 2010 and 2015.

FIGURE 3.14. Lower Secondary Completion Rate for the 20 Percent Richest Share and the 20 Percent Poorest Share of the Population



Sources: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org; and UNESCO World Inequality Database in Education, Paris, http://www.education-inequalities.org.
Note: Includes the top 10 GPE developing country partners with available data and with the highest gap between the richest and the poorest, and the top 10 GPE developing country partners with available data and with the lowest gap between the richest and the poorest. The latest available data for each country were used, ranging from 2006 to 2014.

Chapter 4. Goal 3: Effective and Efficient Education Systems

Indicators

- ○ 10. Proportion of developing country partners that have (a) increased their public expenditure on education; or (b) maintained sector spending at 20 percent or above
- ○ 11. Equitable allocation of teachers, as measured by the relationship (R^2) between the number of teachers and the number of pupils per school in each developing country partner
- ● 12. Proportion of developing country partners with pupil-trained teacher ratio below threshold (< 40) at the primary level
- ○ 13. Repetition and dropout impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each developing country partner
- ● 14. Proportion of developing country partners reporting at least 10 of 12 key international education indicators to the UIS (including key outcomes, service delivery and financing indicators as identified by GPE)
- ○ 15. Proportion of developing country partners with a learning assessment system within the basic education cycle that meets quality standards

Overview

A strong start was made in four out of six aspects of system capacity that are tracked at the outcome level under Strategic Goal 3: effective and efficient education systems.

Some of the partnership's strongest initial results are in the areas of data and domestic resource mobilization. Seventy-eight percent of developing country partners with available data devoted at least 20 percent of public expenditure to education or increased their public expenditures between 2014 and 2015. Developing country partners exceeded 2016 milestones for data availability, with 26 out of 61 (43 percent) reporting on 10 out of 12 key UNESCO Institute for Statistics (UIS) indicators in 2014, up from 18 (30 percent) in 2013.

However, system efficiency, as measured through dropout and repetition, remains a challenge across the partnership. Fewer than one in three developing country partners (32 percent) had learning assessment systems that met quality standards. Furthermore, the issue of teacher availability and their equitable allocation remains an urgent challenge. Pupil-trained teacher ratios remain high, but are improving—29 percent of developing country partners had ratios at or below 40:1, up from 25 percent in 2013.

Domestic Financing

The partnership requires governments to either strengthen domestic financing levels for education or maintain at least 20 percent of public expenditure. This is a requirement for accessing GPE implementation grants, and a central focus for the partnership's engagement in national education policy dialogue.

Indicator 10 (domestic finance) shows that, at baseline, 78 percent of GPE developing country partners with available data either devoted 20 percent of their public expenditures to education or increased their expenditures, between 2014 and 2015. More than half of the developing country partners—53 percent—(26 countries or states out of 49 with available data)[40]—spent at least 20 percent of total public expenditure on education. Another 24 percent (or 12 countries) spent less than 20 percent but increased public expenditure between 2014 and 2015.

Teachers

The Global Partnership for Education supports the improved availability and equitable allocation of trained teachers, both by supporting governments to analyze and address these issues in their sector plans and through implementation grants that include elements linked to teacher management and teacher development. **Indicator 11** (teacher allocation) and **Indicator 12** (pupil-trained teacher ratio) measure the availability and equitable allocation of trained teachers, among the most important contributors to quality learning within education systems.

Baseline data for Indicator 11 suggest that six out of 21 developing country partners with available data (29 percent) had education systems in which 80 percent of the allocation of teachers was aligned with the number of students. GPE sets a 2020 target of 48 percent for this indicator.

The overall milestones for Indicator 12 (pupil-trained teacher ratio) were exceeded: Sixteen out of 55 developing country partners (29 percent) had an overall pupil-trained teacher ratio below 40:1 in 2014, up from 25 percent (or 14 countries) in 2013. Nonetheless, the fact that fewer than one in three developing country partners with available data met international standards for pupil-trained teacher ratios suggests the need for sustained action on teachers within the partnership.

Efficiency

Efficient spending on education is important for the delivery of GPE 2020 results. Baseline data for **Indicator 13** (internal efficiency coefficient) suggest that repetition and dropout rates across GPE developing country partners remain too high. Only five out of 19 countries with available data (26 percent) met the partnership's 70 percent threshold for system efficiency at baseline. Overall, the internal efficiency coefficient at the primary level sits at 61 percent across developing country partners (56 percent for FCAC).

This means that, on average, it costs 1.63 times more to provide one child with primary education in developing country partners than it would in the absence of repetition and early school leavers. Put in other terms, *39 percent of all education spending over the reference period was used to fund the costs of repetition and early school leavers in these 19 countries*.

Data Availability

A fourth feature of strong education systems is the ability to collect and use data to monitor results and better target resources. In 2014 the partnership introduced a data requirement for all developing country partners wishing to access its large implementation grants. Two indicators were selected to monitor the overall quality of national data systems in the developing country partners.

Indicator 14 (countries reporting to the UIS): As a proxy for the availability of national data, the

40 The partnership extends grants to countries or subnational entities such as provinces or states within federated countries—for example, the Pakistani province of Baluchistan. Such entities are referred to as "states" in this report.

partnership monitors the proportion of developing country partners reporting on key data indicators to the UNESCO Institute for Statistics. In 2014, 26 out of 61 developing country partners (43 percent) reported on 10 out of 12 key UIS indicators, up from 18 (30 percent) in 2012–2013. Milestones for Indicator 14 were exceeded, suggesting good progress in this area.

Indicator 15 (quality of learning assessment systems): Baseline data suggest an urgent need for better learning assessment systems across the partnership: fewer than one in three developing country partners (32 percent) had learning assessment systems (21 percent in FCAC) that met quality standards. Addressing challenges in learning assessment systems is a strategic priority for the partnership, which will be met through the new A4L initiative and sustained focus on financing learning assessment systems in implementation grants.

Introduction

GPE 2020 Strategic Goal 3 is focused on the importance of strengthened education systems—a critical intermediate outcome in the Global Partnership for Education's theory of change, essential to sustained delivery of learning and equity outcomes in education.

The partnership's results framework uses six indicators as proxy measures for monitoring the overall capacity of education systems in core areas where there are internationally comparable data available. Indicators 10 through 15 track our key aspects of system capacity: adequate funding; efficient deployment of teachers; reduced dropout and repetition rates (internal efficiency) within the basic education cycle; and availability of data to monitor system changes, including learning assessment data. Each area links to a central feature of high-functioning education systems, which rely on better financing, availability of teachers, efficient progression of children through the school cycle and the availability and monitoring of data to ensure system effectiveness.

Data on the achievement of 2016 milestones are presented for two of these six indicators, while baseline data are presented for four others. The 2016 milestone data for Indicator 10, domestic finance, was not available at the time of this report.

Domestic Financing

Indicator 10: *Proportion of developing country partners that have increased their public expenditure on education or maintained sector spending at 20 percent or above*

Adequate domestic financing is central to the achievement of SDG 4 and GPE 2020 goals. While external aid plays an important role in filling the education funding gap, domestic resource mobilization remains the most important source of financing for education, providing for recurrent and capital costs ranging from teacher education and salaries to school infrastructure, materials and programs that support improved inclusion. Tapping into domestic revenues to finance education also provides governments with greater predictability and sustainability in financing planned reforms.

GPE 2020 sets the target of having 90 percent or more of GPE developing country partners increasing toward or achieving 20 percent of public expenditure on education. This draws in part on international standards, including the Education 2030 Incheon Declaration, which recommends that national governments allocate 4–6 percent of their GDP and/or 15–20 percent of their total public expenditure to education, with a strong focus on basic education (Box 4.1).[41] To be eligible for GPE implementation grants, the partnership requires all developing country partner governments to demonstrate that they are moving toward, or achieving, the target of spending 20 percent of public expenditure on education. In countries that have not yet reached universal

41 UNESCO 2015c.

BOX 4.1. The Education Financing Gap

The International Commission on Financing Global Education Opportunity estimates that low- and middle-income countries will be required to more than double their spending on education from the current US$1.2 trillion per year to US$3 trillion (from US$27 billion to US$102 billion for low-income countries alone) by 2030, to meet the educational needs at pre-primary, primary, secondary and postsecondary education levels by 2030.

Source: ICFGEO 2016.

primary education, the partnership also requires that 45 percent of recurrent education spending be focused on primary education.

To monitor progress, the partnership has designed a common methodology to calculate actual public spending on education, using the most recent official budget documentation, which is usually available on ministries of finance web sites (Box 4.2).

This methodology ensures the collection of the most accurate data possible within a consistent budget perimeter, which has the additional benefit of creating just-in-time opportunities for country dialogue around allocations to education within the domestic budget.

Baseline data for Indicator 10 show that 78 percent of GPE developing country partners maintained sector financing above 20 percent in CY2015, or increased domestic financing between 2014 and 2015. This is a strong first showing for the partnership.

BOX 4.2. The GPE Methodology for Monitoring Public Expenditure on Education

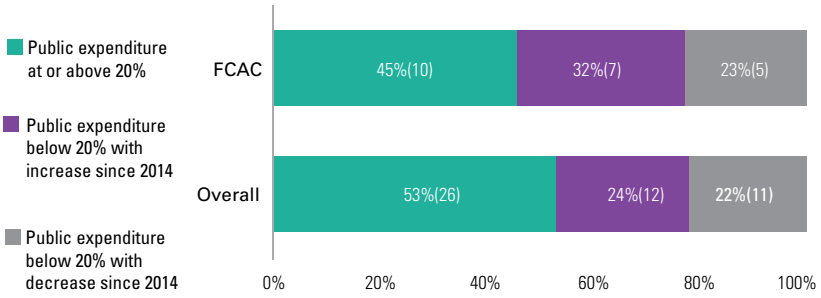
In 2105, the Global Partnership for Education developed a methodology to collect and calculate actual public spending on education, as opposed to budget allocation, from all ministries and levels of government that have education activities.

Data on recurrent and capital education expenditure is collected directly from countries' official budget documents—for example, budget books, budget reports, medium-term expenditure frameworks, financial reports, financial laws, annexes to budget speeches and so on.

The methodology also includes calculations for a proxy coefficient that estimates domestic spending for the latest fiscal year for which there is only parliament-voted budget data available rather than actual expenditure or executed budget. The data are updated annually as the executed budget data become available. It should be noted that, for the purpose of this indicator, public expenditure is understood not to include debt service.

Note that the partnership's Indicator 10 is not comparable to the indicator processed by the UIS as "*expenditure on education as % of total government expenditure.*" Indicator formulas are different, and so are the collection processes and sources of information. However, the partnership and UNESCO/UIS share similar objectives of increasing the coverage and timely availability, at the global level, of education expenditure information, enhancing the quality and reliability of the measures. Collaboration between the partnership and the UIS is under way to work toward greater harmonization of the two approaches and to benefit from cross-checking the two methodologies for improving the quality of the indicator.

FIGURE 4.1. Proportion of Developing Country Partners with Public Expenditure on Education at or above 20 Percent



Source: GPE Secretariat estimates for Results Framework Indicator 10.
Note: Data are for 49 developing country partners, of which 22 were affected by fragility and conflict. The Secretariat estimates are currently being verified by in-country ministries. A few units in the sample include federal states counted as one developing country partner.

Overall, 12 countries (24 percent) increased their spending since 2014, while 26 countries (53 percent) spent 20 percent or more of their total public expenditure on education. Among countries affected by fragility and conflict, 77 percent (17 countries) met these parameters. Among these, 32 percent (7 countries) increased their public expenditure between 2014 and 2015.

Baseline data for Indicator 10 also signal the need for continued attention to domestic financing, particularly in the 11 GPE developing country partners (including five affected by fragility and conflict) that spent less than 20 percent of their total public expenditure on education and did not make progress in increasing their spending between 2014 and 2015 (Figure 4.1).[42] Furthermore, while an encouraging share of developing country partners are making progress on domestic financing (Box 4.3), there continues to be a strong need for better and more detailed data on domestic financing.

BOX 4.3. Improving Domestic Financing in Niger and the Democratic Republic of Congo

One of the first countries to join the Global Partnership for Education in 2002, Niger has sustained the commitment to improving access to education despite significant political instability, recurrent droughts and security issues from conflicts in neighboring countries. Between 2002 and 2014, the government of Niger increased education expenditure from 16.7 percent of total public expenditure to 21.7 percent. During this period, education expenditure as a proportion of GDP also increased from 3.1 percent to 6.8 percent.

The partnership supported Niger's 10-year education plan following a renewed commitment in 2011 to increase education expenditure to 25 percent of public expenditure. A GPE education sector plan development grant supported all ministries with education sector activities to jointly develop the first sector-wide education plan (2014–2024), which was endorsed by Niger's development partners. With increased financing, Niger had lifted primary enrollment rates from 32.9 percent in 2000 to 70.1 percent by 2014, meaning more than 1 million children had taken the first step on the path to a full education.*

(continued)

42 These countries include Afghanistan, Bangladesh, Cameroon, Djibouti, The Gambia, Guinea, Liberia, Nepal, Niger, Sao Tome and Principe and Timor-Leste.

The Democratic Republic of Congo, a GPE member since 2012, has also substantially increased its financing for education. The share of budget allocated to education increased from 9 percent in 2010 to 17.8 percent in 2014 (UIS database). GPE played a role in this improvement: it supported DRC to prepare its first transitional education sector plan, *Plan Intérimaire de l'Education* (PIE) 2012–2014, which was used to negotiate an increased allocation for education with the Ministry of Budget and the Ministry of Finance. In 2015, with an education sector plan development grant from GPE, and support from the World Bank, UNESCO and UNICEF, DRC developed a second sector-wide education plan for 2016–2025 (this time including all educational levels).

* Data from the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Teachers

Indicator 11: *Equitable allocation of teachers, as measured by the relationship between the number of teachers and the number of pupils per school in each developing country partner*

More teachers, improved teaching and more equitable allocation of teachers together play a crucial role in enhancing the efficiency and effectiveness of countries' education systems. To track improvement in the availability of teachers, GPE 2020 monitors two indicators: Indicator 11 measures the equitable distribution of teachers across schools; Indicator 12 tracks the overall availability of trained teachers across the partnership.

Teachers are the central resource within an education system, and their distribution across the system is an important factor in monitoring efficiency and equity within the system. An education system's capacity to dispatch qualified teachers across schools in an equitable manner is a key measure of its ability to provide quality education for all.

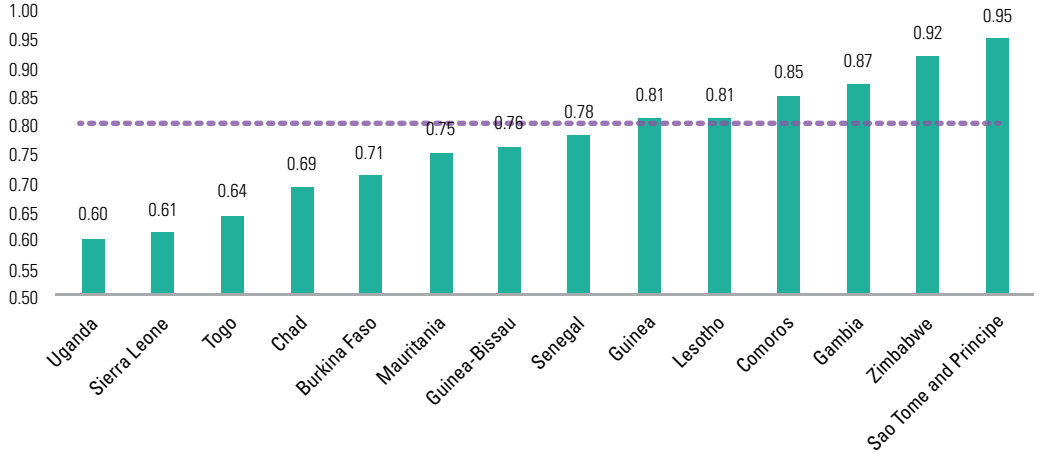
Indicator 11 assesses the statistical relationship between the number of pupils and the number of teachers per primary school. An "equitable allocation" refers to situations where the number of teachers in a school is directly proportional to the number of students across schools. In statistical terms, a country-level value equal to 1 represents a perfect positive correlation between the number of teachers and the number of students across schools.[43] This would denote an efficient allocation of teachers to where they are most needed to support low numbers of pupils per teacher, on average. The partnership considers a threshold value equal to at least 0.8 for a country to meet the minimum criteria for equitable allocation of teachers.[44] As described in the GPE methodology for this indicator, data availability remains a significant challenge.

During the baseline period for this indicator (2010–2014), data were available for 21 developing country partners. In total, six, or 29 percent—including two out of 11 countries affected by fragility and conflict—had an equitable allocation of teachers (R^2) of at least 0.8 (Figure 4.2). To achieve the first milestone for this indicator, in 2018, assuming a sample of equal size, two additional countries should achieve an R^2 of at least 0.8 and, by 2020, this number should grow to 10 countries.

As illustrated in Figure 4.2, there is considerable variation in the distribution of teachers across GPE developing country partners. For countries not affected by fragility and conflict, R^2 data points at baseline ranged from 0.6 in Uganda to 0.95 in Sao Tome and Principe. For countries affected by fragility and conflict, the R^2 ranged from 0.61 in Sierra Leone to 0.92 in Zimbabwe. By 2020, the results framework targets 48 percent of developing country partners achieving an R^2 of 0.8 or more. Countries with lower performance on this indicator will need improved policies and procedures for teacher management to ensure a

43 Box 4.4 presents a case study on teacher allocation in Côte d'Ivoire.
44 The value 0.8 indicates that 80 percent of the allocation of teachers is explained by the number of students.

FIGURE 4.2. Equitable Allocation of Teachers (R^2) among Developing Country Partners, 2010–2014



Source: GPE compilation based on UNESCO IIEP education sector analyses, Dakar (accessed April 4, 2017), https://www.iipe-poledakar.org/en/publications/education-system-analysis.
Note: The dotted line represents the threshold of 0.8 set for Indicator 11.

BOX 4.4. Teacher Allocation in Côte d'Ivoire

Some schools in Côte d'Ivoire with a high number of students benefit from a low number of teachers while other schools have a high number of teachers but only have a few students. In other terms, teachers' deployment is not necessarily based on the number of students. The degree of correlation between the number of teachers and the number of students is captured by the R^2 which can take a value between 0 and 1 (0 meaning no correlation and 1, a perfect correlation). In contrast, 1-R^2 illustrates the degree of randomness in the allocation of teachers. In the case of Côte d'Ivoire, the R^2 value is 0.77 showing that 77% of teacher's allocation is correlated with the number of students. In other terms, the degree of randomness in teachers' allocation is 23%.

Source: GPE compilation based on Côte d'Ivoire EMIS data.

better allocation of trained teachers across their educational systems.

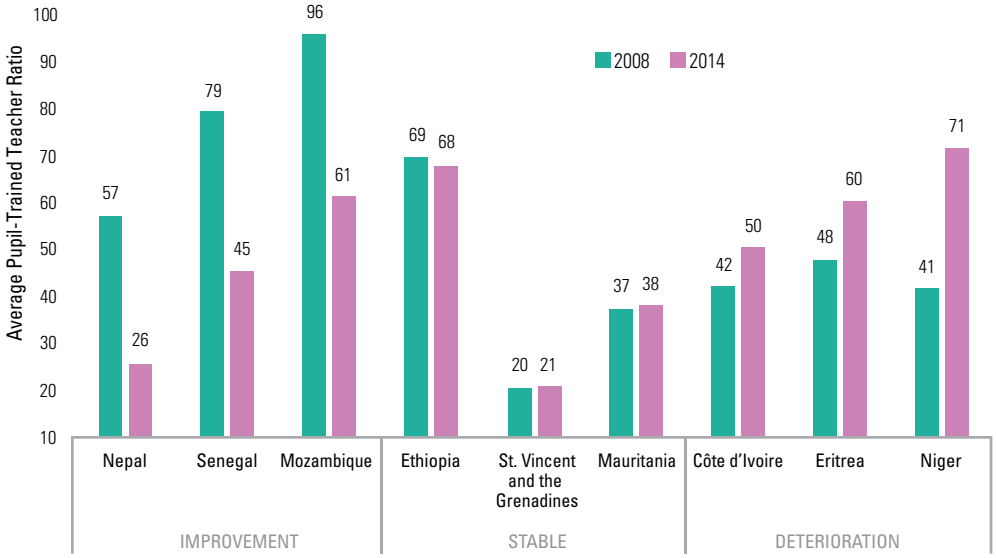
Indicator 12: *Proportion of developing country partners with pupil-trained teacher ratio below threshold (< 40) at the primary level*

Indicator 12 tracks the proportion of developing country partners that maintain an average pupil-trained teacher ratio (PTTR) below 40. The results framework established a target of 35 percent of developing country partners achieving a PTTR below 40. The term "trained teacher" is used to signify a teacher who has received the necessary training and qualifications as required by the relevant national policy or law.[45]

GPE milestones for 2016 were met for Indicator 12, with 29 percent of GPE developing country partners (16 out of 55 with available data) achieving a PTTR

45 Based on the UNESCO Institute for Statistics online glossary, s.v. "trained teacher," http://uis.unesco.org/en/glossary-term/trained-teacher (accessed March 17, 2017).

FIGURE 4.3. Change in Pupil-Trained Teacher Ratio in Primary Schools between 2008 and 2014



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

below 40. The GPE milestone for PTTRs in countries affected by fragility and conflict was also met: Thirteen percent of FCAC (3 out of 24 with available data) had a PTTR below 40 in 2014.

Figure 4.3 presents a longer term view on trends in PTTR in GPE developing country partners. Even countries that did not meet the GPE target of one trained teacher per 40 primary students still made remarkable progress toward this goal. For example, Mozambique decreased the number of primary students per trained teacher from 96 to 61 over this six-year period; Senegal decreased its ratio from 79:1 to 45:1, and Lesotho from 61:1 to 43:1. It is also encouraging to note that several countries that already had a PTTR below 40 in 2008 were able to further reduce it by 2014: Grenada went from a PTTR of 31:1 to 23:1; Tajikistan improved from 26:1 to 22:1, Dominica from 28:1 to 22:1, St. Kitts and Nevis from 25:1 to 20:1 and Vietnam from 20:1 to 19:1.

Although the Global Partnership for Education celebrates the progress developing country partners have made in improving the availability of trained teachers, it recognizes that the proportion of countries meeting the average threshold of 40:1 pupil-trained teacher ratio is still unacceptably low. Recognizing the central role trained teachers play in ensuring inclusive and good quality learning for all, the partnership will continue to prioritize increasing the availability and equitable distribution of trained teachers across the developing country partners, and particularly in countries affected by fragility and conflict.

Efficiency

Indicator 13: *Repetition and dropout impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each developing country partner*

Repetition and dropout create inefficiencies within education systems and do not allow for the most efficient use of resources. A child repeating a grade uses an additional year of educational resources, potentially limiting the capacity of the education system by increasing class size and the per-child costs of a full cycle of schooling. In addition, costs for individual

pupils who leave school without completing the full school cycle are also high.[46]

GPE 2020 Indicator 13 tracks school system efficiency in terms of overall rates of dropout and repetition. To do so, it uses the internal efficiency coefficient (IEC), which measures the number of pupil-years required to produce a given number of graduates from a school cohort for a cycle or level of education in the absence of repetition or dropout ("ideal pupil-years"). This figure is expressed as a percentage of the actual number of pupil-years spent to produce the same number of graduates. An IEC value of 1 represents a system where all students who initially enroll, graduate without any repetition or dropout. The results framework sets a 2020 target of 42 percent of developing country partners achieving above a threshold IEC value of at least 0.7, which is viewed as a minimal efficiency level for an education system.

During the baseline period (2010–2014), only 26 percent (5 out of 19 countries with available data) had an IEC above the GPE threshold of 0.7. The average IEC across all developing country partners was 0.61 (see Box 4.5 for the cost associated with a low IEC). This suggests that on average 39 percent of available resources for primary education are being absorbed by repetition and dropout at the primary school level. This high level of inefficiency is even more marked in countries affected by fragility and conflict: Only 17 percent of the countries (2 out of 12 countries) met or exceeded the 0.7 threshold.

Historical data allow the comparison of primary level repetition rates between 2008 and 2014 for GPE developing country partners with available data. As illustrated in Figure 4.4, a majority of these countries have made progress in substantially reducing repetition rates. However, this could be a result of countries adopting automatic promotion policies, removing the instance of grade repetition from the primary education cycle.

The change in primary level dropout rates between 2008 and 2014 (Figure 4.5) shows more modest improvements, with lower dropout rates in 2014 in only a few countries. In most developing country partners dropout rates either became worse or remained fairly constant.

These values suggest the need to identify bottlenecks and critical factors that lead to high levels of repetition and dropout within primary education. The two indicators are interlinked, with repetition often being a precursor for dropout.[47] Previous research has found that over-age students (those who are older in their grade because of either repetition or late entry) are at a higher risk of dropping out. Children disadvantaged owing to poverty are also more likely to repeat grades and leave school early.[48] The economic and social cost of noncompletion not only puts individual families at a disadvantage but also undermines national development. No amount of financial and other resources will be adequate to achieve learning gains for all students if these resources cannot

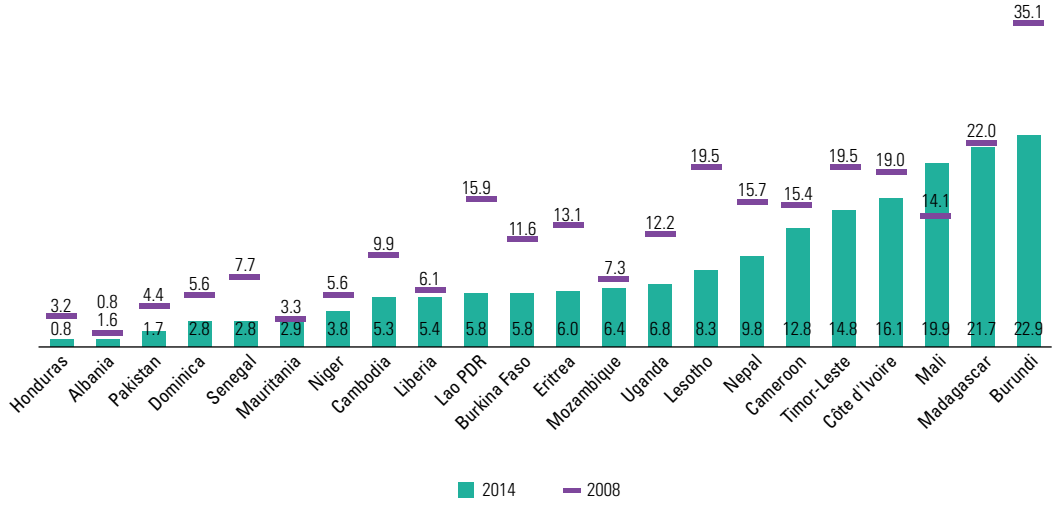
BOX 4.5. The Cost of Low System Efficiency

The internal efficiency coefficient at the primary level sits at 61 percent across GPE developing country partners (56 percent for countries affected by fragility and conflict).

On average, it costs 1.63 times more (and 1.78 times in countries affected by fragility and conflict) to provide one child with primary education in GPE developing country partners than it would in the absence of repetition and dropout. This suggests that 39 percent of resources for primary education are used to finance repetition and early school leavers, in the context of already strained resources.

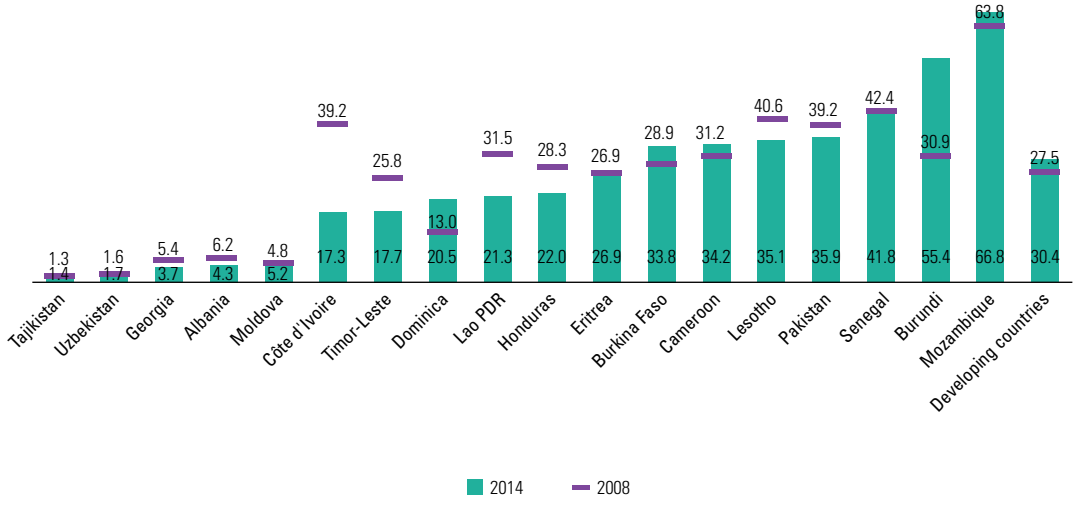
46 UIS 2012a.
47 Sabates et al., 2010.
48 UIS 2012a.

FIGURE 4.4. Change in Primary Repetition Rate between 2008 and 2014



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

FIGURE 4.5. Change in Primary Dropout Rate between 2008 and 2014



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

be used efficiently to ensure that all pupils move through the system at an appropriate pace.

Data

Indicator 14: *Proportion of developing country partners reporting at least 10 of 12 key international education indicators to the* UIS

Because the ability to monitor education sector outcomes is an essential component of data-driven decision making for education sector planning and policy development, GPE 2020 Indicator 14 tracks the proportion of developing country partners that report on at least 10 of 12 key outcomes, service delivery and financing indicators to the UNESCO Institute for Statistics (Table 4.1). The Global Partnership for Education has targeted that 66 percent of developing country partners will meet this criterion by 2020

TABLE 4.1. List of Key Education Indicators to Be Reported to the UIS

Indicators	Number of Countries Reporting in 2015 (2012–2013 data)	Number of Countries Reporting in 2016 (2013–2014 data)
Category 1: Outcome indicators		
1. Pre-primary gross enrollment rate	40	41
2. Primary gross intake rate	47	49
3. Primary gross enrollment ratio	48	49
4. Primary completion rate	45	48
5. Lower secondary completion rate	43	47
Category 2: Service delivery indicators		
6. Pupil-trained teacher ratio, primary education	48	46
7. Pupil-trained teacher ratio, lower secondary education	30	28
8. Percentage of teachers trained, primary education	38	35
9. Percentage of teachers trained, lower secondary education	16	18
Category 3: Financing indicators		
10. Public expenditure on education as % of GDP	29	36
11. Public expenditure on education as % of public expenditure	29	36
12. Educational expenditure in primary as % of total educational expenditure	23	30
Countries reporting at least 10 out of 12 indicators	**18 (30%)**	**26 (43%)**

Source: GPE Secretariat.

Note: Sample size was 61 developing county partners.

(54 percent among countries affected by conflict and fragility).

The partnership's 2016 milestones for Indicator 14 were met, overall to 43 percent, with 26 out of 61 countries reporting on 10 of 12 data indicators. For countries affected by fragility and conflict, 39 percent (11 out of 28 countries) reported. This represents important improvements from 2013, when 30 percent of a sample of 61 GPE developing country partners had reported to the UIS in at least 10 out of 12 of the selected indicators.

This result marks an important progression in data reporting for developing country partners, but there is more to be done, with 57 percent of GPE developing country partners not reporting sufficiently to the UIS. The partnership will continue to support developing country partners to address this challenge through its existing requirement that governments prepare a data plan when they face a lack of data, and a new requirement that asks governments with insufficient financing for their data systems to use GPE financing for this purpose (Box 4.6). As noted in Chapter 5, approximately 34 percent (or 20 out of 54) GPE grants in FY2016 supported countries to improve their educational management information systems at the local and/or national levels.

Indicator 15: *Proportion of developing country partners with a learning assessment system within the basic education cycle that meets quality standards*

GPE 2020 Indicator 15 tracks the number of developing country partners with a learning assessment system that meets minimum quality standards. As noted in the discussion of GPE 2020 Indicator 1 (see Chapter 2), despite improvements in the overall number of GPE developing country partners with comparable learning outcome data, too few countries in the partnership are able to monitor learning outcomes in ways that allow them to target their resources to core learning challenges. Strengthened learning assessment systems are an integral part of monitoring the impact education reform has on learning outcomes.

The approach used to define quality standards for Indicator 15 builds on the learning assessment framework of the World Bank's Systems Approach for Better Education Results (SABER), which measures enabling context, assessment quality and system alignment. SABER developed the framework to analyze national student assessment systems (Box 4.7). The partnership applied this criterion to all large-scale assessments (including national, regional and international assessments) and national examinations (when they exist) in GPE developing country partners.

BOX 4.6. Building Systems for Teaching and Learning Data in Sudan

Sudan joined GPE in 2012, following a political crisis that left over 2 million people internally displaced. With no system to collect basic education data on service delivery and learning outcomes, the government committed to building capacity to collect, analyze, and utilize data for educational planning and system-wide improvements.

Sudan received a GPE grant of US$76.5 million to assist in the implementation of the Basic Education Recovery Project, which focuses on improving the learning environment for basic education and strengthening education management and planning. The GPE project supports the establishment of a National Learning Assessment (NLA), which in 2015 rolled out a nationwide learning assessment across 18 states, involving approximately 10,000 students in over 450 schools. The assessment was aimed at gaining an understanding of literacy and numeracy at the end of Grade 3, which corresponds to the end of the first cycle of basic education, using a modified Early Grade Reading Assessment (EGRA).

BOX 4.7. Determinants from the SABER Learning Assessment Framework*

1. **Enabling context:** Context in which an assessment activity takes place. This determinant specifically looks at the frequency of the assessment being offered, what it measures and the levels at which it was conducted. Generally, a permanent agency, institution or an office is responsible for conducting this assessment within the country.

2. **Assessment quality:** This determinant covers the instruments, processes and procedures used. Indicators selected to measure the quality of assessment focus on the technical strength of the assessment activities and the transparency of results. It assumes that a technical/methodological document is available to the general public and that assessment results are made publicly available within 12 months of data collection.

3. **System alignment:** This determinant helps determine if the learning assessment is based on official learning standards and/or curriculum. It assumes that examinations are by default based on the curriculum and applies the curriculum alignment criterion only to national large-scale assessment. The curriculum criterion is not considered applicable for international or regional large-scale assessments.

* See the web page "Student Assessment" at the SABER website: http://saber.worldbank.org/index.cfm?indx=8&pd=5&sub=0.

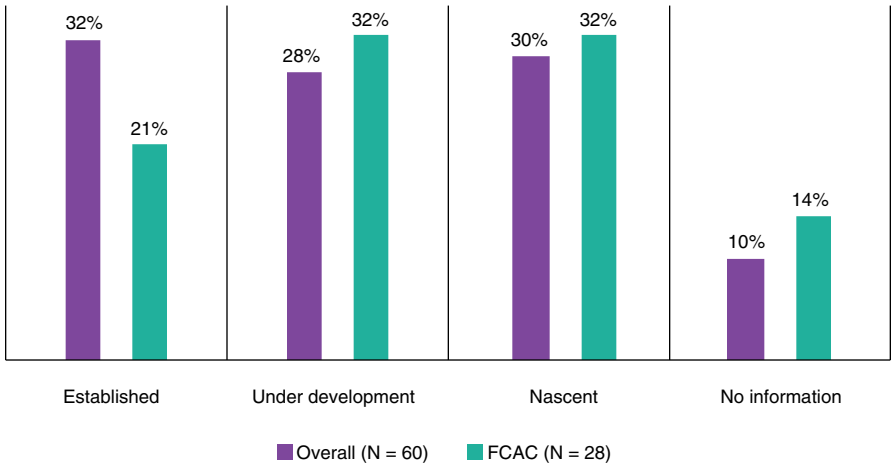
For a learning assessment system to meet minimum quality standards, it must have a large-scale assessment and a national examination (when it exists) that is classified as established.[49]

During the baseline measurement period (2011–2015), only about a third of developing country partners (19 out of 60 countries with available data, or 32 percent overall) had a learning assessment system that met minimum quality standards. In countries affected by fragility and conflict the proportion was 21 percent. The results framework sets a target of 47 percent of developing country partners having a learning assessment system within the basic education cycle that meets quality standards. Figure 4.6 shows the performance across the 60 countries for which data was available.

Despite the rapid increase in the number of countries conducting learning assessments in the past decade (see Indicator 1), these data show that increased efforts should focus on strengthening learning assessment systems in developing country partners. In those countries with no publicly available data on learning assessments, more advocacy, resources and capacity will be needed to ensure learning data is available and used to improve learning.

49 For an examination to be classified as established, it must be offered annually to all eligible students at least at the basic education level, with a permanent agency responsible for its implementation, and either a technical methodological document or transparent results. For a large-scale assessment to be classified as established, it must be recent, offered at least twice at the basic education level, curriculum-based, with a permanent agency responsible for its implementation, and either a technical methodological document or transparent results.

FIGURE 4.6. Categorization of Developing Country Partner Learning Assessment Systems, 2011–2015



Source: GPE Secretariat.

Chapter 5. Country Level—Objective 1: Strengthen Education Sector Planning and Policy Implementation

Indicators

- ○ 16a. Proportion of endorsed (a) education sector plans (ESP) or (b) transitional education plans (TEP) meeting quality standards
- ○ 16b. Proportion of ESPs/TEPs that has a teaching and learning strategy meeting quality standards
- ○ 16c. Proportion of ESPs/TEPs with a strategy to respond to marginalized groups that meets quality standards (including gender, disability, and other context-relevant dimensions)
- ○ 16d. Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards
- ● 17. Proportion of developing country partners or states with a data strategy that meets quality standards

Overview

The Global Partnership for Education's theory of change highlights the importance of improving national education sector plans, and anchoring these plans with high quality data and empirical analysis. Two indicators are used to monitor the GPE 2020 Strategic Objective 1 (strengthen sector planning and policy implementation).

The Global Partnership for Education continues to be the largest international funder of education sector analyses and planning for countries in the developing world, providing US$8.9 million in funding for 27 education sector plan development grants (ESPDGs) to 29 countries in 2016. Reflecting this, the partnership places credible, evidence-based sector planning as the first of its country-level objectives.

More than half (58 percent) of education sector plans (ESPs) and transitional education plans (TEPs) met the partnership's minimum quality standards in the baseline years of 2014 and 2015. All ESPs analyzed were based on sector analyses, and each addresses inequalities and disparities in the education system. Detailed findings point to several areas for improvement: the need to use evidence more consistently to identify priorities, and to translate priorities into achievable, costed, operational plans.

Strengthened Education Sector Planning

The Global Partnership for Education provides planning grants of up to US$500,000 to developing country partners. In FY2016 it allocated US$8.9 million for 27 ESPDGs in 29 developing country partners.[50]

The partnership also supports the sector planning process, providing technical assistance and collaborating with international partners such as UNESCO's International Institute for Educational Planning (IIEP) to develop technical tools and guidelines, including through the partnership's Global and Regional Activities (GRA) program.

Indicator 16 (ESP quality): Baseline findings show that more than half of GPE developing country partners met the minimum quality standards for education sector plans or transitional education plans (which are employed by countries affected by fragility and conflict) in 2014 and 2015. However, the quality of ESPs at baseline varied considerably across the subdomains identified in the joint guidelines for credible sector plans.[51]

The areas of teaching and learning, and efficiency in particular lacked a strong evidence base in sector plans and have weak measurability. The findings highlight the need for more attention to ensure that ESPs are strategic and achievable, and that robust evidence and analyses are translated into operational plans.

Data Strategies

Indicator 17 (national data strategies) assesses whether countries that do *not* produce adequate education data have a strategy in place to fill this data gap.[52] The partnership is committed to supporting the availability and use of sound, reliable and timely data for effective planning, budgeting and monitoring of education system results and, to achieve this, introduced stronger data requirements for all its grants.

In 2016, one GPE developing country partner (out of the six that were ready to apply for implementation grants) was found to lack the data required to meet Indicator 17 criteria. This country succeeded in developing a robust data plan, and thus the milestone for Indicator 17 (100 percent) was met.

Introduction

The Global Partnership for Education supports nationally owned education sector policy processes, and places the preparation of an evidence-based **education sector plan** at the core of its theory of change.

The partnership requires countries applying for implementation grant financing to have "a credible, endorsed Education Sector Plan or Transitional Education Sector Plan" so as "to ensure that education aid, including from the Global Partnership, (i) is based on a solid, nationally owned analysis of the challenges of delivering quality basic education to all boys and girls, including those from marginalized groups, and (ii) builds institutional capacity to deliver education services equitably and efficiently" (Box 5.1).[53]

The partnership supports strengthened education sector planning in three key ways: It provides financing

50 Please note that ESPDGs may address countries, subnational states, or groupings of countries (such as the Organisation of Eastern Caribbean States). Thus the number of grants and number of countries may not be equivalent.

51 The full text for ESP credibility can be found in the *Guidelines for Education Sector Plan Preparation* (GPE and IIEP-UNESCO 2015b). See also: *Guidelines for Transitional Education Plan Preparation* (GPE and IIEP-UNESCO 2016).

52 As of 2014, all implementation grant recipients must have "critical data and evidence for planning, budgeting, managing, monitoring and accountability, or alternatively, a strategy to develop capacity to produce and effectively use critical data." This data requirement has four sub-requirements: (1) generating an education sector analysis; (2) having basic financial and education data to monitor the sector; (3) having a system to monitor learning outcomes; and (4) reporting critical data to the UNESCO Institute for Statistics for global monitoring of education progress. Countries that do not have basic data are required to develop "a time-bound plan to develop or strengthen the national Education Management Information System (EMIS) to produce reliable education and financial data and reporting systems for improved education planning and management" (GPE 2014b, 8).

53 GPE 2014b, 6; GEP and IIEP-UNESCO 2015.

BOX 5.1. ESPs, TEPs and the Meaning of Endorsement

An education sector plan is a national policy instrument, elaborated under government leadership, which provides a long-term vision for the education system by outlining a coherent set of practicable strategies to reach educational objectives. In 2014 the Global Partnership for Education introduced a requirement that ESPs be accompanied by actionable and costed multiyear operational plans.

Transitional education plans are developed in countries where instability makes the development of a longer term ESP technically unfeasible or inadvisable. TEPs are transitional in nature and aim to mobilize resources to maintain education services during crises; they support education sector progress by including reforms that ensure accountability, inclusiveness and effectiveness of education systems

Endorsement means that the development partners, including the civil society, commit to financially and technically support the implementation of a sector plan or transitional plan approved by the government.

for ESP development; it supports the development of common guidelines and technical tools; and it supports the development of global and regional public goods that foster stronger approaches to planning in key areas linked to learning, equity and stronger systems and data.

GPE Financing for Education Sector Plan Development

The partnership is the largest international funder of education sector plans (see Box 5.2 for an illustration). Working through a qualified grant agent, **education sector plan development grants** offer up to US$500,000 to GPE developing country partners, of which up to US$250,000 is available for plan development, provision of technical assistance, the organization of inclusive consultations and an appraisal process. An additional US$250,000 is available for data and education sector analysis as well as targeted qualitative and quantitative studies.

Since its inception in 2012, and by the end of FY2016, the ESPDG window had disbursed US$13.5 million to 54 ESPDGs in 48 countries (FY2016 figures refer to approvals). In FY2016, there were 27 ESPDGs worth US$8.9 million active across 29 countries (13 in countries affected by fragility and conflict). Of these, 16 new ESPDGs were approved totaling US$5.8 million.[54] Four ESPs with funding from the partnership were finalized and endorsed: The Democratic Republic of Congo, Ethiopia, Malawi and the Organisation of Eastern Caribbean States. In addition, four countries became new developing country partners in FY2016 with an endorsed regional education sector plan: Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines, while four recipients of ESPDGs were not yet developing country partners: Cabo Verde, Kiribati, the Federated States of Micronesia and the Marshall Islands.

As shown in Table 5.1, the vast majority of new ESPDGs approved in FY2016—in total, 13 out of 16—included funding for an education sector analysis (ESA), reflecting the partnership's focus on strong data and planning to underpin national education plans. Funding approved for ESAs totaled US$2,894,773 in FY2016. Six ESA reports funded through ESPDGs were received in FY2016: Cabo

54 Tanzania and Zanzibar, while receiving separate ESPDGs, are counted as one country. The Organisation of Eastern Caribbean States, while receiving one ESPDG, is counted as four countries (Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines). Nepal's ESPDG is counted in the year approved FY2015, with additional financing of US$78,116 approved in March 2016.

BOX 5.2. Strengthening the System: Making a Difference for All of Ghana's Schoolchildren

The Global Partnership for Education supports strengthening the fundamental elements that ensure the strong and resilient functioning of a country's education system. With a strong focus on getting more children in school over the past two decades, Ghana has seen dramatic increases in school enrollment and in the quality of basic education. Much of that is due to its patient and persistent investment in strengthening its education system. Ghana has received three partnership grants totaling US$95.4 million over the past decade. That support played a critical role in the creation and implementation of the 2010–2020 education plan. Ghana has improved the effective planning, monitoring and delivery of basic education services in 75 deprived districts across the country. It used its GPE support to train over 58,000 teachers and to purchase essential teaching and learning materials for some of Ghana's most disadvantaged schools. It has also improved school supervision and accountability systems that have resulted in better student and teacher attendance, higher enrollment rates and higher transition rates from primary to lower secondary school. The overall impact of the partnership's support to Ghana goes beyond funding. The partnership has played a critical role in long-term sector planning, education sector analysis and policy development and coordination across all partners.

TABLE 5.1. ESPDGs Approved in FY2016

Region	Number of Countries/ Federal States	Grant Amount (US$)	Number with ESA Grant Amount Allocated	Total ESA Grant Amount (US$)	Number with ESP Grant Amount Allocated	Total ESP Grant Amount (US$)
Sub-Saharan Africa	13	$4,854,608	10	$2,207,971	12	$2,646,638
East Asia and Pacific	2	$436,802	2	$436,802		
Latin America and the Caribbean	1	$500,000	1	$250,000	1	$250,000
Total	**16**	**$5,791,410**	**13**	**$2,894,773**	**13**	**$2,896,638**

Source: GPE Secretariat.

Note: ESA = education sector analysis; ESP = education sector plan.

Verde, Côte d'Ivoire, Lesotho, Nepal, Nicaragua and Tanzania-Zanzibar.

GPE Technical and Partnership Support for Sector Planning

The Global Partnership for Education supports strengthened national planning processes through its investments in global and regional public goods and through the work of its Secretariat (Box 5.3).

At the Secretariat level, the partnership provides feedback on draft sector plans, training and quality benchmarks for the independent appraisal of sector plans, to help ensure that ESPs are based on evidence and data, are costed, identify risks and capacity needs and are gender-responsive. The Secretariat also works with governments and LEGs to promote policy processes around ESPs that are participatory, transparent and evidence-based.

BOX 5.3. Partnership-Supported ESP Tools and Guidelines

The Secretariat works with partners such as IIEP-UNESCO, UNICEF and the World Bank to develop guidelines, technical analyses and tools to support credible ESPs and TEPs, examples of which include the following:

- *Education Sector Analysis Methodological Guidelines* (UNESCO, UNICEF, World Bank, and GPE 2014a; 2014b)
- *Guidelines for Education Sector Plan Preparation* (GPE and IIEP-UNESCO 2015b)
- *Guidelines for Education Sector Plan Appraisal* (GPE and IIEP-UNESCO 2015a)
- *Guidelines for Transitional Education Plan Preparation* (GPE and IIEP-UNESCO 2016)
- *Guidance for Developing Gender-Responsive Education Sector Plans* (UNGEI and GPE 2017)

Another way in which the partnership supports improvements in sector planning is through its Global and Regional Activities program and related knowledge and innovation activities. For example, GRA grants focusing on out-of-school children have played a role in improving the availability and use of data on marginalized groups in sector planning. Another GRA grant, implemented through a collaboration among UIS, IIEP-UNESCO and IIEP Pôle de Dakar, has focused on piloting national education accounts, to strengthen national reporting on education financing and expenditures in eight countries (Côte d'Ivoire, Guinea, the Lao People's Democratic Republic, Nepal, Senegal, Uganda, Vietnam and Zimbabwe).[55]

GRA grants have also supported improved capacity of teacher organizations in national sector planning processes (GRA 10 "Improving Teacher Support and Participation in Local Education Groups"), while GRA 12 "Disability, Health and Education in support of Learning for All" has helped improve joint planning between education and health ministries to support the integration of school-based health interventions into national sector plans.

55 GPE 2015b; GPE 2017h.

Strengthened Education Sector Planning

Indicator 16a: *Proportion of endorsed education sector plans or transitional education plans meeting quality standards*

Indicator 16 has four components (a, b, c and d). It monitors the quality of ESPs and (for countries affected by crises) TEPs using two sets of quality standards defined by the Global Partnership for Education and UNESCO's IIEP, in consultation with country and global education stakeholders. These methodologies—and the quality standards they employ—match the partnership's funding model requirements, ensuring alignment between key GPE grant processes, country guidance and support and monitoring or quality assurance of sector plans.

Indicator 16a examines the proportion of endorsed sector plans meeting *at least* five out of seven quality standards (QSs) for ESPs (Box 5.4), and *at least* three out of five quality standards for TEPs (Box 5.5). Data for this indicator are collected every two years, to

BOX 5.4. Quality Standards for Credible Education Sector Plans*

1. ***Guided by an overall vision:*** Overall direction indicating (i) government's development policy, (ii) approach to reach government goal, and (iii) principles and values that will guide the approach.
2. ***Strategic:*** Identification of strategies for achieving the vision, including human, technical, and financial capacities required, and priorities.
3. ***Holistic:*** Coverage of all sub-sectors: early childhood education, primary, secondary and higher education, nonformal education and adult literacy.
4. ***Evidence-based:*** Inclusion of an education sector analysis providing data and assessments that form the information base on which strategies and programs are developed.
5. ***Achievable:*** Inclusion of an analysis of current trends and hypotheses for overcoming financial, technical and political constraints to effective implementation. It includes a framework for budget and management decisions.
6. ***Sensitive to the context:*** Inclusion of an analysis of country vulnerabilities—for example, conflicts, disasters and economic crises. It addresses preparedness, prevention and risk mitigation.
7. ***Attentive to disparities:*** Recognition of differences and inequalities between student groups (defined by location, socioeconomic, ethnic characteristics, or abilities) in education access and quality.

* The full text on ESP credibility can be found in GPE and IIEP-UNESCO 2015b.

ensure a sufficient sample size for indicator value stability over time. The baseline was established in 2016, with data—ESPs—from calendar years 2014 and 2015. Milestones for 2018 anticipate that 95 percent of all sector plans will meet the minimum quality standards, increasing to 100 percent by 2020.

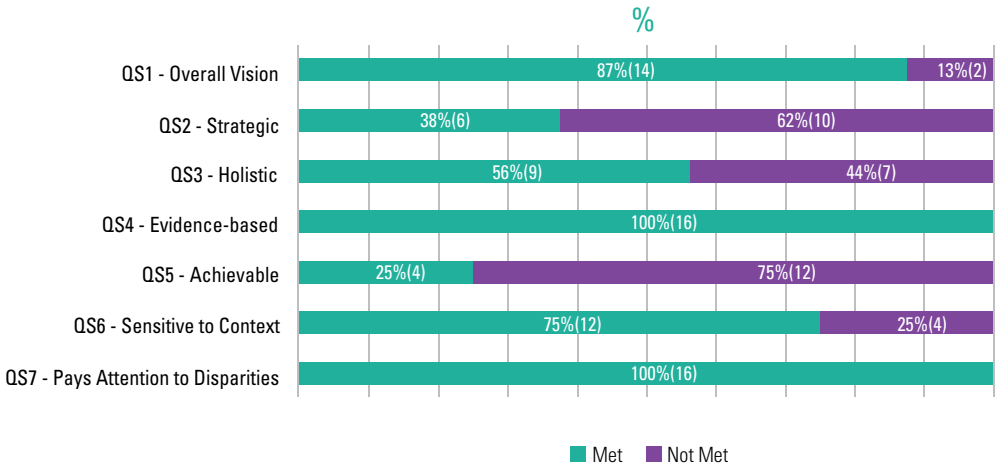
Baseline data from CY2014 and CY2015 show that 58 percent of overall sector plans (comprising 16 ESPs and 3 TEPs) met the minimum number of quality standards. More specifically, 56 percent of the total number of ESPs met at least five out of seven quality standards, while 67 percent of TEPs (2 out of 3) met at least three out of five quality standards.

Quality Standards in Education Sector Plans

Figure 5.1 shows the analysis of ESP quality by quality standard (results for TEPs are provided below).[56] The findings suggest that ESPs are being designed to provide a long-term development orientation: Eighty-eight percent met the quality standard for overall vision (QS1), while 100 percent of ESPs are based on education sector analyses (QS4) and meet the quality standard of being disparities-sensitive (QS7). These encouraging figures suggest that ESPs are generally being developed after a sector analysis is conducted, generating and analyzing crucial information and evidence on education issues and system disparities.

56 The methodology for assessing performance on plan dimensions differs across ESPs and TEPs. Given that aggregating performance across ESPs and TEPs might falsely imply direct comparability, in this section we focus in-depth discussion exclusively on ESPs.

FIGURE 5.1. Proportion of Education Sector Plans Meeting Quality Standards in CY2014 and CY2015



Source: GPE Secretariat.
Note: N = 16 ESPs.

However, the translation of evidence into relevant and sound programming is uneven, as shown by the low attainment levels for quality standards 2 and 5. QS2 assesses how strategic a sector plan is in addressing the issues and shortcomings identified in the sector analysis, which are assessed by QS4. Compared to other dimensions, this is an area of low performance, with only 38 percent of ESPs meeting QS2. While sector analyses are generally conducted before developing an ESP (QS4), the basis of evidence is not sufficiently strong to identify the root causes of the issues in specific thematic areas (learning, equity and efficiency). This limits the development of relevant thematic strategies (see section on Indicators 16b, 16c and 16d, standard QS2 on "relevance") that are aligned to and help to develop strong theories of change within ESPs.

Quality standard 5, indicating achievability of a given ESP, was only met by 25 percent of those assessed. This quality standard requires that sector plans be linked to multiyear operational or action plans building on and/or developing the human, technical and financial capacities of the country. To be achievable, ESPs should be based on a sound and realistic financing framework (assisted by simulation models) and should include a results framework, related monitoring mechanisms and capacity-building strategies. The fact that fewer than half of all ESPs coded meet criteria for strategy, and achievability, suggests that more work is needed to improve their overall quality.

Moderate performance is seen in ESP sensitivity to context (QS6) and whether they are holistic (QS3). In total, 75 percent and 56 percent of ESPs met these two standards, respectively. For quality standard 3, "holistic" means that ESPs consider all education sub-sectors, from pre-primary to higher education, including nonformal education, thus enabling governments and their partners to make rational, equity-based decisions on the allocation of resources across competing sub-sector priorities while ensuring education continuum. To strengthen "sensitivity to context," the Secretariat is currently working with its partners (UNESCO, UNICEF and the World Bank) in developing a volume 3 of the *Education Sector Analysis Methodological Guidelines,* which will include a chapter for analyzing countries' vulnerabilities for building resilient education systems, as well as a political economy analysis.

Overall, there is reason for cautious optimism in terms of the quality of endorsed education sector

plans. This analysis suggests that education sector plans in GPE developing country partners are based on sector analyses (QS4) and provide long-term policy direction (QS1) and are also sensitive to disparities. It is clear, however, that developing country partners need to ensure their ESPs are more strategic and ultimately more achievable. This will require, among other things, stronger support for more in-depth sector analyses that examine the causes of the issues; better use of the evidence body to develop relevant strategies anchored in robust theories of change; a strengthened focus on operational planning for efficient and equitable distribution of financial and human resources; and stronger ESP results frameworks.

Over the next four years, and as part of its systems-strengthening and country-facing approach, the partnership will continue to prioritize support for strategic and achievable education planning among developing country partners, focusing on strengthened capacity and improved inclusion of diverse stakeholders as key ways in which sector strategies can be made more achievable.

Quality Standards in Transitional Educational Plans

Indicator 16a also assesses whether transitional education plans meet the required quality standards (Box 5.5). Three TEPs informed the baseline for these indicators, using data from calendar years 2014 and 2015. Although limited because of the small sample size, the analysis showed the following:

- Indicator 16a: Two out of three TEPs met the required number of quality standards (at least three out of five). This is positive for the two countries concerned, given the difficult environment in which a TEP is developed.
- Quality standard 1, which deals with the evidence behind a TEP, was met by all three TEPs. This demonstrates that TEPs, like ESPs, are developed based on a situation analysis that helps to identify the most pressing education issues. However, TEPs could be more sensitive to context and attentive to disparities: Only one met the expectations for QS2.
- Two TEPs met the quality standards for being "strategic" (QS3) and "operational" (QS5). These

BOX 5.5. Quality Standards for Credible Transitional Educational Plans

1. ***Evidence-based:*** Identification of key challenges through an evidence-based analysis of the education system (education sector analysis, or the best available data).
2. ***Sensitive to context and attentive to disparities:*** Inclusion of analysis of the country vulnerabilities—for example, conflicts, disasters or political or economic crises on education, as well as the potential for tensions through the education system.
3. ***Strategic:*** Inclusion of strategies for immediate needs and building the foundation for realizing the system's long-term vision, including arguments for the choice of these strategies.
4. ***Targeted:*** Focus on critical education needs in the short and medium terms, and on system capacity development, including the preparation of the next ESP.
5. ***Operational:*** Inclusion of a feasible, multiyear plan with implementation and financial hypotheses for meeting priorities and developing strategies to overcome financial, data, technical and political constraints.

standards assess the quality of the strategies in addressing the causes of the issues identified, and the feasibility of the TEP, respectively. TEPs perform better than ESPs in QS5. The sample is too small for devising general conclusions, but the assumption is that by nature TEPs are generally developed as operational tools.

- An area of concern is that no TEP met the standard for being "targeted" (QS4), reflecting the need for a greater focus on critical education priorities for the short term together with a better articulation with medium-term objectives and greater emphasis on capacity building.

Indicators 16b, 16c, and 16d: *Proportion of ESPs and TEPs with strategies for teaching and learning, marginalized populations and efficiency that meet quality standards*

Indicator 16 has three sub-components that monitor whether sector plans meet *at least* four out of five quality standards (Box 5.6) in three thematic areas: **Indicator 16b:** proportion of sector plans that have a teaching and learning strategy meeting quality standards; **Indicator 16c:** proportion of sector plans with a strategy to respond to marginalized groups that meets quality standards; and **Indicator 16d:** proportion of sector plans with a strategy to improve efficiency that meets quality standards. The baselines for Indicators 16b, 16c and 16d use data from 16 ESPs and three TEPs endorsed in calendar years 2014 and 2015. GPE 2020 expects 95 percent of ESPs to meet these quality standards by 2018, and 100 percent by 2020.

Baseline data for the quality of ESP strategies in these three areas shows that more than half of the strategies included in overall sector plans (ESPs or TEPs) met at least four of the five possible standards: 58 percent of them in the case of the teaching and learning strategy (Indicator 16b); 68 percent for the response to marginalized groups (Indicator 16c), and 53 percent for the efficiency strategy (Indicator 16d). Figure 5.2 provides a detailed analysis of quality standards for each of the three thematic strategies encompassed in Indicators 16b, 16c and 16d.

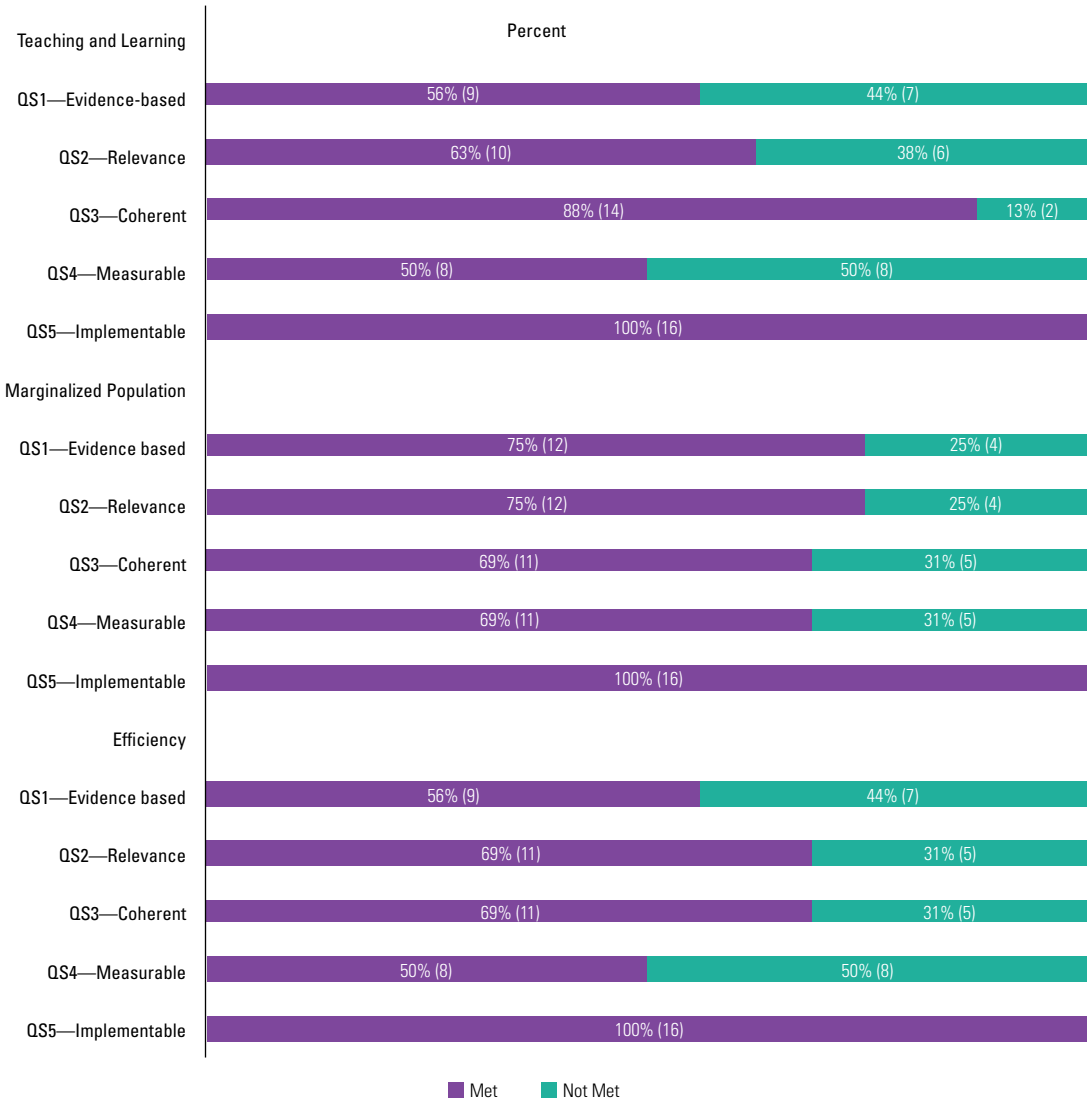
As can be seen, only half of the ESPs have thematic strategies that are sufficiently based on evidence (QS1). The analysis for Indicators 16b, 16c and 16d looks beyond the existence of an ESA (standard 4 in 16a) and examines whether the underlying causes of some key challenges have been correctly identified. Underlying causes were identified in 56 percent of ESPs for the 'teaching and learning' and the 'efficiency' thematic strategies, while challenges were

BOX 5.6. Quality Standards for Strategies in Teaching and Learning, Response to Marginalized Groups, and Efficiency

1. ***Evidence-based:**** Including the identification of the underlying causes of the challenges
2. ***Relevant:*** Addressing the underlying causes of the challenges
3. ***Coherent:*** Aligning the action plan to the strategies
4. ***Measurable:*** Including indicators with targets
5. ***Implementable:*** Identifying cost, funding source, responsible entity and timeframes for operationalization

* Whereas the standard title is identical to standard 4 in Indicator 16a, the information captured is of a different nature. The 16a standard only looks at education sector analysis—Was there an ESA produced? The 16b, 16c, and 16d standards look beyond the ESA and examine whether the underlying causes of the issues have been correctly identified.

FIGURE 5.2. Proportion of ESPs Meeting Quality Standards for Thematic Strategies in CY2015 and CY2016



Source: GPE Secretariat.
Note: N = 16 ESPs.

identified at a higher 75 percent for the 'marginalized groups' thematic strategies.

It is nonetheless encouraging to see that two-thirds of ESPs have thematic strategies that are relevant (QS2), indicating that, when the underlying causes are identified (QS1), they are indeed addressed in the proposed strategies (QS2) (63 percent in the case of teaching and learning strategies, 75 percent for equity and 69 percent for efficiency). A significant proportion of ESPs also have coherent thematic strategies (QS3), which means that the programs and activities proposed do align with the strategies proposed (88 percent for teaching and learning, 86 percent for equity and 69 percent for efficiency). Finally, all ESPs have thematic strategies that are implementable (QS5), which means that strategies are costed and have funding sources, time frames and entities responsible for their implementation.

BOX 5.7. The Partnership's Data Requirements

As of 2014 all GPE implementation grant recipients must have "critical data and evidence for planning, budgeting, managing, monitoring and accountability, or alternatively, a strategy to develop capacity to produce and effectively use critical data."

This data requirement has four sub-requirements: (1) generating an education sector analysis; (2) having basic financial and education data to monitor the sector; (3) having a system to monitor learning outcomes; and (4) reporting critical data to UNESCO Institute of Statistics (UIS) for global monitoring of education progress.

Countries that do not have basic data are required to develop "a time-bound plan to develop or strengthen the national education management information system (EMIS) to produce reliable education and financial data and reporting systems for improved education planning and management."

Source: GPE 2014b.

Findings for Indicator 16b reveal a significant need for education sector plans to improve their strategies to support teaching and learning and to ensure that these strategies are efficient. In particular, measurability (QS4) and the evidence (QS1) for ESPs in the areas of teaching and learning are weak. These findings emphasize the need for strengthened data systems to improve planning. The Global Partnership for Education and its partners will need to support more robust analysis and production of better evidence for each of these thematic indicators. Only half of the ESPs in the baseline sample have measurable strategies for improving efficiency.

Regarding the three TEPs analyzed, all met quality standards in their teaching and learning strategy (Indicator 16b), response to marginalized population (Indicator 16c) and efficiency strategy (Indicator 16d).

Indicator 17: *Proportion of developing country partners or states with a data strategy that meets quality standards*

The availability and use of good-quality evidence lies at the heart of the Global Partnership for Education's theory of change and is required for the successful realization of strategic objectives 1 and 2. Evidence-based decision making is central to the partnership's systems-strengthening approach and necessary for effective planning, budgeting, policy implementation, monitoring and evaluation, and informing the policy dialogue across these phases. The partnership is thus committed to supporting the availability and effective use of sound, relevant, reliable, valid and timely data. To this end, the partnership has introduced stronger data requirements for all grant recipients (Box 5.7).

Indicator 17 complements Indicator 14 (see Chapter 4), by measuring the proportion of countries with gaps in their education data that have an effective strategy for addressing data shortcomings at the time of their successful application for an education sector plan implementation grant. It builds on the 2014 decision of the Board of Directors to require reliable data production as one of three requirements for accessing GPE funding.[57] Milestones and targets for Indicator 17 are set at 100 percent because all successful applicants to ESPIG funding that do not report on key education and financial indicators are required to have a sound data strategy.

Two instruments are used to assess this indicator during the grant application process, with the expectation that their use will support stronger performance:

57 The other requirements are a credible, endorsed education sector plan or transitional education plan (TEP); and evidence of commitment to finance the endorsed ESP or TEP (GPE 2014b).

(1) the funding model requirements matrix, jointly completed by a country lead and the local education group, which looks at the availability of data at the country level against a first screen made through Indicator 14 (reporting to UIS on 10 of 12 indicators); and (2) education management information system (EMIS)/data strategy quality standards that are derived in part from the World Bank's SABER tool for benchmarking education management information systems.

In 2016, Indicator 17 criteria were met by all countries applying for implementation grants, leading to successful achievement of the 100 percent milestone. Initially, six countries (four eastern Caribbean islands, Chad, Democratic Republic of the Congo, Ethiopia, Malawi, and Zimbabwe) ready to apply for implementation grants were screened and identified as having data gaps in reporting of education data to UIS: Five were found to have produced these data for use at the country level; in one country, an FCAC, the EMIS did not support the collection and processing of key education data at the national level.

However, this FCAC had a strategy to improve their EMIS capacity, developed in December 2014, which met GPE quality standards. Therefore, the milestone was met. One of the objectives of this strategy is to address issues related to delays in data collection and publication by implementing an online data entry system.

Chapter 6. Country Level—Objective 2: Support Mutual Accountability through Inclusive Policy Dialogue and Monitoring

Indicators

- 18. Proportion of joint sector reviews (JSRs) meeting quality standards
- 19. Proportion of LEGs with (a) civil society and (b) teacher representation

Overview

The Global Partnership for Education supports strengthened engagement of all stakeholders in planning and monitoring the national priorities set out in education sector plans. The results report gives early findings on the quality of two specific mechanisms for education sector engagement and mutual accountability: joint sector reviews (JSRs) and local education groups (LEGs).

Inclusive and Data-Driven Sector Policy Dialogue and Sector Monitoring

The partnership supports developing country partners to use joint sector reviews as a mechanism for reviewing the progress of a country's education sector plan implementation, identifying challenges and areas for course correction.

Indicator 18 (JSRs meeting quality standards): Ten out of 22 joint sector reviews conducted in CY2016 with available data (45 percent) met three out of five quality standards. This figure is up from a baseline of 10 out of 35 (29 percent). The 2016 milestone for JSRs in countries affected by fragility and conflict was not met, but there was still improvement: four out of 11 JSRs with available data (36 percent) met a threshold of quality standards, up from five out of 20 (25 percent) at baseline.[58]

These findings suggest that the partnership's continued effort to support the quality and inclusiveness of JSRs is having some effect, while greater focus on contexts affected by fragility and conflict is needed. At the same time, a close review of the data suggests areas for improvement, including the uneven participation by civil society, teacher organizations and the Ministry of Finance in JSR processes, as well as the

58 Overall, 30 JSRs were held in 2016. Of the JSRs held, 22 (11 in FCAC) had sufficient data and documents available to carry out a JSR assessment as of the date this report was finalized.

absence of key financial information in the annual implementation report prepared by the government.

Leveraging Social Accountability to Enhance the Delivery of Results

The Global Partnership for Education supports the engagement of civil society and teacher organizations in education sector planning and monitoring, recognizing their important role in bringing the views and experiences of national stakeholders to the policy table, and in strengthening lines of accountability between stakeholders.

Indicator 19 (civil society/teacher organizations representation on LEG): Baseline data from countries with available data in FY2016 suggest that local education groups in 44 percent of developing country partners (27 out of 61[59]) had participation from both civil society and teacher organizations. Participation of teacher organizations was particularly low. Both the partnership's continued support of civil society engagement through its Civil Society Education Fund and its forthcoming research on best practices in local education groups are each aimed at catalyzing improvement in participation and inclusion in LEGs.

The partnership's efforts to strengthen the participation of teacher organizations and civil society include Secretariat-provided advice and research as well as two grant programs.

- The Civil Society Education Fund (CSEF), managed by the Global Campaign for Education, provides small grants to civil society coalitions in 63 countries to support their capacity for policy engagement and advocacy. In 2016 the CSEF received its second grant, valued at US$29 million (see Appendix D for further financial details).
- The partnership has also funded Education International and UNESCO to improve teacher organization capacity to engage in national policy processes, through Global and Regional Activities Grant No. 10 "Improving Teacher Support and Participation in Local Education Groups." This grant will complete its activities in 2017.

Introduction

Per GPE 2020, the combination of stakeholders inclusion in education sector planning and implementation at the country level—especially civil society and teacher organizations within local education groups (LEGs)—as well as evidence-based policy dialogue and monitoring through joint sector reviews, helps support mutual accountability in the development and implementation of sector plans that focus on equity and learning.

Joint sector reviews are government-led annual events that bring stakeholders together to monitor education sector plan implementation and propose course correction. Local education groups are multi-stakeholder bodies convened by governments to support financial and technical support for ESPs and ensure inclusive participation in planning and monitoring processes. The partnership's continued support of civil society engagement through its Civil Society Education Fund and forthcoming GPE research on best practices in local education groups are each aimed at catalyzing improvement in participation and inclusion in LEGs.

The following sections describe how much progress has been made toward the second country-level strategic objective of GPE 2020, on the support of mutual accountability through effective and inclusive education sector dialogue and monitoring. Actual data from one of the two indicators which are used to monitor this objective are presented below, and the baseline is presented for the other indicator.

59 Of the 61 developing country partners, six lacked sufficient data to conclusively assess representation of civil society and teachers' unions in their LEGs.

BOX 6.1. What Are JSRs and LEGs?

A **joint sector review** is a regular multistakeholder process led by government and focused on monitoring the implementation of a national education sector plan, including key results, budget execution and prioritization of needed course corrections. The Global Partnership for Education requires all developing country partners with a GPE implementation grant to hold annual JSR meetings.

A **local education group** (or its equivalent) is a multistakeholder body convened by the government to support sector planning, policy development and monitoring of educational progress. LEGs support the alignment and harmonization of technical and financial support for education sector policies. They typically include government representatives, development agencies, civil society organizations including parents associations, private education providers and teacher organizations.

Inclusive and Data-Driven Sector Policy Dialogue and Sector Monitoring

Indicator 18: *Proportion of joint sector reviews meeting quality standards*

Indicator 18 tracks the proportion of joint sector reviews, at the national or state level, with an active program implementation grant that meets *at least* three out of five quality standards (Box 6.2). The Global Partnership for Education encourages all countries to conduct annual JSRs—and requires them in countries receiving implementation grants.[60]

The Secretariat provides technical and advisory support to governments and local education groups to support effective joint sector reviews when requested. Presently, the partnership is conducting research investigating effective JSRs,[61] and it is developing a guide on how to organize and implement effective JSR processes.

The partnership also continues to support civil society and teacher organizations to engage effectively in both JSRs and local education groups—both through direct support from the Secretariat, and through its Global and Regional Activities program and the Civil Society Education Fund (Box 6.4).

The quality standards used for Indicator 18 build on previous work undertaken by the partnership, including findings from the Sector Monitoring Initiative,[62] a review of the literature, and ongoing research on JSRs. Data for Indicator 18 are drawn from JSRs in those countries with active implementation grants, and based on verifiable written evidence, obtained by the Secretariat from countries or local education groups, such as the annual implementation report, JSR aide-mémoires, agendas, terms of reference, lists of participants and so on. It is important to note that since the JSR indicator is constructed via a desk-based review, in some cases limitations in country documents do not allow for assessment of all items necessary for a country to attain a given standard. In these cases, results are reported as *inconclusive*.

JSRs in All GPE Developing Country Partners

As illustrated in Figure 6.1, Indicator 18 milestones for joint sector reviews in 2016 were met in 10 out of 22 JSRs (45 percent) with information available at the time of this report, meeting at least three quality

60 GPE 2014b, 6.
61 Martínez, Irving, and Salgado 2017.
62 The Sector Monitoring Initiative produced an unpublished literature review and six workshops (five regional and one global) organized in 2013 and 2014 to exchange good practice in effective education sector monitoring at the country level.

BOX 6.2. Joint Sector Review Quality Standards

1. ***Participatory and inclusive:*** The JSR includes effective and transparent participation from all education sector stakeholders. This dimension represents key but distinct elements of representation, with inclusion reflecting who is at the table, while participation reflects the engagement and contribution of stakeholders to the proceedings.

2. ***Evidence-based:*** The JSR is informed by evidence, seen as a measure of technical credibility in monitoring, meaning that information should be clearly defined, quality assured, unbiased and transparent. This includes education and financial data from the year under review.

3. ***Aligned to shared policy frameworks:*** A JSR is aligned to a policy framework, shared with stakeholders, against which results are monitored and remedial actions are agreed.

4. ***A monitoring tool:*** The JSR monitors sector performance and key indicators to help better identify implementation issues with respect to the ESP/TEP and overall sector progress. Monitoring should be viewed as more than education stocktaking or accounting for outputs: It should also encompass a learning function, where shortcomings in implementation are discussed for the lessons they offer about how to improve implementation moving forward.

5. ***Instrument for change effectively embedded into a policy cycle:*** Recommendations from the JSR effectively feed the next policy cycle, ensuring a JSR is used as an instrument of change, influencing future policy planning, programming, and budget preparation and execution. This stresses the importance of the process of formulating and following up on robust and actionable JSR recommendations, so JSRs can effectively feed the policy cycle.

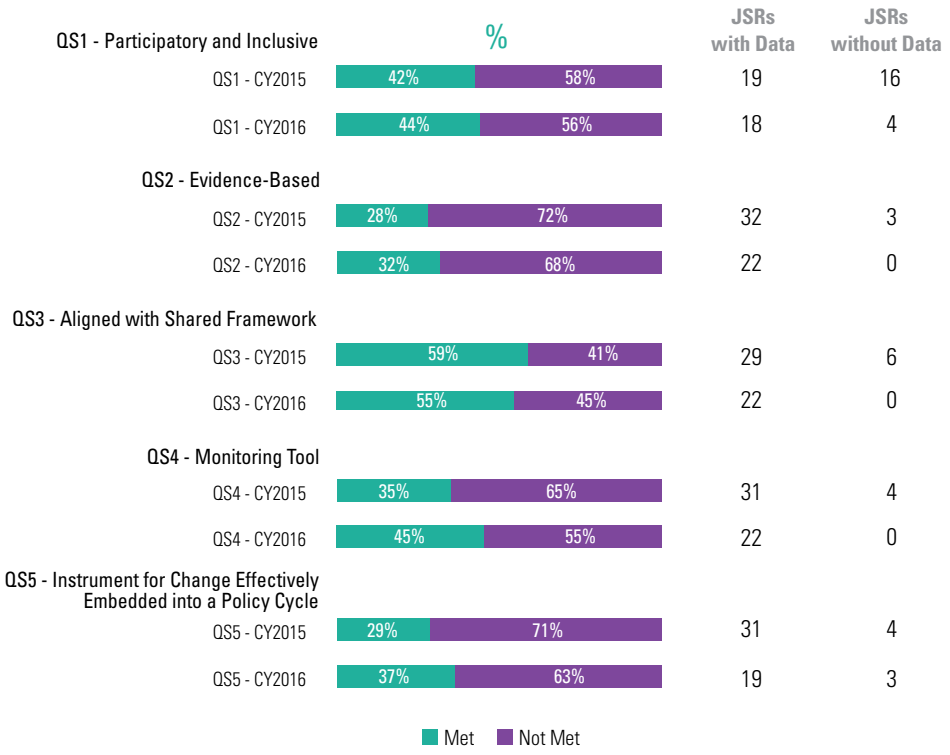
indicators (see the following section for details in FCAC). This is an improvement from CY2015, which found that 10 out of 35 JSRs met at least three quality standards. By 2020 the results framework targets that 100 percent of JSRs will meet quality standards. It should be noted that the number of JSRs conducted in both years was roughly similar (35 in 2015 and 30 in 2016). However, 8 JSRs conducted in 2016 did not have complete data for coding at the time of the writing of this report; therefore, reporting on Indicator 18 will be updated in June 2017 to reflect the full 30 JSRs.[63]

Figure 6.1 also presents data on the achievement against individual quality standards, describing the proportion of JSRs meeting each QS relative to the total number of *conclusive* cases (the denominator), which changes across standards. As can be seen, results are strongest for QS3, with 12 out of 22 JSRs in 2016 with conclusive data meeting this standard (55 percent). This standard assesses how well aligned JSRs are to sector plans and/or annual action or operational plans, and demonstrates that JSRs include a review of internally and externally funded activities included in the education sector plan. In these cases JSRs are based on the ESP or its operational subsets.

Performance is also reasonable on QS1, which measures the degree to which a JSR is participatory and inclusive. Forty-four percent of JSRs met this standard in 2016, with gaps noted in the attendance by parents associations and teachers unions in particular, and to a lesser extent, the ministries of finance. These stakeholders are key actors in the education sector, and

63 Full documentation related to joint sector reviews only becomes available several months after their implementation. Thirty JSRs were conducted in 2016. The remaining 8 JSRs will be assessed once their information becomes available and, in any case, by June 2017.

FIGURE 6.1. Proportion of JSRs with Available Data Meeting Quality Standards, CY2015 and CY2016



Source: GPE Secretariat.
Note: Data for this indicator considers total joint sector reviews (JSRs) with available data in CY2015: N = 35, and in CY2016: N = 22. A significant number of JSRs lacked sufficient data on the items reviewed for each quality standard (QS) in the JSR assessment questionnaire. If the JSR did not meet the standard for one or more of the items under a particular QS, it was classified as not having met the standard overall, even though other "good items" may be inconclusive.

ensuring their active participation is essential for JSRs to serve as a platform for an open and effective policy dialogue. In particular, better channels of communication across education and finance ministries would support improved outcomes for education financing (including increased domestic resource mobilization).

Quality standard 4, which monitors whether the JSR serves as a monitoring tool for the most recent year of sector plan implementation, was met by 10 out of 22 JSRs in 2016 with available information (45 percent). Moving forward, the Global Partnership for Education recognizes that strengthening the use of JSRs as monitoring tools should be a priority across the partnership. To this end, a key intervention is providing more support to country education stakeholders to track education expenses at program and budget levels, education sector data at output and outcome levels, and information on sector implementation problems and achievements.

Quality standard 5, the closely linked standard examining the ways that JSRs are integrated into planning for the next policy cycle, was met by 7 out of 19 JSRs with conclusive data for this standard in 2016 (37 percent). Though improving from 29 percent in 2015, this finding indicates that JSR recommendations are not effectively mapped onto annual planning processes, impeding their use as a tool in an iterative policy cycle. It also highlights significant problems in the formulation of JSR recommendations. Recommendations do not appear to be used to prioritize

problems and generate solutions, and they are not providing a concrete record of intended actions against which to hold implementing stakeholders accountable in the following JSR. Instead, recommendations are often a lengthy list of actions that are not monitorable, lack feasibility and are not presented as the responsibility of specific parties. The failure to identify responsible parties to lead concrete follow-up actions means that recommendations remain rhetorical and risk being repeated in subsequent years.

The weakest results were observed for QS2, the extent to which JSRs are based on evidence, which was met by only 7 out of 22 JSRs with available information in 2016 (32 percent). This is of concern, given that supporting the acquisition and use of good quality evidence is an overarching aim of the partnership's strategic plan. Assessed JSRs showed a lack of analysis of key information for adequate sector monitoring, including trends on sector progress, results achieved at the program or activity level, and education expenditures coming from domestic and external sources. From this list, an important barrier is that expenditures at the program or activity level are often reported when coming from domestic sources but not from external sources. Improvement on this standard will require the reporting of timely available data for the year under review as well as the strengthening of technical and reporting capacities.

As Figure 6.1 suggests, results per individual standard in CY2016 are broadly similar to those for CY2015 for three quality standards, with progress for JSRs with available data in two quality standards. QS4 (monitoring tool) increased from 35 percent to 45 percent of JSRs, and QS5 (instrument for change) from 29 percent to 37 percent. A final notable observation is that the number of "inconclusive" cases decreased in this round of data collection; however, this may change once the full sample has been coded.

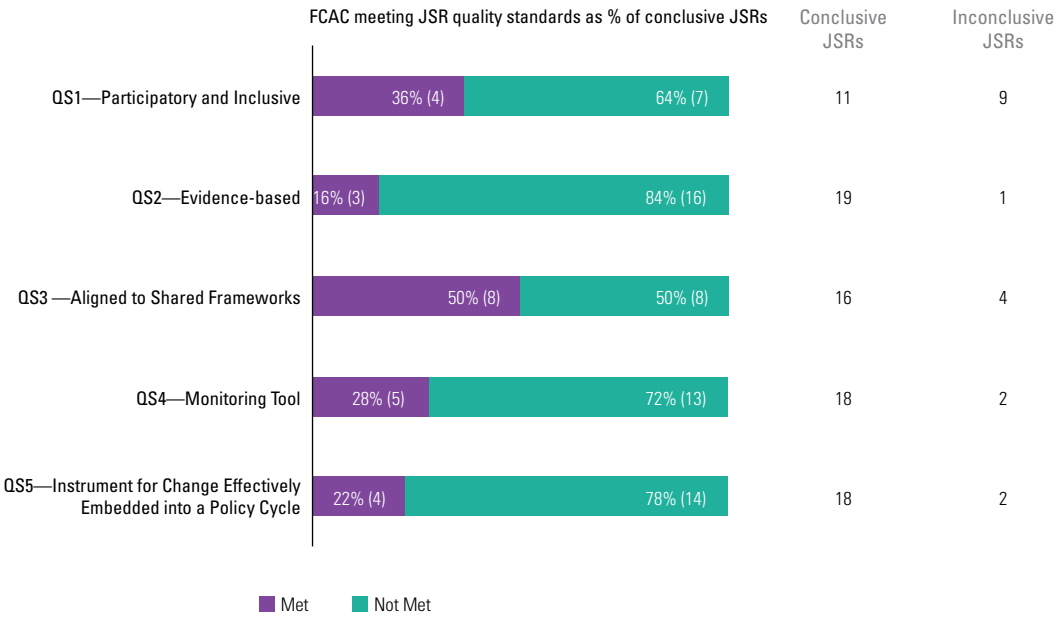
JSRs in Countries Affected by Fragility and Conflict

Among the 20 JSRs in countries affected by fragility and conflict in the 2015 baseline for Indicator 18, five JSRs (25 percent) met at least three out of five quality standards. In CY2016 this improved to four out of 11 JSRs (36 percent), slightly below the GPE 2016 milestone, which was set at 38 percent.

Because of the low numbers of JSRs (11 in total) in FCAC in 2016, the partnership focused the analysis of the individual quality standards for FCAC versus non-FCAC on data from the 2015 baseline year (Figure 6.2). This revealed the following:

Unsurprisingly, performance was markedly different for FCAC and non-FCAC on QS2 (evidence-based) where FCAC perform worse (only 16 percent of FCAC with conclusive data in the sample meet the standard versus 46 percent in non-FCAC). In the rest of the standards, fewer JSRs in FCAC clearly met the specific standards, which broadly aligns with expectations that in fragile and conflict-affected contexts, resource scarcity (both human and financial), capacities and, arguably, lower levels of priority accorded to the education sector make conducting effective JSRs a more challenging undertaking. The bottleneck in QS2 appears to be the lack of reporting on expenditures by sector programs, funded from domestic *and* external sources.

FIGURE 6.2. JSR Quality Standards Met by FCAC in CY2015



Source: GPE Secretariat.
Note: Total number of JSRs reviewed = 20.

Leveraging Social Accountability to Enhance the Delivery of Results

Indicator 19: *Proportion of LEGs with civil society and teacher representation*

The Global Partnership for Education has increased efforts to facilitate a policy environment that promotes the representation of diverse actors, especially civil society and teacher organizations, along with governments and donors, in both local education groups and joint sector reviews. Diversifying the stakeholder groups represented in these structures, and ensuring that they radiate out to capture the views of other national stakeholders, can lead to a strengthened and holistic assessment of sector issues, productive discussion of how these issues might be best addressed, and stronger lines of accountability between stakeholders (see the example of NCE-Nepal in Box 6.3).

The partnership provides its support to local education groups and their governmental leaders in several ways. First, the many GPE partners at the country level provide substantial support to sector planning, monitoring and implementation. In addition, the Secretariat engages with local education groups to promote harmonization and alignment on the education plan and greater inclusivity.

The partnership has also funded innovative approaches to engaging civil society and teacher participation in local education groups through the Civil Society Education Fund (Box 6.4) and through GRA 10 "Improving Teacher Support and Participation in Local Education Groups," a program that seeks to improve teacher organization capacity to engage in national policy dialogue, and is implemented by

BOX 6.3. The National Campaign for Education—Nepal

Amidst the political uncertainty in Nepal, NCE-Nepal was formed in 2003 as a civil society watchdog to hold the government accountable to the right to education. Working closely with its 286 members and 19 district coalitions (chapters), it conducts grassroots, district and national level consultations to inform education policy development such as the recent School Sector Development Plan. It lobbied the Parliament and different political parties to ensure that the right to education is enshrined in the new Constitution of Nepal. It builds the capacities of civil society organizations to enable it to engage the government meaningfully on such issues such as privatization of education, education accountability post-disaster and equity and inclusion in education. NCE-Nepal participates regularly in the education sector reviews and planning and its researches and other contributions have been duly recognized by the government in its official documents.

BOX 6.4. Civil Society Education Fund

The Civil Society Education Fund (CSEF) is a global program funded by the Global Partnership for Education to support national civil society coalitions and their engagement in education sector policy, planning, budgeting and monitoring, to improve progress toward education goals. Civil society plays a crucial role in the partnership's theory of change, holding governments and donors accountable for their commitments, and ensuring relevance and equity within education sector plans, programs and budgets.

The CSEF allocates grants to national civil society coalitions to support their advocacy activities; build their capacity to strengthen planning, implementation and impact; and promote cross-country learning and networking. The coalitions supported by the CSEF represent a wide variety of members, including teachers unions, grassroots organizations, women's groups, parents associations and youth groups.

The CSEF is managed by the Global Campaign for Education, in collaboration with regional partners. Its goals are (1) supporting effective civil society representation and engagement in education sector policy dialogue; (2) supporting active public outreach and citizen engagement in the generation and use of research and evidence on quality, equity, financing and education system reform; and (3) ensuring participation of civil society in global and regional processes.

The program is funded by a US$29 million fund for 2016–2018, supporting 62 national coalitions or networks. For the period 2013–2014 the CSEF received US$14.5 million, supervised by UNESCO.

Education International and UNESCO.[64] The partnership is presently developing good-practice tools and guidance to support improved sector dialogue effectiveness among local education groups.

Indicator 19 of the results framework allows us to assess the inclusivity of the policy process by tracking the proportion of countries with representation of *both* civil society organizations[65] and teacher organizations in their local education groups in a given fiscal year. The 2020 target for Indicator 19 is to have 59 percent of all LEGs (and 70 percent of those in FCAC) with representation from *both* civil society *and* teacher organizations.

64 GPE 2014c.

65 In some GPE developing country partners CSOs constitute international nonprofits that play the role of donors rather than local stakeholders.

TABLE 6.1. Representation of Civil Society and Teacher Organizations in LEGs, FY2016

Representation Type	All LEGs (N = 55)	Only LEGs in FCAC (N = 28)
Representation from *both* CSOs *and* teacher organizations	44%	55%
Representation from CSOs	77%	77%
Representation from teacher organizations	48%	58%
No representation from *either* CSOs *or* teacher organizations	39%	32%
Not applicable to countries /inconclusive data	17%	13%

Source: GPE Secretariat.
Note: There was no LEG in four developing country partners overall (one FCAC).

The baseline analysis was established from data for FY2016, including 61 LEGs, across 60 country partners.[66] As shown in Table 6.1, it indicates that among overall LEGs, 44 percent had both CSO and teacher organizations representation. In the case of LEGs in FCAC, 55 percent of LEGs had both CSO and teachers union representation. These results are encouraging, as they show the partnership is close to reaching its FY2017 milestone of 48 percent across overall LEGs and 59 percent in FCAC.

Nonetheless, a large number of LEGs lack representation from teacher organizations, and to a lesser extent from CSOs. This is detrimental to the quality of policy dialogue in these countries or states. Participation of CSOs and teacher organizations in sector processes (through both LEGs and JSRs) is of particular importance because it helps ensure that policy dialogue is grounded in the local education context, as these organizations are closest to school-level realities and program beneficiaries. Teacher organizations in particular can become strong allies for quality through their influence on the professional practices and behaviors of teachers.

66 Please note that the LEG rather than the country partner is used as the unit of measurement.

Chapter 7. Country Level—Objective 3: Effective and Efficient Financing at the Country Level

Indicators

- ○ 20. Proportion of grants supporting EMIS/learning assessment systems
- ○ 21. Proportion of textbooks purchased and distributed through GPE grants, out of the total planned by GPE grants
- ○ 22. Proportion of teachers trained through GPE grants, out of the total planned by GPE grants
- ○ 23. Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants
- ● 24. Proportion of GPE program grant applications approved from 2015 onward: (a) identifying targets in Funding Model performance indicators on equity, efficiency and learning; (b) achieving targets in Funding Model performance indicators on equity, efficiency and learning
- ○ 25. Proportion of GPE program grants assessed as on track with implementation

Overview

GPE 2020 commits the partnership to providing effective financing to support governments in the implementation of their national education sector plans. The report highlights trends in the volume, geographic and thematic allocations of the partnership's major grant investments, demonstrating a strong alignment between grant allocations and GPE 2020 goals. It also reports on six indicators used to track the partnership's support for sector plan implementation.

Findings on objective 3 indicators highlight the significant support provided by GPE grants for learning assessment and data systems, and the successful roll-out of the new results-based financing tranche in the partnership's implementation grants in five developing country partners.

Challenges were identified in two areas: the timely delivery of planned grant components (in particular classroom construction) and the rising proportion of grants that face delays in their implementation. Many of these problems occur in countries affected by fragility and conflict. The partnership has improved its approach to quality assurance and grant oversight to address these challenges, which suggest a need for more realistic grant design and stronger follow-up during implementation.

More broadly, the following trends in the volume, geographic and thematic allocations of the Global Partnership for Education's major grant investments are presented in the report:

- GPE grants are focused on countries with high levels of need. As of June 30, 2016, 54 education sector program implementation grants (ESPIGs) were active in 49 countries with a total value of US$2.23 billion. Twenty-nine (56 percent) of the 52 developing country partners receiving implementation grants in FY2016 were classified as low-income countries and 23 (44 percent) as lower-middle-income countries. A majority of GPE grantees were countries in Sub-Saharan Africa.

- The partnership targeted 60 percent (US$294.5 million) of all its disbursements during 2016 to countries affected by fragility and conflict. Burundi, Chad and Yemen each used the partnership's mechanisms for rapid and responsive funding in emergencies to receive finance for emergency needs.

- Thematically, GPE grants continue to focus investments on improving teaching and learning systems; enhancing equity and gender equality and inclusion; and improving the management capacity of systems at the national and subnational levels, as 36 of 54 active grants at the end of 2016 supported the development of learning assessment systems, while 29 grants supported education management information systems and 28 grants included targeted initiatives for gender equality. Finally, 18 grants targeted the needs of children with disabilities.

An Overview of the Country-Level Implementation Grants

The partnership's main financing mechanism is the education sector program implementation grant (ESPIG).[67] Beginning with grants approved in FY2015, the partnership adopted an allocation framework that focuses on countries with high levels of educational need at the primary school level as well as low GDP; the framework is weighted for countries affected by fragility and conflict. The partnership revised its eligibility and allocation framework in early 2017, adopting a simplified formula to allocate resources based on economic status and educational vulnerability, which includes the size of the population at risk of not completing primary and lower secondary education.[68]

Implementation grants are structured to strengthen national focus on educational results. Under the GPE funding model introduced in 2015,[69] countries that apply for an implementation grant must have an education sector plan that meets quality standards. They must also demonstrate that they are budgeting, or moving toward budgeting, at least 20 percent of their public expenditure on education. Furthermore, countries must demonstrate that they have a recent sector analysis, and adequate education sector data or an adequate strategy to improve their data and reporting.

Thirty percent of implementation grant allocations are based on achievement of nationally selected targets in the areas of learning, equity and efficiency. This "payment by results" tranche in the implementation grants aims to support transformative national priorities identified during the sector planning process; it is reviewed under Indicator 24.

67 In addition, the partnership funds selected grant agents to develop the ESPIG through a program development grant of up to US$200,000, and in certain complex circumstances, up to US$400,000.

68 In the new framework, 67 developing countries, including 30 low-income countries, 19 vulnerable lower-middle-income countries (LMICs) and 18 small island and landlocked developing states are eligible for implementation grants. Vulnerable LMICs include countries with less than US$2,000 gross national income (GNI) per capita and a lower secondary completion rate (LSCR) below 90 percent or FCAC with less than US$3,000 GNI per capita and an LSCR below 90 percent.

69 GPE 2015c.

Size and Geographic Distribution of ESPIGs

ESPIGs accounted for 98 percent of all of the partnership's grant-related disbursements in FY2016. At the end of FY2016, 54 implementation grants were active in 49 developing country partners, with an overall value of US$2.23 billion. Twenty-nine (56 percent) of the 52 developing country partners receiving implementation grants in FY2016 were classified as low-income countries and 23 (44 percent) as lower-middle-income countries. Sub-Saharan Africa received the majority of implementation grants (72 percent), reaching 34 countries in that region. For more details on 2016 and cumulative ESPIG disbursements by country, please refer to Appendix D.

The Global Partnership for Education provided 127 implementation grants between 2003 and 2016, with a total allocation of nearly US$4.6 billion. The annual and aggregate values of implementation grants have grown since 2003, reaching an average annual disbursement of US$476 million in CY2014, CY2015 and CY2016.

A Focus on Countries Affected by Fragility and Conflict

The Global Partnership for Education has continued its focus on countries affected by fragility and conflict, and increasingly concentrates its ESPIG financing in such contexts. In 2016, 31 grants active in FCAC disbursed US$294.5 million in support—representing a total of 60 percent of all disbursements for the year. The disbursements to FCAC progressively grew from 44 percent of all grants in 2012 to 60 percent in 2016.

The partnership has two mechanisms to support flexible and rapid provision of resources when crisis strikes. In 2016, Chad used the partnership's accelerated financing mechanism, which allows countries to draw down on up to 20 percent of their GPE allocation to meet immediate needs. Burundi and Yemen used the partnership's Operational Framework for Effective Support in Fragile and Conflict-affected States to rapidly reprogram their grants to meet urgent service delivery needs due to crisis.

ESPIG Investments by Education Level

Partnership funding is primarily focused on improvements in pre-primary, primary and lower secondary education, but it also supports other education levels as part of its holistic approach to sector financing. Of 54 implementation grants active at the end of FY2016, a majority had a strong focus on primary education (52 grants), followed by secondary education (30 grants) and early childhood care and education (26 grants). Four ESPIGs supported adult education and training, while 12 included components at the postsecondary level.

ESPIG Investments by Theme

Teaching and Learning

All 54 implementation grants active at the end of FY2016 included significant investments in teaching and learning. Teacher training was the most common investment, present in 50 grants, closely followed by the supply of learning materials (46 grants) and the establishment of learning assessment and reporting systems (36 grants). Twenty-eight ESPIGs included components to support teacher recruitment, salaries and management—including through the provision of salaries and stipends for teachers in remote areas or in contexts affected by crisis.

Equity, Gender Equality and Inclusion

All 54 implementation grants in 2016 included components linked to equity and inclusion, including significant investments in classroom and school construction to increase educational availability (37 grants).

Equally important, 28 grants (over half) included targeted initiatives for gender equality, 18 targeted the needs of children with disabilities, and 14 included school-based health, nutrition or sanitation components.

Strengthening Systems

All 54 implementation grants included components focused on strengthening management capacity,

including at the school (36 grants) and regional or district levels (8 grants). A majority also included components for strengthening education management information systems (29 grants) and conducting research and policy development activities (36 grants).

Grant Performance Indicators

Six indicators are used to monitor the timeliness and effective implementation of the Global Partnership for Education's implementation grants.

Indicator 20 (EMIS and LARS): The partnership made progress from baseline on Indicator 20, which monitors the share of GPE grants including financing for education management information systems (EMISs) and learning assessment and reporting systems (LARSs). In total, 28 out of 54 implementation grants (52 percent) included support for education management information systems and learning assessment and reporting systems in FY2016, increasing by 14 percentage points from the 2015 baseline. Progress was also strong in countries affected by fragility and conflict, where 41 percent of active implementation grants at the end of FY2016 included EMIS and LARS components.

Indicator 21 (delivery of textbooks): Baseline data collected for Indicator 21 show that on average, across the 13 active ESPIGs with reported data on planned numbers available, 74 percent of textbooks planned—29,702,977 in total—were purchased and delivered. Performance on Indicators 21 through 23 varied substantially by country, suggesting the need for the partnership to better identify and share effective practices for improving the timely delivery of education inputs and services.

Indicator 22 (training of teachers): A total of 238,541 teachers were trained, which means that, on average, 86 percent of teachers planned to be trained, were trained across 30 implementation grants with reported data.

Indicator 23 (classrooms) had weaker performance. On average only 65 percent of all planned components for classroom construction and rehabilitation were delivered across 25 ESPIGS with reported data. Overall, the partnership supported the construction or rehabilitation of 3,554 classrooms in 2016.

Indicator 24 (identification and achievement of results based targets): This indicator assesses the proportion of GPE program grant applications approved from 2015 onward that (a) identify, and then (b) achieve, nationally selected and transformative performance targets in the areas of equity, efficiency and learning. In 2016 the GPE milestones for Indicator 24 were met for the five countries with grants approved in FY2015 and FY2016. Among these five approved grants, all selected one or more targets related to each of equity, efficiency and learning. One grant recipient—Mozambique—successfully met an initial milestone under its learning indicator. The partnership is continuing to monitor its results-based financing tranche, and it supports the selection of targets derived from national sector plans and their identified priorities. Initial experience suggests that selection of indicators has played a role in strengthening the focus of governments and their partners on key results in the sector.

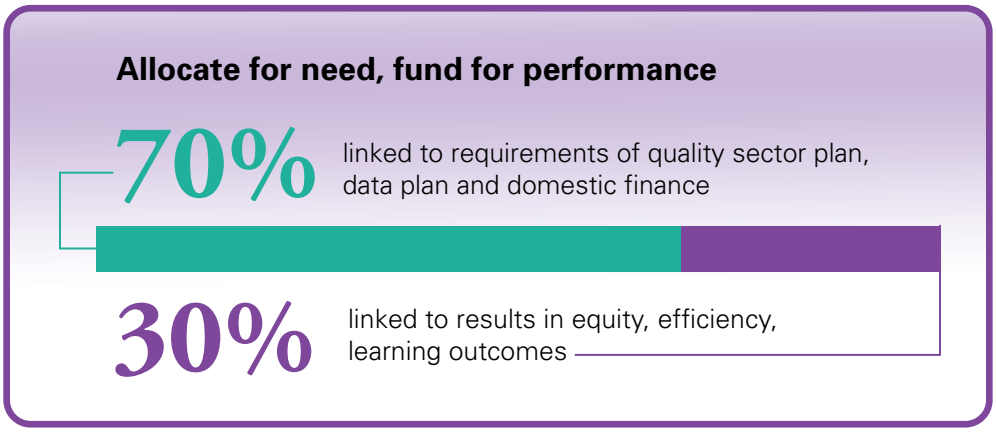
Indicator 25 (GPE grants on track with implementation): Of the grants active at the 2016 baseline, 20 percent (11 grants) were delayed in their implementation, while an additional 52 percent were slightly behind in their implementation. This was an increase over 2015, when 16 percent of grants were delayed. Seven of 11 delayed grants were in countries affected by fragility or conflict.

The partnership will continue to strengthen quality assurance mechanisms to ensure stronger and more realistic planning for implementation, as well as the timely delivery of planned activities.

Introduction

The Global Partnership for Education's grants provide support to partner countries to develop and implement sound national education sector plans. Among these grants that are available to countries with the greatest educational needs, GPE's largest grant window funds country-level implementation of national education sector plans up to a maximum of

FIGURE 7.1. The Partnership's Results-Based Funding Model



Source: GPE Secretariat.

US$100 million per country, with allocations based on economic and educational need. The partnership also provides a small program development grant (PDG) of US$200,000 (up to US$400,000 in complex circumstances) to support preparation of ESPIG applications.[70]

To be eligible for these grants, developing countries must have a quality education sector plan, demonstrate their commitment to reaching or maintaining domestic public expenditures of 20 percent on education, and have necessary data or a strategy for improving data. The partnership's unique funding model offers 30 percent of implementation grant allocations as payment for the achievement of nationally selected targets in the areas of learning, equity and efficiency (Figure 7.1).

Overview of the Partnership's Country-Level Implementation Grants

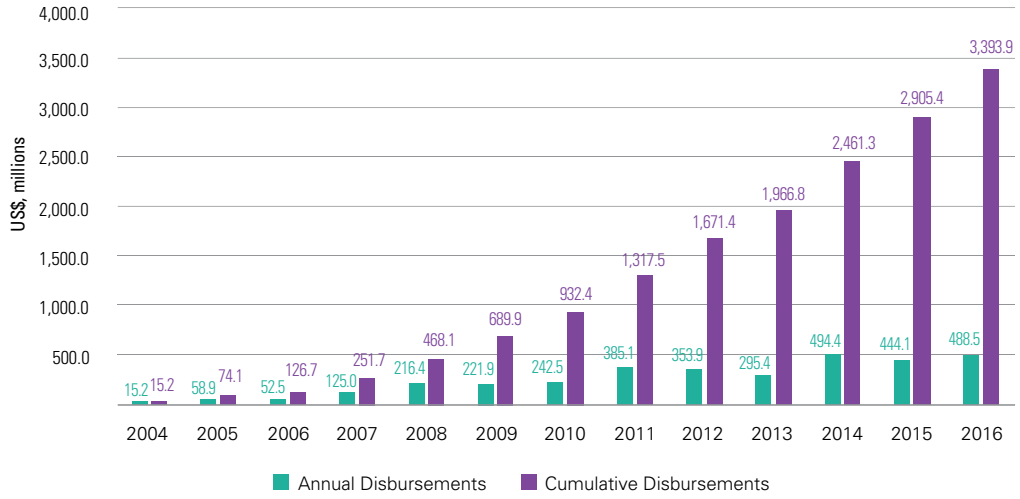
As can be seen in Figure 7.2, annual GPE implementation grant disbursements have grown from US$15.2 million in 2004 to US$488.5 million in 2016, with cumulative disbursements reaching US$3,393.9 million. Between 2003 and the end of 2016, the partnership provided 127 implementation grants, with a total allocation of nearly US$4,600 million. Fifty-eight implementation grants totaling US$2.38 billion were provided between 2012 and 2016. For a total cumulative allocations and disbursements made by country, as of the end of 2016, see Appendix E.

At the end of FY2016, 54 implementation grants were active in 49 GPE developing country partners, with an overall value of US$2.23 billion. Five grants became active during the year (Bangladesh, Guinea, Mozambique, Nepal and Rwanda) and four new ESPIGs were also approved (Chad, using an accelerated funding mechanism; the Democratic Republic of Congo; Malawi; and the Organisation of Eastern Caribbean States).[71] Furthermore, five implementation grants were closed (Burundi, Haiti,[72] Papua New Guinea, Timor-Leste and Vietnam). Thus at the end of FY2016 the portfolio included a total of 54 active ESPIGs (including 31 ESPIGs in countries affected by fragility or conflict) and four pending grants. For more details on ESPIGs active and closed in FY2016, please refer to Table 7.1.

Approximately 33 percent of all implementation grants during FY2016 (65 percent by grant amount

70 PDGs were active in 11 countries in FY2016. The partnership allocated US$7.1 million to 37 PDGs between their inception and the end of FY2016 (see Appendix G and GPE 2017a for further details).
71 Changes to Burundi's implementation grant including a new allocation with UNICEF as the grant agent is not considered a new grant.
72 Out of two ESPIGs in Haiti, one grant in the amount of US$22 million closed in October 2015; the other in the amount of US$24.1 million is active through the end of FY2017.

FIGURE 7.2. Program Implementation Grant Annual and Cumulative Disbursements, as of December 2016



Source: GPE Secretariat.

TABLE 7.1. ESPIG Distribution by Region, FY2016

Region	Number of ESPIGs			Total Amount Approved	Cumulative Disbursement, as of June 30, 2016	
	Total	FCAC	Non-FCAC	US$, millions	US$, millions	%
Active as of June 30, 2016						
Sub-Saharan Africa	39	25	14	1,665.5	837.7	50.3
South Asia	5	4	1	315.0	121.3	38.5
Europe and Central Asia	3	0	3	78.8	38.2	48.4
East Asia and Pacific	2	0	2	55.3	28.6	51.8
Latin America and the Caribbean	3	1	2	42.5	34.5	81.1
Middle East and North Africa	2	1	1	76.4	7.3	9.6
Total	**54**	**31**	**23**	**2,233.5**	**1,067.6**	**47.8**
Closed as of June 30, 2016						
Sub-Saharan Africa	1	1	0	32.8	32.8	100.0
East Asia and Pacific	3	1	2	106.3	106.3	100.0
Latin America and the Caribbean	1	1	0	22.0	22.0	100.0
Total	**5**	**3**	**2**	**161.1**	**161.1**	**100.0**

Source: GPE Secretariat.

value) were large grants (defined as grants of more than US$50 million). In FY2016 there were 18 active large grants, which when combined were worth US$1.45 billion in commitments.

Each GPE implementation grant is managed by a grant agent. The World Bank continued to manage the largest share of such GPE grants in FY2016—with the responsibility for 35 active or pending grants in FY2016, equivalent to 76 percent of the total value of the implementation grant portfolio. UNICEF was the grant agent for 13 grants, primarily in countries affected by fragility and conflict, while two grants were managed by DFID (United Kingdom), two by Sida (Sweden), one by UNESCO and one by AFD (France). The total amount of agency fees, supervision allocations, and direct program management and administration costs of the grant agents for the same period amounted to US$207 million, or 8 percent of the total approved grant allocations for the same period.

Size and Geographic Distribution of ESPIG Grants

In FY2016, the majority of active implementation grants were destined for developing country partners in Sub-Saharan Africa: Thirty-nine out of 54 (72 percent) at the end of FY2016 were implemented across 34 countries in that region (Table 7.1). Of the 39 ESPIGs under implementation in Sub-Saharan Africa, 25 (64 percent) were in countries affected by fragility and conflict. The 39 Sub-Saharan ESPIGs totaled approximately US$1.66 billion in cumulative approvals and approximately US$838 million in cumulative disbursements.

The three Asian regions (East Asia and Pacific, Europe and Central Asia, and South Asia) had 10 active grants, constituting US$449.1 million in approvals and US$188.1 million in cumulative disbursement. There were also three active grants in the Latin America and Caribbean region and two grants in the Middle East and North Africa region. The distribution of active ESPIGs among different global regions in FY2016 (Appendix H) has remained somewhat consistent with that of the previous fiscal year.

Twenty-nine (56 percent) of the 52 GPE developing country partners receiving implementation grants in FY2016 were classified as low-income countries[73] and 23 (44 percent) as lower-middle-income countries (lower-middle-income countries with a per capita GNI below US$2,560 and a primary completion rate below 85 percent are eligible to receive GPE grants). These figures have remained relatively unchanged, compared with 56 percent and 44 percent, respectively, in FY2015. Of the 28 countries affected by fragility and conflict in FY2016, 22 (79 percent) were low-income countries. This constitutes an increase, since the corresponding figure in FY2015 was 74 percent.

In FY2016, 10 implementation grants (across 13 developing country partners) were in small island and landlocked developing states, a number that is expected to rise during FY2017. Smaller states face unique educational challenges. The partnership is exploring regional grant making as one approach to meeting the needs of these countries (Box 7.1).

BOX 7.1. Taking a Regional Approach in the Caribbean

In FY2016 the Global Partnership for Education approved its first-ever regional implementation grant. A group of Caribbean states worked together to apply for a regional grant based on the education strategy of the Organisation of Eastern Caribbean States. As a result, Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines are all implementing a single program funded by the partnership.

By applying as a regional entity, transaction costs were kept to a minimum. There is a regional education sector plan, and each state has developed its own national education sector plan.

73 The World Bank Country and Lending Groups by income.

A Focus on Countries Affected by Conflict and Fragility

GPE 2020 continues the partnership's strong commitment to supporting education in countries affected by fragility, crisis and conflict. Between 2012 and 2016 disbursements in these contexts grew from 44 percent to 60 percent, as seen in Table 7.2.

Thirty-one out of 54 implementation grants active at the end of FY2016 (57 percent) were in countries affected by fragility and conflict,[74] compared with 31 out of 53 at the end of FY2015 (58 percent). GPE implementation grant support to countries affected by fragility and conflict in FY2016 accounted for half of the 10 countries with the highest grant allocations across the ESPIG portfolio.

The Global Partnership for Education's unique approach allows it to support the preparedness for emergencies and for inclusion of displaced populations during the sector planning process, and two mechanisms under the partnership's implementation grant window support flexible and rapid provision of resources when crisis strikes. First, countries with an existing GPE allocation can draw down on up to 20 percent of it rapidly through an **accelerated grant process**, such as the one accessed by Chad (Box 7.2).

Second, when an implementation grant is in place, countries can request to have this grant quickly reprogrammed to meet urgent service delivery needs.

In FY2016 the partnership provided financing and supported coordination among development and humanitarian actors in over 10 countries, including those faced with conflict, health emergencies such as the Ebola outbreak and natural disasters. These countries included Burkina Faso, Burundi, the Central African Republic, Chad, the Democratic Republic of Congo, Guinea, Liberia, Nepal, Sierra Leone, Somalia, South Sudan and Yemen.

Among the 28 countries with active implementation grants during FY2016 affected by fragility and conflict, the partnership supported eight countries facing political crisis and/or large-scale violence (Burkina Faso, Burundi, the Central African Republic, Chad, the Democratic Republic of Congo, Somalia, South Sudan and Yemen). Nepal continued to experience the aftermath of devastating earthquakes in 2015, and in FY2016 the Ebola crisis had still left an enduring mark on the education systems of three developing country partners: Guinea, Liberia and Sierra Leone.

Chad used the partnership's accelerated financing mechanism in FY2016 (Box 7.2), while Burundi and

TABLE 7.2. Annual Disbursements to Countries Affected by Fragility and Conflict, 2012–2016

Year	ESPIG Grants (N)	FCAC Disbursements (US$)	Total Disbursements (US$)	FCAC of Total Disbursements (%)
2012	46	156,204,614	353,913,187	44
2013	65	127,617,571	295,409,191	43
2014	69	233,451,481	494,434,373	47
2015	64	256,981,948	444,103,242	58
2016	61	294,479,660	488,501,094	60

Source: GPE Secretariat.

74 The GPE list of countries affected by fragility and conflict is based on the World Bank's Harmonized List of Fragile Situations FY2016 and the UNESCO *Education for All Global Monitoring Report 2015* (UNESCO 2015b) list of conflict-affected states. The Global Partnership for Education's list of countries affected by fragility and conflict for 2016 is included in Appendix C.

BOX 7.2. Supporting Education for Displaced Children in Chad

The humanitarian crisis in the Lake Chad region involves large numbers of refugees and returnees fleeing violence in northeastern Nigeria. This crisis is exacerbated by declining oil prices, which challenge the government's ability to meet spending targets in education.

Using GPE support, Chad set a strong example for GPE partner countries by becoming the first GPE partner to include refugees in its transitional education plan in 2013. GPE subsequently provided Chad with two grants to implement the TEP (US$7.06 million and US$40.14 million for the period 2013–2016.) GPE is supporting Chad's development of an education sector plan for the period 2017 to 2026.

Under GPE's accelerated funding mechanism, Chad submitted a proposal to utilize US$6.96 million of its GPE allocation as accelerated funding in January 2016. Funds were disbursed by February. The government's approach has been to shore up the school system in the most troubled areas so that affected populations will not feel abandoned in the context of severe national spending cuts. This has included payment of subsidies for community school teachers, school feeding, micronutrients, dignity kits for girls, support for civic education, classroom construction, latrines and water supply.

Yemen reprogrammed their grants to adapt to situations of political crisis or conflict.

GPE Implementation Grant Portfolio, by Education Subsector and Theme

Using as its baseline all active implementation grants at the end of FY2016, the Global Partnership for Education piloted a coding exercise to provide insight into the distribution of grant components that target GPE 2020 strategic goals and objectives. The coding exercise analyzed the grant proposal documents for the 54 implementation grants active at the end of FY2016. It examined the distribution of components by educational level in the portfolio as well as the distribution of specific activities linked to equity, learning and effective and efficient systems—the three strategic goals in GPE 2020.[75] Table 7.3 illustrates the activity categories used for the coding exercise.

This systematic coding exercise is a significant step toward understanding how the partnership's grants support its strategic goals, providing a starting point for further analysis of how effectively GPE funds are being used to ensure improvements in learning and equity. This will be a focus for thematic and country-level evaluations to be implemented within the framework of the partnership's *Monitoring and Evaluation Strategy*.

ESPIG Investments by Education Level

GPE implementation grants are primarily focused on pre-primary, primary and lower secondary education, as well as access to second-chance learning opportunities. Where countries are well advanced in providing basic education, the grants can also provide funding for upper secondary education and early childhood education (ages 0–3).[76]

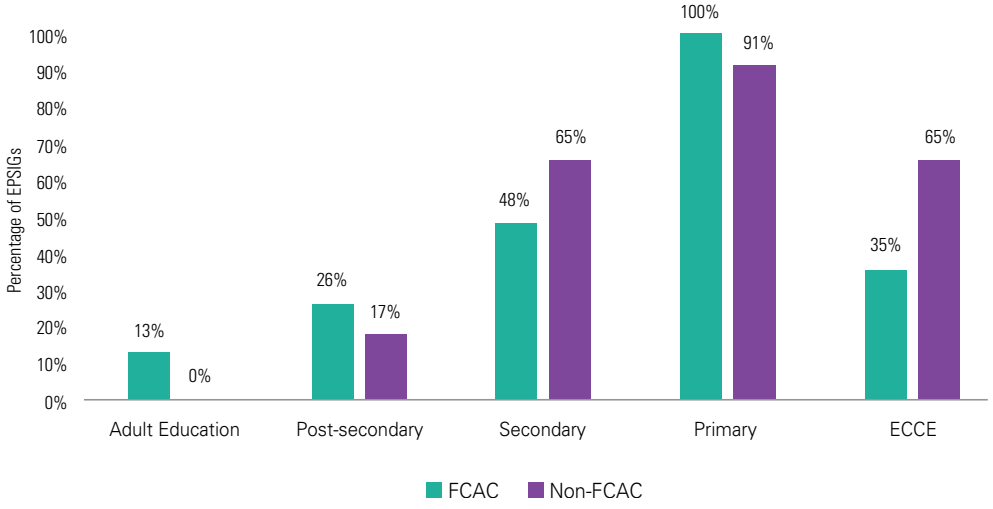
75 The coding exercise used an iterative process of coding. Types of activities were assigned to categories that were developed building on OECD/DAC definitions and the coding schema used by the World Bank when it acts as a GPE grant agent. Activity codes were then linked to the partnership's strategic goals. Further information about the coding methodology can be found in GPE 2017a. The coding methodology will be further refined in 2017. It should be noted that grants offered as sector budget support do not permit activity-level coding.

76 Education levels used for this coding exercise are based on the *International Standard Classification of Education 2011* (UIS 2012b) and include ECCE (ECED and pre-primary), primary, secondary (combining lower and upper secondary), and postsecondary, adult education and training. Postsecondary non-tertiary education and college and university were combined during the coding process because of the small number of such cases identified during this exercise. Additionally, due to the cases where project documents listed secondary education without further specification, the Secretariat also included a category for secondary (level unspecified).

TABLE 7.3. Thematic Categories Coded under GPE 2020 Strategic Goals

GPE 2020 Strategic Goals	Category of Activities	Total Number of ESPIGs with Component	Of Which Number ESPIGs in FCACs with Component
Learning	Teacher training	27	23
	Teacher recruitment, salaries and incentives/teacher management	17	11
	Learning assessment system	17	19
	Development and revision, printing and supply of teaching and learning materials and supply of equipment—learning materials	26	20
	Use of information and communication technology (ICT)	5	5
Equity	Construction/rehabilitation/expansion of classrooms and schools	23	14
	Cash transfers/other targeted incentives to students or families	5	2
	Gender equality	17	11
	Inclusive education, including community based interventions (for all children)	7	7
	Access to education for out-of-school children	9	8
	Adult learning	3	1
	Nutrition/health programs including water and sanitation	14	8
	Nonformal education and second-chance learning	7	2
	Children with disabilities (special needs)	9	9
Systems	Management capacity building	31	23
	Education management information system (EMIS)	19	10
	Communications/advocacy	15	10
	Education sector policy, planning and research	18	18

FIGURE 7.3. Proportion of ESPIGs with Components at Education Levels



Source: GPE Secretariat.
Note: N = 31 FCAC, 23 non-FCAC.

As illustrated in Figure 7.3, a majority of implementation grants (52) include primary education components; secondary education (30 grants) and pre-primary education (26) appeared with somewhat smaller frequency (see the example of Moldova in Box 7.3). A small but growing number of implementation grants support education at other levels. Four grants supported adult education and training (Eritrea, Nepal, Rwanda and Yemen), while 12 included postsecondary education activities aligned to their sector strategies.

Only two ESPIGs (Nicaragua and Uzbekistan) did not have components coded at the primary level. These two countries displayed high rates of primary completion; therefore, they selected pre-primary and secondary levels as the focus for their GPE financing.

Table 7.4 shows which countries included subsectoral components at each education level in their ESPIG. (Note that categorization by education level was not mutually exclusive).

ESPIG Investments by Theme

Teaching and Learning

GPE 2020 Strategic Goal 1 is "*improved and more equitable learning outcomes through quality teaching and learning.*" As illustrated in Table 7.5, all 54 ESPIGs had at least one or more investment in an activity to support the quality of teaching and learning.

Teacher training was the most common activity, appearing in 50 grants. A majority of grants also included components to improve the supply learning materials (46 ESPIGs), and the establishment of learning assessment systems (36 ESPIGs). Twenty-eight ESPIGs supported teacher recruitment, salaries and management systems, including through the provision of stipends and salaries for teachers in remote areas or contexts affected by crisis.

Equity, Gender Equality and Inclusion

All 54 implementation grants active at the end of FY2016 had one or more investments in components that support GPE 2020 Strategic Goal 2: Increased equity, gender equality and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity and conflict or fragility.

As illustrated in Table 7.5, a majority of GPE implementation grants built schools and classrooms to promote more equitable access to education (particularly in countries affected by fragility and conflict, where

BOX 7.3. Moldova: Coordinated and Multi-Sector Approaches to ECCE

After independence in 1991, Moldova suffered a decade-long economic decline that led to the closure of many kindergartens, especially in rural communities. The gross pre-primary enrollment ratio decreased significantly from 72 percent in 1990 to 48 percent in 2001. Moldova joined the Global Partnership for Education in 2005, and two GPE implementation grants totaling US$13 million were dedicated exclusively to revitalizing and expanding access to quality pre-primary education as part of its broader education sector plan.

Implemented by the Ministry of Education in partnership with UNICEF and the World Bank, the GPE-funded programs supported access to pre-primary education for more than 10,000 children through the renovation of kindergartens and endowment of preschool facilities, including rehabilitation centers for children with disabilities, with furniture, books and teaching materials.

Since Moldova joined the partnership, enrollment in pre-primary education increased from 66 percent in 2005 to 84 percent in 2014. A key feature of the projects was the development and nationwide use of policy documents and associated guides, including a new child-centered curriculum; early learning development standards for children and professional standards for educators; a system-wide professional development and mentoring program for preschool teachers; the provision of modern teaching and learning materials; and a new assessment tool to measure children's school readiness.

The GPE process in Moldova has improved coordination among donors, broadened policy dialogue among stakeholders, strengthened project implementation capacity and mobilized the support of local communities—clearly benefiting the entire education system. Moldova is a regional leader in ECCE revitalization and has become an international case study in good practice. Most important, its youngest children are enjoying transformational early childhood education that will help them thrive.

TABLE 7.4. Countries/Federal States with ECCE, Secondary, Adult Education and Training and Postsecondary Components in ESPIGs, as of June 30, 2016

	Early Childhood Care and Education	Secondary	Adult Education and Training	Postsecondary
FCAC	Eritrea; Gambia, The; Haiti; Liberia; Nepal;* Nigeria; Pakistan (Balochistan); Rwanda; Sierra Leone; Uganda; Yemen	Côte d'Ivoire; Eritrea; Ethiopia;* Gambia, The; Liberia; Mali; Nepal; Nigeria; Pakistan (Balochistan); Pakistan (Sindh); Rwanda; Somalia (Central South); Somalia (Somaliland); Sudan; Yemen	Eritrea, Nepal,* Rwanda,* Yemen	Ethiopia,* Mali, Nepal,* Pakistan (Baluchistan), Pakistan (Sindh), Rwanda,* Somalia (Somaliland), Yemen
Non-FCAC	Bangladesh,* Burkina Faso,* Cambodia, Cameroon, Djibouti, Guinea, Guyana, Kyrgyz Republic, Lao PDR, Mozambique,* Nicaragua, Tajikistan, Tanzania (mainland), Tanzania (Zanzibar), Uzbekistan	Benin, Burkina Faso,* Cambodia, Cameroon, Guinea, Mauritania, Mozambique,* Nicaragua, Niger, Senegal, Sierra Leone, Tajikistan, Tanzania (Zanzibar), Uzbekistan, Zambia*	n/a	Nicaragua, Tajikistan, Zambia*, Zanzibar

Note: N = 54 ESPIGs; n/a = not applicable.

* This country uses a *sector-pooled* modality. For this grant, attribution of investments by sub-sector cannot be made.

needs are highest). More than half (28) also supported gender equity, including investments in policy development, social mobilization campaigns, support to mothers groups, gender sensitivity training for educators, provision of awards, uniforms and menstrual supplies, and the hiring and training of female teachers and administrators (Box 7.4).

BOX 7.4. ESPIGs Support Gender Equality

The Global Partnership for Education supports gender equality in many ways, including by improving the availability and quality of schooling. The partnership also provides targeted investments to support gender equality in 28 of the 54 ESPIGs active at the end of FY2016. Below are some illustrative examples:

Afghanistan: The ESPIG plans strengthen girls' education, through development and implementation of a countrywide communications strategy. Social mobilizers will play a key role in this activity.

Benin: The grant financed packages consisting of school supplies and school uniforms for all girls in grades 1 and 2 in deprived districts, approximately 91,000 students per year.

Cameroon: The ESPIG supports gender sensitization communications campaigning (for example, awareness raising about violence against girls and women).

Ghana, Lao PDR and Tanzania-Zanzibar: ESPIGs in these countries focused more broadly on supporting gender equality. For instance, the ESPIG for Ghana referred to a gender-sensitive learning environment as a part of child-friendly schooling. The ESPIG for Lao PDR supported the Inclusive Education Center on gender issues related to education. The ESPIG for Tanzania-Zanzibar provided support to school counselors so that they can better support children with gender-specific issues; this ESPIG also has an activity with a specific focus on girls' education.

Mali: The ESPIG aimed to increase access and retention of children and improve the learning environment, especially for girls living in areas of food insecurity and vulnerable children of school age living in areas with high concentrations of displaced children, through provision of food and health services and teaching-learning materials in schools.

Mauritania: The grant supports the organization of awareness-raising sensitization campaigns to promote girls' schooling with the support of NGOs or other partners. The ESPIG also supported girls' graduation ceremonies; distribution of nonmonetary awards; awareness training for teachers, inspectors and school directors in rural colleges on girls' rights to education; and the distribution of pedagogical kits to girls enrolled in the *collèges de proximité* to offset the financial burden to parents.

Nigeria, Somalia (Somaliland) and Yemen: ESPIGs support the recruitment and/or training of female teachers for leadership positions.

Togo: The ESPIG planned to finance communications and awareness campaigns; uniforms for all girl students (approximately 56,500); and sanitary kits for all girls in grades 5 and 6 to encourage them to attend and stay in school and reduce the opportunity cost of schooling for the families.

A growing proportion of GPE grants also included components that targeted children with special needs (18), or supported broader inclusive education activities. Supported activities include the development of inclusive education strategies, mapping exercises to better understand the distribution of diverse needs, the provision of inclusive education training to teachers, enrollment campaigns, screening programs and the provision of learning aids and support (Box 7.5).

Many implementation grants (22) also included health, nutrition and sanitation components.

Management Capacity and System Strengthening Components in the Implementation Grant

GPE Strategic Goal 3, which focuses on improving the effectiveness and efficiency of education systems and their capacity to deliver quality equitable education services, was addressed through a variety of investments in all 54 ESPIGs.

As illustrated in Table 7.5, all implementation grants active at the end of FY2016 had components focused on building education management capacity. Thirty-six of those implementation grants included capacity development activities at the school level, while 28 included regional- or district-level management capacity components.

A majority of the ESPIGs also included investments in education sector management information systems (29 ESPIGs) and in research and policy development (36). For example, in Kenya the ESPIG financed the infrastructure, advisory services, technical assistance and capacity building to support the collection, processing and use of education data for policy formulation, planning, budgeting and decision making. In the Central African Republic the ESPIG invested in creating a database of community teachers so that the results of the census of practicing community teachers can be used to help determine the criteria and procedures for the award of subsidies.

Grant Performance Indicators

The Global Partnership for Education monitors the ongoing performance of its implementation grants using Indicators 20 through 25 of the GPE 2020 results framework. These indicators are linked to results in five main areas:

- Grant financing is used to support national monitoring of outcomes (including of learning).
- Grant financing is used to improve teaching and learning.

BOX 7.5. Four GPE Grants Support Inclusive Education for Children with Disabilities

Eighteen GPE grants provided targeted support for the inclusive education of children with disabilities. Illustrative examples include the following.

In Cambodia, the GPE grant of $38.5 million has supported the formulation of the plan for Children with Disabilities which will focus on teacher training on disability screening (vision and hearing); deployment of teachers to gather data on disability and inclusive education training for teachers and principals; textbooks in braille and sign language training.

In Nepal, one component of the GPE grant of $59.3 million is supporting the Ministry of Education to implement their Equity Strategy, which will identify all out-of-school children, allocate funds for braille textbooks and investments in accessible school construction.

In Zanzibar, a grant of US$5.2 million from GPE has supported the purchase and distribution of teaching and learning materials and provision of special needs equipment, including braille machines.

- Grant financing is used to improve equity and access.
- The results-based funding model is implemented effectively.
- The implementation of GPE grants is on track.

Information to assess and analyze progress toward these five results is generated based on indicator data collected using the *ESPIG Annual Implementation Status Reporting Template,* which was designed to support the development of aggregated grant information at the portfolio/corporate level. Most grant agents also provide additional detailed reporting on a grant-by-grant basis, through their respective standard reporting procedures.

Indicator 20: *Proportion of implementation grants supporting EMIS/learning assessment systems*

Indicator 20 tracks implementation grant support to the development or improvement of education management information systems or learning assessment systems at the country level. The results framework has set a target of at least 60 percent of ESPIGs (51 percent in countries affected by fragility and conflict) supporting an EMIS and/or LARS by 2020.

Data collected in FY2015 and FY2016 indicate that strong progress is being made toward the partnership's 2018 milestone of 50 percent of all grants including EMIS and/or LARS components. In FY2016, 28 out of 54 active implementation grants supported EMIS or LARS components (52 percent). This was an increase of 14 percentage points compared to FY2015. Twelve out of 29 ESPIGs in countries affected by fragility and conflict included these components in FY2016, or 41 percent, compared with 34 percent in FY2015 (Table 7.5).

The financial support to improving education sector outcomes and learning assessment monitoring has the potential to improve dramatically by 2020 as countries respond to the partnership's new data requirements, including a 2017 requirement that countries with underfinanced data strategies shall use GPE funding for this purpose. More than 45 ESPIG program documents now include plans to support an EMIS or LARS, many of which have yet to reach the implementation stage.

TABLE 7.5. Number of ESPIGs Supporting EMIS/LARS in FY2016

	EMIS	LARS	EMIS and/or LARS
Overall	20	19	28
FCAC	8	8	12

Source: GPE Secretariat.

Indicator 21: *Proportion of textbooks purchased and distributed through GPE implementation grants, out of the total planned by GPE implementation grants*

Textbooks are an important element in instruction and their production is often expensive. They are especially relevant to improving learning outcomes in low-income countries with large class sizes, a high proportion of unqualified teachers or a shortage of instructional time.[77] Indicator 21 tracks the average proportion, across implementation grants, of school textbooks that were purchased and distributed out of the total planned. The GPE 2020 target is to improve the purchase and distribution of textbooks to 90 percent, on average, of the planned amounts within its implementation grants, both overall and in countries affected by fragility and conflict.

In FY2016, data were available for 13 implementation grants (including seven in countries affected by fragility and conflict) (Table 7.6). On average 74 percent of the planned textbooks were purchased and distributed that year. Of note, four countries met or exceeded planned amounts: Cameroon, Comoros, the Democratic Republic of Congo and Eritrea. Among implementation grants in countries affected by fragility and conflict, on average 71 percent of the planned number of textbooks were purchased and distributed.

77 GPE 2017g.

TABLE 7.6. Textbook Purchase and Distribution through ESPIGs in FY2016

	Planned Purchase and Distribution (N)	Actual Purchase and Distribution (N)	Average Proportion Achieved across ESPIGs (%)
Overall (N = 13 ESPIGs)	36,026,753	29,702,977	74
FCAC (N = 7 ESPIGs)	20,226,873	22,285,414	71

Source: GPE Secretariat.

Note: For this indicator, data from grant agents' program documents are used to obtain grant targets and actual achievement is obtained from annual status reports. To be included in the computation of the indicator value, both the target and the value achieved for an ESPIG in the reference financial year must be available. In cases where either a target was not set for the reference year or status report documents do not provide data on actual achievement for the reference year, the ESPIG is not included in the calculation for this indicator.

Implementation delays were cited as the key reason for not completing the planned textbook purchase and distribution. For example, cumbersome procurement processes were noted as reasons for delays in Sierra Leone. In Guinea, a delay in implementation during the previous reporting period due to Ebola was cited as one of the reasons that contributed to not meeting the grant's targets for FY2016.

In cases where the textbook purchase and distribution was higher than originally planned, the explanation provided by grant agents included (1) lower than anticipated cost of printing and binding that contributed to printing and distributing more books than anticipated, as in Sudan; (2) reliance on outdated EMIS data that contributed to lower target setting; and (3) topping up ESPIGs with additional resources to printing textbooks in more subjects that envisioned, as was the case in the Democratic Republic of Congo.

Indicator 22: *Proportion of teachers trained through GPE grants, out of the total planned by GPE grants*

Indicator 22 tracks the number of teachers who completed formal training through ESPIGs during the reporting period, out of the total number of teachers planned to be trained through the ESPIGs for the time frame. Data was available for 30 implementation grants in FY2016, including 17 in FCAC. Across ESPIGs on average 86 percent (83 percent in FCAC) of the planned targets for the number of trained teachers were achieved (Table 7.7).

Close to a quarter million teachers were trained in FY2016. This included 11 ESPIGs (Cambodia, the

TABLE 7.7. Teachers Trained through ESPIGs in FY2016

	Planned Number Trained	Actual Number Trained	Average Proportion Achieved across ESPIGs (%)
Overall (N = 30 ESPIGs)	199,960	238,541	86
FCAC (N = 17 ESPIGs)	119,877	147,528	83

Source: GPE Secretariat.

Note: For this indicator, data from grant agents' program documents are used to obtain grant targets and actual achievement is obtained from annual status reports. To be included in the computation of the indicator value, both the target and the value achieved for an ESPIG in the reference financial year must be available. In cases where either a target was not set for the reference year or status report documents do not provide data on actual achievement for the reference year, the ESPIG is not included in the calculation for this indicator.

Central African Republic, the Democratic Republic of Congo, Ghana, Madagascar, Mali, Nicaragua, Niger, Senegal, Somalia [Somaliland] and Uganda) that either met or exceeded their planned annual targets. By 2020 the Global Partnership for Education expects that the proportion for teachers trained, on average across implementation grants, will be at least 90 percent of the planned targets for the year in developing country partners overall, and at least 80 percent in countries affected by fragility and conflict.

In several countries (Cambodia, Côte d'Ivoire, The Gambia, Ghana and Vietnam), the reason for training more teachers than predicted was due to higher teacher enrollment, especially for in-service training, than was anticipated. In some countries, like Madagascar, a higher number of teachers were trained with top-up funds provided by the national government. In the Democratic Republic of Congo outdated EMIS data made accuracy in planning expected numbers difficult, and contributed to setting low targets for the year compared to what was actually achieved.

Indicator 23: *Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants*

Ensuring equity and access in the provision of basic education requires the availability of quality educational facilities, which is why GPE implementation grants invest in the building and rehabilitation of classrooms. School facilities (for example, equipment, classroom facilities, furniture, instructional materials, laboratory materials and so on) are essential for effective teaching and learning processes, and their absence can have a negative impact on teacher and student motivation.

Indicator 23 tracks the proportion of classrooms that were built and/or rehabilitated through implementation grants in each fiscal year, out of the total number of classrooms planned for that year. By 2020 the partnership aims to reach a target of 80 percent of annually planned building and rehabilitation of schools completed (70 percent in countries affected by fragility and conflict).

In FY2016 data were available for 25 implementation grants (including 17 in countries affected by fragility and conflict). On average, 65 percent of planned classrooms were built or rehabilitated across active grants through these activities; in countries affected by fragility and conflict, the average completion rate was higher, at 71 percent (Table 7.8). These data suggest that, while countries affected by fragility or conflict have already met (and slightly exceeded) the 2020 target in FY2016, further work is needed across all developing country partners overall to reach the end target.

Reasons cited for low rates of completion for Indicator 23 were mainly related to slow bidding and procurement processes to third-party contractors (Cambodia, Côte d'Ivoire, Djibouti, the Democratic Republic of Congo, Guinea, Guinea-Bissau, Nicaragua, Tajikistan and Sierra Leone). However, grants in

TABLE 7.8. Classrooms Built and Rehabilitated through ESPIGs in FY2016

	Planned Number Built and Rehabilitated	Actual Number Built and Rehabilitated	Average Proportion Achieved across ESPIGs (%)
Overall (N = 25 ESPIGs)	5,396	3,554	65
FCAC (N = 17 ESPIGs)	3,395	2,587	71

Source: GPE Secretariat.

Note: For this indicator, data from grant agents' program documents are used to obtain grant targets and actual achievement is obtained from annual status reports. To be included in the computation of the indicator value, both the target and the value achieved for an ESPIG in the reference financial year must be available. In cases where either a target was not set for the reference year or status report documents do not provide data on actual achievement for the reference year, the ESPIG is not included in the calculation for this indicator.

eight countries (Benin, Chad, Côte d'Ivoire, The Gambia, Liberia, Madagascar, Mali and Senegal) either met or exceeded their estimated grant targets for FY2016.

Indicator 24: *Proportion of GPE program grant applications approved from 2015 onward: (a) identifying targets in funding model performance indicators on equity, efficiency and learning; (b) achieving targets in funding model performance indicators on equity, efficiency and learning*

GPE 2020's Strategic Objective 3 includes a commitment to the effective implementation of the results-based funding (RBF) tranche of GPE implementation grants. This results-based tranche was introduced by the partnership in 2014 to leverage country-driven progress on improved equity, efficiency and learning.

Indicator 24 tracks the extent to which developing country partners (a) decide to use the GPE results-based funding approach for their implementation grants; and (b) successfully meet their own assigned targets for equity, efficiency and learning. The Global Partnership for Education has set as its target for 2020 that 95 percent of all grant applications will use the RBF approach (90 percent in countries affected by fragility and conflict). It is also projected that 90 percent of countries will achieve outcomes established in their selected learning, equity and efficiency indicators.[78]

In 2016 the targets for Indicator 24 were met for the five countries with grants approved under the funding model during FY2015 and FY2016.[79] One regional application approved during this period was exempted from using the variable tranche. Among the five approved grants with a variable tranche, one (Mozambique) successfully met an initial milestone under its learning indicator.

- In FY2015 three implementation grant applications with results-based targets were approved (Mozambique, Nepal and Rwanda). In total, these three applications were approved for US$142.2 million, of which US$42.8 million is associated with the variable part. Targets or milestones were set for FY2016 (in the case of Mozambique), or beyond.

- In FY2016 two additional implementation grants with results-based targets were approved (the Democratic Republic of Congo and Malawi), with a combined value of US$144.9 million, of which US$43.5 million is associated with the variable part.

- In FY2016 Mozambique met its first milestone for the learning indicator it had selected for its variable part. Precisely, the related indicator for Mozambique tracks the "number of teachers that have participated in the new in-service training program that focuses on applying adequate teaching methodologies in the classroom to enable children to learn to read, write and speak Portuguese." The FY2016 target for this indicator was "(training) program elaborated, tested, and adjusted for implementation." This target was reported as achieved, yielding 100 percent on part b of Indicator 24 for FY2016.

The Global Partnership for Education is continuing to work to improve its RBF tranche, including by monitoring the type of indicators being selected by countries, exploring challenges faced in their selection and sharing good practices across the partnership.

Table 7.9 presents the complete list of the variable part indicators selected across the five approved grants for learning outcomes, equity and efficiency. As can be seen, a wide range of indicators was selected by the countries, including input, process, output and outcome indicators. Some countries have chosen to use milestones as the basis for payment, while others have requested payment against a key outcome indicator. Several countries have used

78 Grants below US$5 million are generally exempt from the ex-post disbursement modality, but they must still include information on robust strategies for progress on learning, equity and efficiency in their national education sector plans.

79 Countries that received implementation grants based on allocations dating from the 2011 replenishment were not required to use the new funding model introduced. One grant application from the Organisation of Eastern Caribbean States was exempted because of its small size.

TABLE 7.9. Results-based Targets in GPE Implementation Grants, FY2015 and FY2016

Country	Dimensions	Indicators
Mozambique	Equity	Number of districts with pupil-teacher ratio (PTR) above 80
	Efficiency	Number of primary school managers who participated in management training
	Efficiency	Percent of trained school managers (year n – 1) evaluated based on performance (year n)
	Learning outcomes	Number of teachers that have participated in the new in-service training program that focuses on applying adequate teaching methodologies in the classroom to enable children to learn to read, write and speak Portuguese
Nepal	Equity	Targeted interventions implemented in 10 *most disadvantaged* districts according to the newly developed equity index
	Equity	Out-of-school children (OOSC) reduced by 20% in these 10 districts
	Efficiency	Single subject certification implemented in School Leaving Certificate (SLC) examinations and approved for higher secondary examinations
	Learning outcomes	Standardized classroom-based EGRA for grades 2 and 3 conducted with parent observation, and results shared and discussed with parents in 3,000 schools/communities
Rwanda	Equity	Pre-primary gross enrollment rate (GER) increased from an average of 10% in 2014 to 17% by 2017 in the 22 poorest performing districts (defined as those that had GER of less than 17% in 2014)
	Equity	Percentage of pupils required to pay for SERNIE and Minerval is less than 5% in 2017–2018
	Equity	Percentage of pupils required to pay for TENAFEP fees is less than 5% in 2019
	Equity	Household out-of-pocket fees for education have been reduced by 10%, on average, and by 20% for households from the *poorest quintile*
	Efficiency	Education statistics 2016, disaggregated at district level available by March 2017
	Learning outcomes	National sample based assessment of learning outcomes in literacy and numeracy at P2 and P5, conducted in 2016 and used to inform teaching and learning
Congo, Dem. Rep.	Equity	Inclusion of 1,600 previously unpaid primary school teachers on government payroll in the *poorest provinces* (in order to reduce *the poorest* households out-of-pocket for education)
	Efficiency	Study on operationalization of the Education and Training Sector Strategy to fight dropout disseminated and implementation of some strategies to fight dropout start to roll out
	Efficiency	Reduction of dropout rate at the end of grade 1 in low efficiency provinces by 25% (by the end of second year of implementation)
	Learning outcomes	Improvement of grades 2 and 4 students' test scores in reading, in French and in national languages, as measured by standardized learning assessments carried out by teachers and supervised by the parental committee
Malawi	Equity	10% increase in female-to-male teacher ratio in grades 6–8 in eight *most disadvantaged* districts
	Efficiency	Reduction in repetition rate in grades 1–4 in eight most disadvantaged districts through the development and institutionalization of a National Implementation Strategy on Repetition
	Learning outcomes	20% reduction in pupil qualified teacher ratio (PqTR) in grades 1 and 2 in eight most disadvantaged districts

Source: GPE Secretariat.

geographic targets for their equity indicator to catalyze progress in the most disadvantaged districts and provinces; others target specific marginalized populations (for example, girls and out-of-school children).

The learning outcome indicators selected by countries tended to be at the input or process levels—with the exception of the Democratic Republic of Congo, which was the first developing country partner to select a learning outcome target for its variable tranche. In all cases, including those where indicators are input or process-based, the targets are part of an evidence-based theory of change that aims to align and incentivize necessary actions up a logical chain toward improved learning. The wide range of learning indicators selected includes student assessments, availability of trained teachers and teacher management, community inputs to schools and utilization of data. For example, Malawi's selected target addresses learning outcomes through teacher management and distribution, while Mozambique focuses on comprehensive teacher training, and Nepal on engaging the community (parents) in monitoring of learning outcomes.

During the first two years of its implementation, one of the major challenges in the use of the partnership's results-based variable tranche mechanism has been the link between the variable tranche indicators and the prioritized goals established in national education sector plans. The partnership's RBF approach is most effective when the selection of indicators for the variable tranche is undertaken alongside the prioritization of sector plan goals and objectives. However, for the first grants developed under the RBF model during 2014 and early 2015, this was not possible because of the short time available for grant preparation under the new approach. Subsequent grant applications have benefited from more lead time, which has allowed national stakeholders and the partnerships to engage in stronger dialogue about the link between sector plan priorities and variable tranche indicators.

Indicator 25: *Proportion of GPE program grants assessed as on track with implementation*

Indicator 25 measures the timely delivery of activities within GPE implementation grants. The Global Partnership for Education set a target of 85 percent of all grants on track with implementation by 2020 (83 percent in countries affected by fragility and conflict).

Of 54 ESPIGs active at the end of FY2016, 15 out of 54 grants (28 percent) were considered on track with implementation. Twenty-eight grants (52 percent) were considered slightly behind with implementation. Eleven grants, or 20 percent, were delayed; of these, a majority (7 grants) were in countries affected by fragility and conflict.

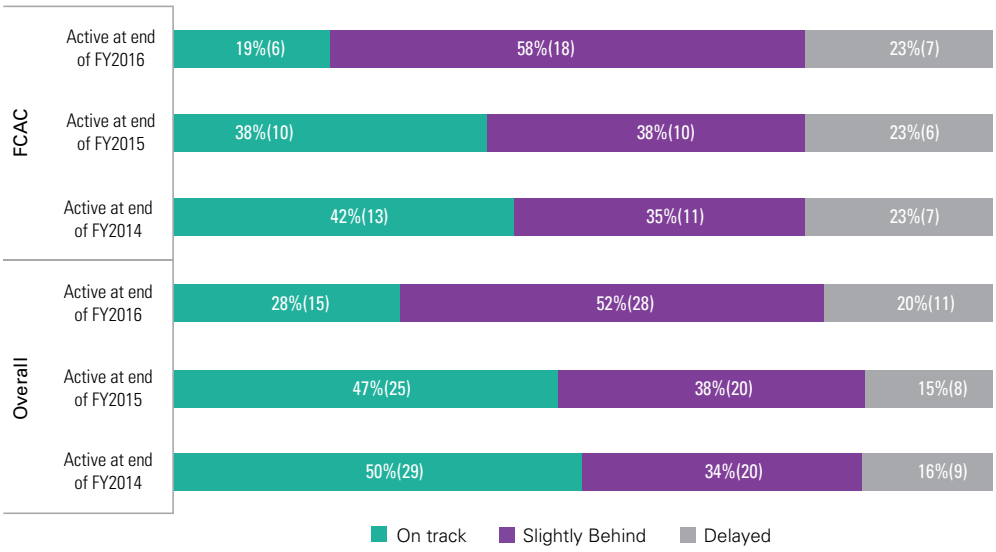
As illustrated in Figure 7.4, the implementation status over the past three years has not improved. In FY2016, 20 percent of all active implementation grants were delayed, compared with 15 percent in FY2015 and 16 percent in FY2014. The number of grants slightly delayed has also increased.

In two of the countries with implementation delays, the causes were related to conflict and natural disasters, which are typically difficult to mitigate. Other grant delays were linked to the complexity of objectives and activities in implementation grants, or to challenges related to implementing partners' and grant agents' capacity and processes in place. Information on implementation status and disbursement status for all countries with active grants in FY2016 is provided in Appendix I.

In 2016, the Global Partnership for Education introduced strengthened quality assurance mechanisms, which will support the inclusion of more robust and realistic implementation plans in the grant design phase. This is expected to partially address delays caused by complex grant design or implementing partner and grant agent processes.

Robust monitoring and assessment of strategies and activities during implementation is often a constructive way to drive better outcomes. To support grant agents to play this monitoring role, the Secretariat has also strengthened its engagement with grant agents, and ensures an effective and timely process for the revision and adaptation of grants where course corrections are needed to mitigate delays.

FIGURE 7.4. Implementation Status of Active ESPIGs in FY2014, FY2015 and FY2016, as of June 30, 2016



Source: GPE Secretariat.

In addition, the Secretariat reviews ESPIG progress reports once a year, based on three determinants: (1) progress of individual program components; (2) implementation arrangements, including program management, financial management, procurement, monitoring and evaluation; and (3) disbursement status based on the grant agent's calculation. However, it is important to recognize that the time needed to achieve the desired objectives in the difficult contexts in which the partnership works, sometimes exceeds the standard three- or four-year grant period.

Chapter 8. Global Level—Objective 4: Mobilize More and Better Financing

Indicators

- 26. Funding to GPE from nontraditional donors (private sector and those who are first-time donors to GPE)
- 27. Percentage of donors' pledges fulfilled
- 28. Proportion of GPE donors that have (a) increased their funding for education; or (b) maintained their funding
- 29. Proportion of GPE grants aligned to national systems
- 30. Proportion of GPE grants using: (a) cofinanced project or (b) sector pooled funding mechanisms
- 31. Proportion of country missions addressing domestic financing issues

Overview

Harnessing the strength of the partnership at the global level to leverage improvements in the quality and volume of financing available for education in low-income and lower-middle-income countries is the Global Partnership for Education's fourth Strategic Objective. Findings from four of the six indicators used to monitor this objective suggest a strong starting point in financing for the partnership.

In the area of raising and diversifying international financing for education—including for the partnership itself—a mixed picture emerges. Overall aid to education has declined between 2013 and 2014, including from GPE donors. The partnership has met its financing milestones by diversifying its donor group and securing all signed contributions, yet these achievements come against a backdrop of currency exchange weaknesses and ongoing challenges in converting pledges into signed contribution agreements. In response, the partnership has set ambitious targets for its 2018 replenishment, and it has adopted a new financing and funding framework that diversifies its ability to leverage expanded resources for education.

One area where there is a pronounced need for improvement is in the alignment of GPE grants to country systems. Such alignment is fundamental for strengthening national capacity and underpins the future sustainability of GPE investments. Less than a third of the implementation grants were adequately aligned to national systems. Thirty-nine percent of GPE grants used co-financing or pooled grant modalities.

International Financing for Education and for the Partnership

The urgency of addressing the quality and volume of domestic as well as international financing for

education has been emphasized both in the 2016 *Learning Generation* report by the International Commission on Financing Global Education Opportunity and in UNESCO's *Education for All Global Monitoring Report 2015*.[80] Overall, international financing for education in developing countries has fallen since 2010, even as overall flows of official development assistance continue to strengthen. This has particularly been the case among the 21 bilateral donors to GPE.

For the partnership, these trends were reflected in a lower-than-expected level of commitment from traditional donors during its 2014 replenishment. These are worrying trends in light of the international commitment to quality education for all, as stipulated in Sustainable Development Goal (SDG) 4, and it must be a clarion call to the international development community in recognition of education's enabling role in the achievement of the wider SDG agenda.

Nonetheless, data presented in Appendix A (financial contributions to the partnership by donor), and from GPE 2020 **Indicators 26–28,** suggest some progress:

Indicator 26 (nontraditional donor funding to the partnership): The partnership has successfully strengthened its ability to leverage nontraditional sources of financing. In 2016 it raised additional resources from nontraditional donors—a category that includes non-OECD-DAC bilateral donors, the private sector and private foundations. The 2016 milestone for Indicator 26 was met through the cumulative funding from nontraditional donors of US$6.4 million. Additional commitments of more than US$7 million have been pledged by private foundations for 2017–2018.

Indicator 27 (donor funding to the partnership): All scheduled contributions, from a total of 13 donors, based on signed contribution agreements to the GPE fund for 2016 were fulfilled, for an overall amount of US$245 million. Furthermore, four donor governments announced increased contributions to the partnership for fiscal year 2017 (France, Japan, Switzerland and the United States). Despite these positive outcomes, the partnership's financial position was weakened by fluctuations in exchange rates, and challenges have been encountered in converting pledges to contribution agreements in some cases.

Indicator 28 (donor funding): This indicator tracks the proportion of GPE donors that have (a) increased their funding for education or (b) maintained their funding. Baseline data on overall financing from GPE donors to education find that there was an overall decline in official development assistance (ODA) for education from the partnership's 21 bilateral donors. However, eight donors (38 percent) increased funding for education within the ODA envelopes, while two other donors (another 10 percent) maintained their financing for education.

Alignment and Harmonization of International Financing for Education

The alignment and harmonization of GPE financing with national systems plays a central role in ensuring stronger capacity within education systems and the public sector. GPE 2020 commits the partnership to support and advocate for improved alignment and harmonization, to make international education aid more effective as laid out in the Paris Declaration and Accra Agenda for Action.

However, GPE 2016 milestones for **Indicator 29** were not met: Only 31 percent of active grants were aligned in at least seven of the 10 criteria used to monitor alignment. This was a decrease from 34 percent in FY2015.

Milestones for **Indicator 30,** on harmonization, were met: In FY2016, 39 percent of the implementation grants used a pooled funding or co-financing modality.

Dialogue at the Country Level to Address Domestic Financing Issues

Indicator 31 (Secretariat missions on domestic finance): GPE 2020 commits the partnership to

80 UNESCO 2015b, 14; ICFGEO 2016, 19.

strengthening support and advocacy for domestic financing for education, supporting governments and other stakeholders to make sustainable investments in the sector. In total, 70 percent of Secretariat missions (81 percent in countries affected by fragility and conflict) include policy dialogue on issues related to domestic financing, up from 47 percent overall in FY2015. This figure met the 2016 milestone, surpassing it by 19 percentage points overall.

Introduction

Despite education being associated with significant socioeconomic benefits, the volume of aid to the education sector has not followed the overall increase in official development assistance in recent years, and it has even decreased since 2010. More so, the distribution of ODA within the education sector appears to differ across sub-sectors, with post-secondary education and early childhood education receiving the largest and lowest shares of the total education ODA between 2005 and 2015, respectively. The share of education ODA devoted to basic education has not remained stable during the same time frame.

The *Education for All Global Monitoring Report 2015* estimates that the volume of aid to countries in the low-income and lower-middle-income categories would need to increase by at least four times to achieve set basic education targets in these countries by 2030. However, current figures show that the volume of education ODA is not sufficient to fill this gap. In that light, Sustainable Development Goal 4 and the Education 2030 agenda have urged international stakeholders and the donor community to increase external financing for education, and particularly basic education.

The present chapter provides details on the accomplishments made toward the fourth Strategic Objective laid out in GPE 2020 (which is also the first of its two global-level strategic objectives), on the mobilization of more and better financing for education. The following sections will precisely explore how the partnership is working to address the education financing gap through the three sub-objectives in Strategic Objective 4: increasing and diversifying the partnership's international donor base; advocating for improved alignment and harmonization of funding; and supporting increased, efficient and equitable domestic financing for education. Findings from four of the six indicators which are used to monitor this objective are presented below.

International Financing for Education and for the Partnership

Trends in Education and Development Financing

The volume of aid to the education sector has not kept pace with the overall increase in ODA, and it has been decreasing since 2010.[81]

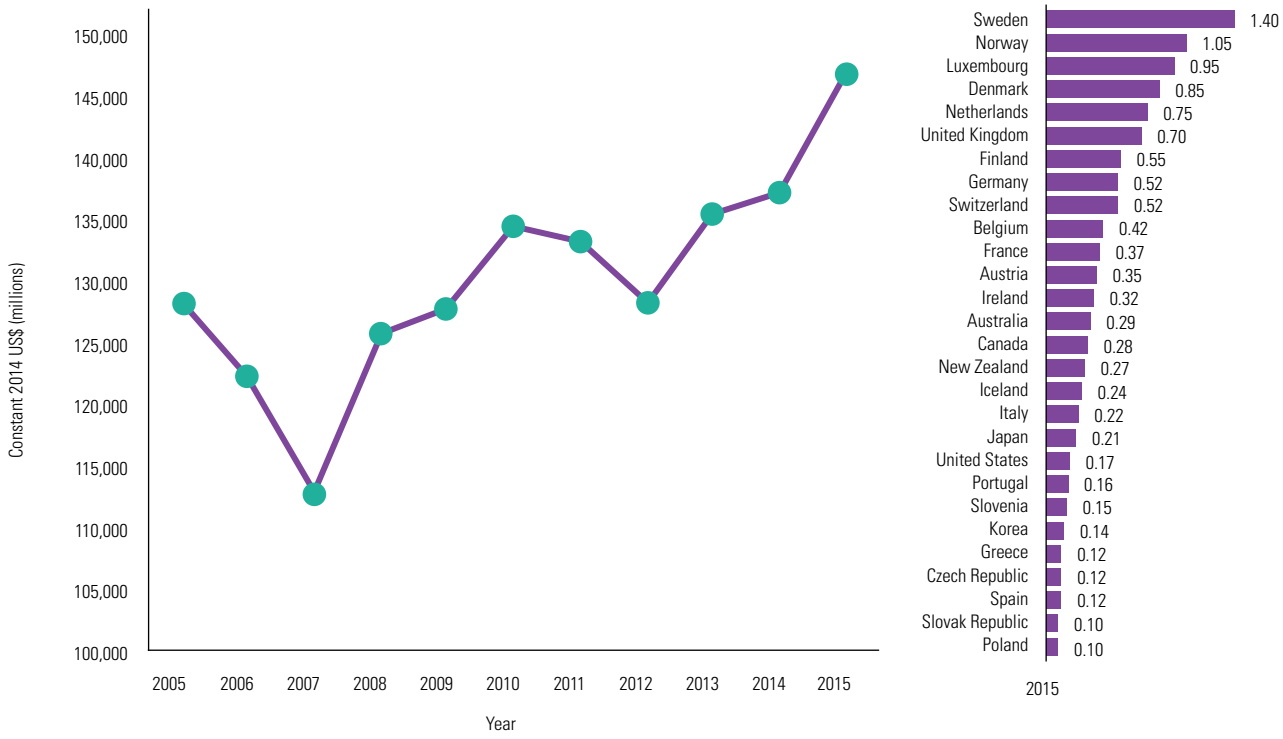
As illustrated in Figure 8.1, net ODA commitments by OECD-DAC members experienced a 2.2 percent average annual growth over the period 2008–2015.[82] Among OECD donors, Denmark, Luxembourg, the Netherlands, Norway, Sweden, and the United Kingdom allocated the highest share of their gross national income to net ODA in 2015. They are also the only donors that met the 0.7 percent target related to the ratio of net ODA to GNI, set by OECD-DAC members and suggested by SDG 17.

As can also be seen, the allocation of aid across countries remains highly uneven: In 2014 the OECD reported that the majority of least developed countries with significant development challenges are chronically underfunded. For instance, by comparing

81 For instance, Rose and Steer (2013) show that, on average, around US$130 per year is required to provide a child with an acceptable quality of primary education in poorer countries. However, basic education aid disbursed per primary age child ranges from US$7 in the Democratic Republic of Congo to US$63 in Haiti.

82 UNESCO 2015b shows that the total ODA experienced an average 9 percent annual growth over the period 2002–2012.

FIGURE 8.1. Net ODA Flows from DAC Members (left); DAC Members' Net ODA as a Percentage of the GNI in 2015 (right)



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris (accessed January 2017), http://www.oecd.org/statistics/.

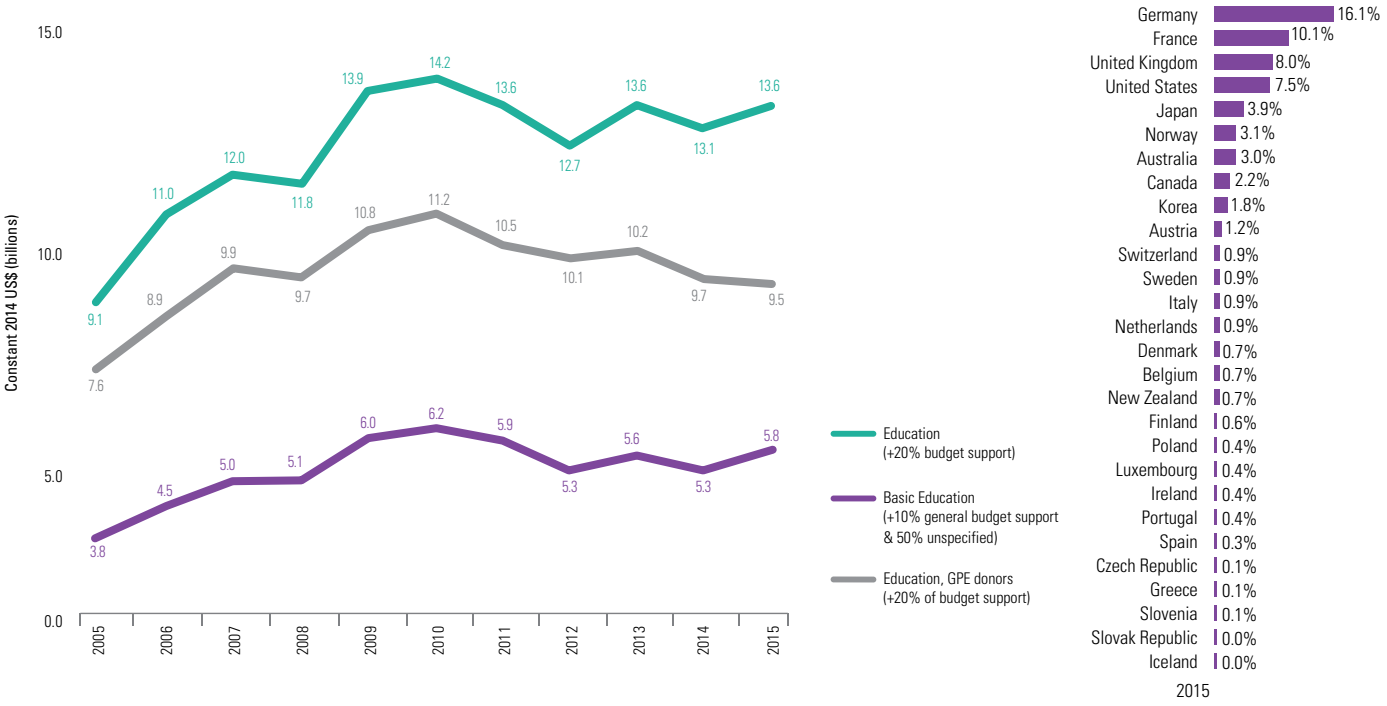
aid to countries over the period 2006–2012, three countries (Guinea, Madagascar and Nepal) have been identified as donor orphans for the entire period considered.[83]

Overall ODA trends contrast with the focus of GPE financing, which is highly targeted to low-income countries with high numbers of out-of-school children at the primary and lower secondary levels, making the partnership one of the most effective mechanisms for reaching countries that are neglected by other donors.

Education is associated with significant economic and social benefits and is thus fundamental to the achievement of all other development goals. For instance, Hanushek and Wößmann (2007) show that one additional year of education is associated with an increase of 0.58 percentage points in the long-term GDP growth.[84] Yet as illustrated in Figure 8.2, between 2010 and 2015 total ODA to education experienced a 0.9 percent average annual decrease, while aid to basic education dropped 1.4 percent per year. During the same period, ODA to all sectors increased by 4.9 percent annually. Despite these declines, it should be noted that some donor countries are still strongly involved in education financing. In 2015 France, Germany, the United Kingdom and the United States combined contributed more than 40 percent of the overall ODA to education.[85]

83 By comparing actual aid to a sample of 11 countries with defined normative benchmarks, some countries are identified as drastically underfunded according to both needs-based and performance-based criteria (Ericsson and Steensen 2014).
84 Hanushek and Wößmann 2007; Chad 2011.
85 Some donors, such as the Netherlands, Denmark and Belgium, now contribute to less than 1 percent of ODA to education.

FIGURE 8.2. Trends of Total Aid to Education and to Basic Education and Share of the Total Education Aid Provided by Selected Countries in 2015



Source: GPE compilation based on OECD data Lab, as at January 2017.

Note: Gross disbursements from all donors. Following the *Education for All Global Monitoring Report 2015* (UNESCO 2015b), education aid includes 20 percent for budget support and aid to basic education includes direct aid to basic education, plus 10 percent of general budget support, plus 50 percent of education, 'level unspecified'. According to this same report, it is estimated that 15–25 percent of budget support typically benefits the education sector. 20 percent of the total general budget support is included in the education sector ODA in order to reflect this fact. Following Indicator 28, Education ODA from GPE donors includes 21 donors.

Figure 8.3 shows that the volume of ODA to education remained lower compared to other sectors over the period 2005–2015. While the volume of education ODA has been on a decreasing trend since 2010, other sectors benefited from an increasing flow of ODA during the same period. In its 2016 *Learning Generation* report the International Commission on Financing Global Education Opportunity reports that from 2002 to 2014, education's share of total aid decreased from 13 percent to 10 percent, while the share spent on infrastructure increased from 24 percent to 31 percent. The commission also reports that the share of aid to the health sector has risen from 15 percent to 18 percent during the same period.[86]

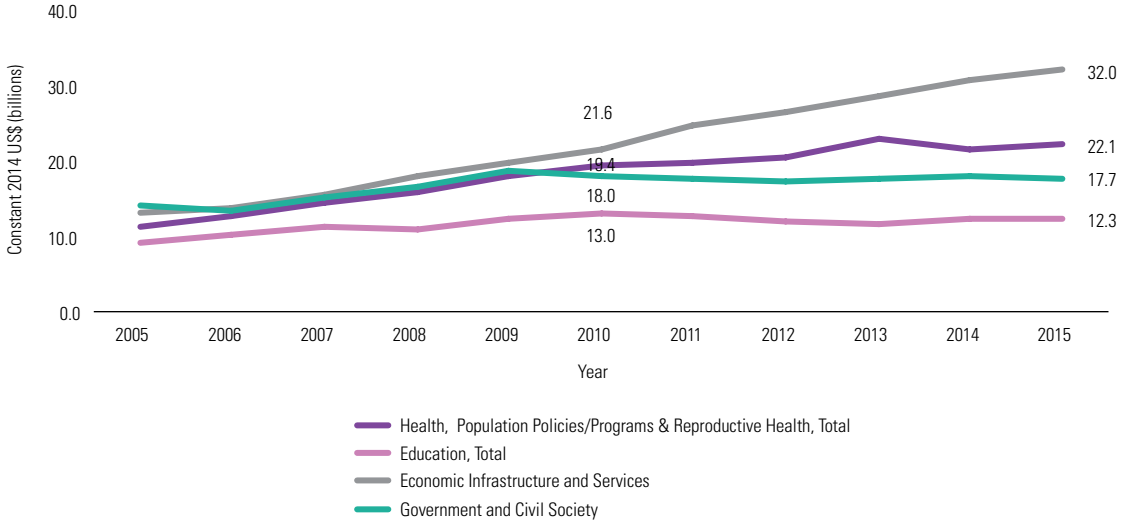
The *Dakar Framework for Action*, as well as the recent Sustainable Development Goal 4 and the Education 2030 agenda, call on the international community to urgently mobilize resources in order to increase external financing for education, particularly basic education.[87] The *Education for All Global Monitoring Report 2015* estimates that the level of external assistance to low- and lower-middle-income countries would need to increase by at least four times for these countries to achieve basic education targets by 2030:[88] For developing countries to achieve universal basic education by 2030, an estimated US$22 billion will need to be raised annually over the period 2015–2030. Current figures show that the volume of

86 ICFGEO 2016, 110.

87 UNESCO 2000, 9.

88 Using a methodology different from that in UNESCO 2015b, the International Commission on Financing Global Education Opportunity (2016) suggests that international financing for education increase from today's estimated US$16 billion per year to US$89 billion per year by 2030. It also suggests that OECD-DAC donors increase their concessional aid for education from US$13 billion per year to an annual average of US$25 billion between 2015 and 2030 in order to secure learning for all children.

FIGURE 8.3. Trends of Total Sector Allocable Aid to Selected Sectors



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris (accessed January 2017), http://www.oecd.org/statistics/.
Note: Gross disbursement from all donors. Only sector allocation ODA is presented in this figure, excluding budget support. Education sector ODA numbers here differ from those presented in Figure 8.2 because total education ODA in Figure 8.2 includes 20 percent of budget support.

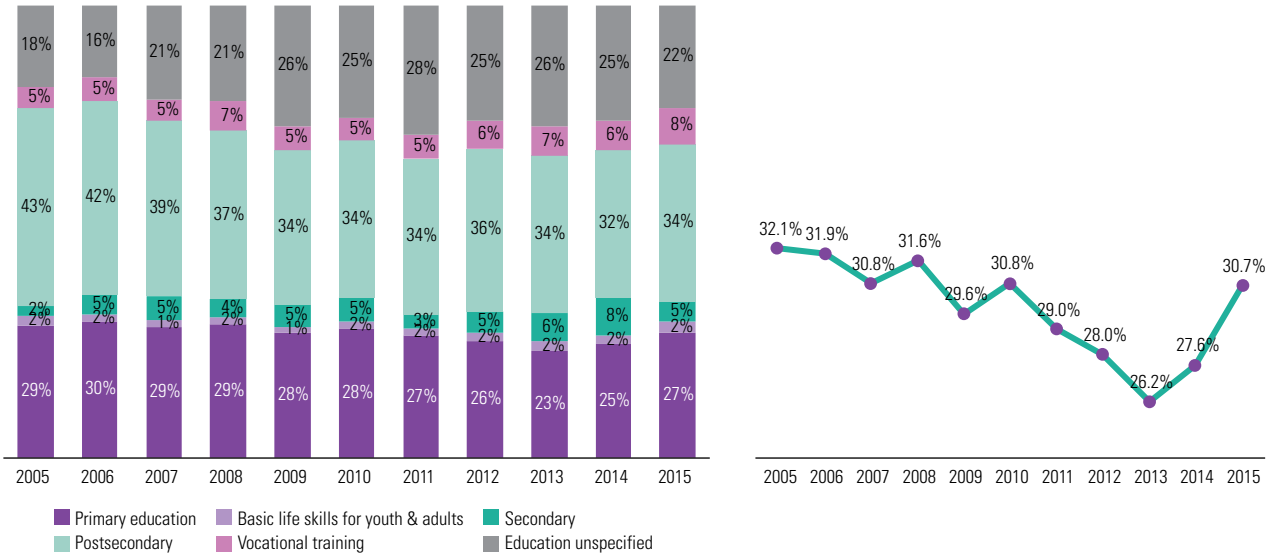
education ODA is far lower than what is required to fill this investment gap. For instance, from 2005 to 2015, ODA to education varied from a minimum of US$9.1 billion in 2005 to a maximum of US$14.2 billion in 2010 (Figure 8.2). In 2015 total education ODA flows to developing countries were estimated at US$13.6 billion, which represents about half of the external resources needed annually to achieve universal basic education by 2030.

The distribution of ODA within the education sector is uneven across sub-sectors. Over the period 2005–2015, postsecondary education benefited from the largest share of the total education ODA, while early childhood education received the lowest proportion of education ODA (Figure 8.4). The share of education ODA devoted to basic education has fluctuated over the last decade, varying from a minimum of 26 percent in 2013 to a maximum of 32 percent in 2005. Throughout the decade, the share of ODA going to basic education remained below that allocated to postsecondary education.

Although international aid is important to fill the investment gap in education, isolated actions from donors can undermine the effectiveness of this aid. For instance, the lack of coordination between donors can lead to geographical gaps in aid distribution among developing countries.[89] The 2005 *Paris Declaration on Aid Effectiveness* as well as the 2008 *Accra Agenda for Action* recommend better coordination among donors, as well as increased alignment with national systems, as important ingredients for effective action toward development around the world.[90] SDG 17 also highlights the importance of coordination among donors for addressing the current development challenges.[91]

89 Ericsson and Steensen 2014.
90 OECD 2008.
91 Bigsten and Tengstam (2015) show that better coordination can lead to an optimal allocation of aid across developing counties and this has an important implication for poverty reduction.

FIGURE 8.4. Share of Education ODA across Education Sub-sectors (left); Share of Total Education ODA Devoted to Basic Education (right)



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris (accessed January 2017), http://www.oecd.org/statistics/.
Note: Gross disbursements from all donors. Only sector allocable ODA, excluding general budget support. As defined by the OECD Creditor Reporting System, basic education ODA refers to ODA disbursements to early childhood education, primary education and basic life skills for youth and adults. Basic education ODA does not include general budget support and education "level unspecified."

Increasing and Diversifying the Partnership's Donor Base

In order to address the current challenges facing education financing in developing countries, the Global Partnership for Education is committed to becoming an effective conduit for more and better resource mobilization for education, especially in low-income countries and countries affected by conflict and fragility.

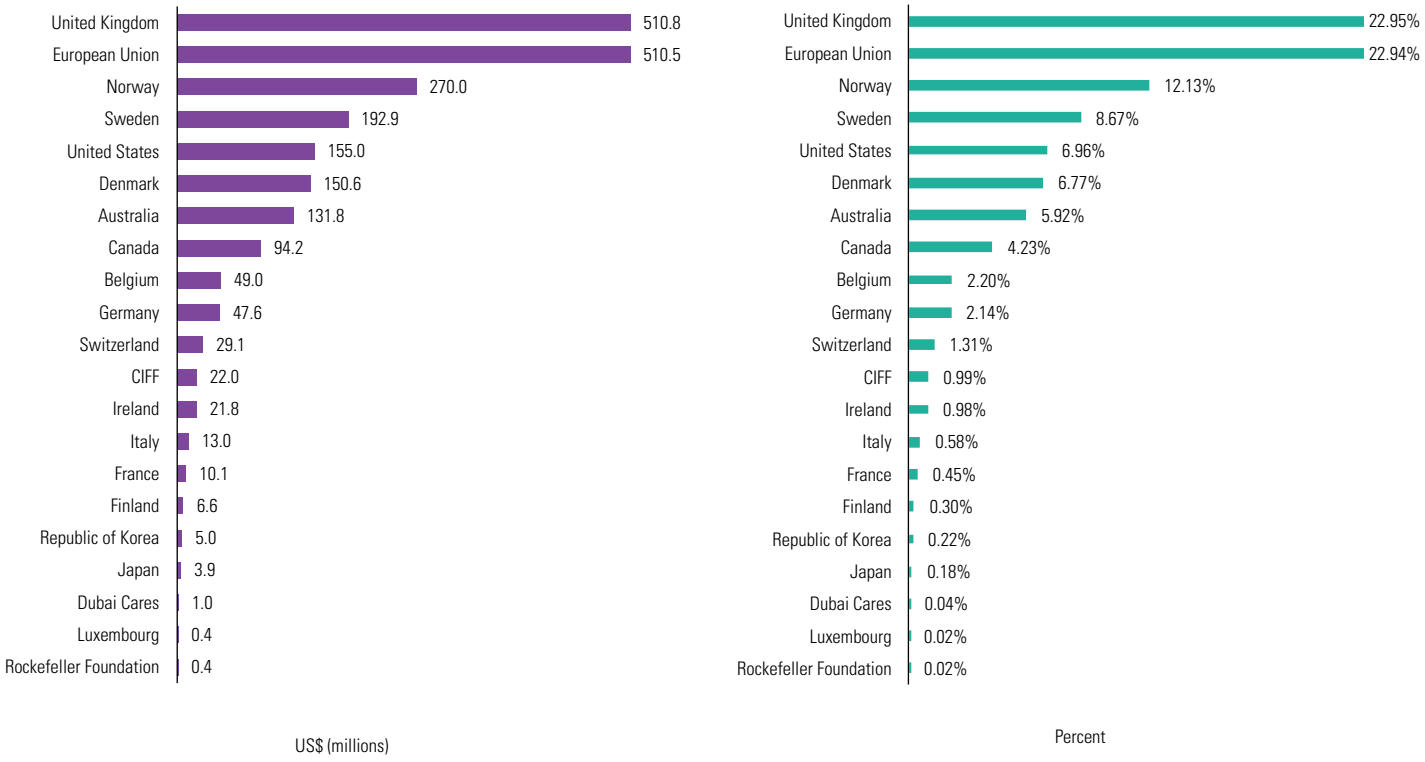
As highlighted in the *Education for All Global Monitoring Report 2015,* the partnership plays a unique role in education financing, having become the fourth largest basic education aid donor to low- and lower-middle-income countries, behind the United Kingdom, the United States and the World Bank.[92] The International Commission on Financing Global Education Opportunity report calls for increased financing to the partnership to US$2 billion per year by 2020 and US$4 billion per year by 2030.[93]

In 2014 the partnership held its second Replenishment Pledging Conference in Brussels. Twenty-seven developing country governments committed to significantly increase their own domestic funding for education over the period 2015–2018. In addition, donors committed US$2.1 billion to the GPE fund. Overall, seven donors increased their commitments to the GPE fund (Denmark, the European Union, Ireland, Norway, Sweden, the United Kingdom and the United States), and two foundations (Children's Investment Fund Foundation [CIFF] and Dubai Cares) pledged financial support to the GPE fund for the first time.[94]

Some donors have increased their pledges since the replenishment conference, bringing the total value of the pledges to US$2.2 billion. The European Union, Norway, Sweden, the United Kingdom, and the United States are currently the top five donors to GPE (Figure 8.5), with a combined commitment

92 UNESCO 2015b, 270; OECD-DAC 2014.
93 ICFGEO 2016, 115.
94 GPE 2014a.

FIGURE 8.5. GPE Donors' Pledges 2015–2018 (left); Share of the Total Pledged Contribution Provided by GPE Donors (right)



Source: GPE Secretariat.
Note: CIFF = Children's Investment Fund Foundation.

of US$1.6 billion to the GPE fund for the period 2015–2018. This corresponds to more than 70 percent of the total value of all commitments to the GPE fund.

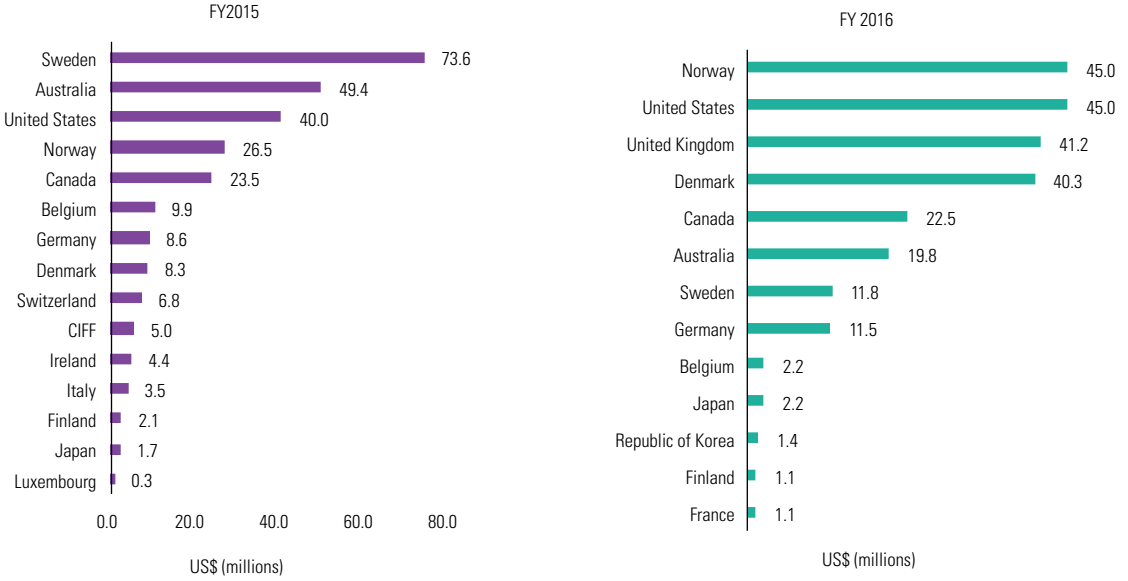
Indicator 27: *Percentage of donors' pledges fulfilled*

The partnership monitors the extent to which donor partners are living up to their financial pledges from the 2014 replenishment event and subsequent years, if applicable. The purpose of Indicator 27 is to ensure that adequate levels of financial support are secured for the partnership's grants and other activities. This indicator tracks actual payments made by the donors versus what they had pledged to pay (as per the signed contribution agreements, either at the time of the 2014 replenishment event or in subsequent years), in their own monetary currencies. All GPE donor partners fulfill their pledges in their national currencies, which makes the partnership vulnerable to fluctuations in currency exchange rates.

Indicator 27 data show that in FY2015 15 donor partners contributed US$264 million to the Global Partnership for Education (Figure 8.6).[95] Australia, Canada, Norway, Sweden and the United States provided 80 percent of all contributions in FY2015. In FY2016 a total of 13 donors made contributions to the GPE fund, for an overall amount of US$245 million. Canada, Denmark, Norway, the United Kingdom

95 Please note that a contribution from the Swiss government to GPE (CHF 10 million), for which an agreement was signed in December 2016, will be included with the data for the purpose of this indicator, as it was received in January 2017.

FIGURE 8.6. GPE Donors' Contribution for FY2015 and FY2016



Source: GPE Secretariat.
Note: CIFF = Children's Investment Fund Foundation.

and the United States were the top five contributors during FY2016. Together they contributed US$194 million, representing about 79 percent of total contributions in FY2016.

When comparing donor partners' actual contributions to their pledged commitments, it can be stated that 100 percent of all commitments were fulfilled in FY2016. Therefore, the milestone set at 100 percent for FY2016 was met. The results framework target for 2020 also stands at 100 percent. It should be noted, however, that while donors have been fully compliant with making contributions in line with their signed *contribution agreements*, not all donors have completed signing of contribution agreements that reflect the value of their *pledge*. And in some cases donors have reduced or capped their pledges or shifted the year in which they make their contributions. The partnership's financial position has additionally been weakened by fluctuations in exchange rates, as mentioned above.

As suggested in Figure 8.7, even though GPE donor partners fulfilled their commitments for FY2016, many donors still have some way to go to fulfill all of their 2014 replenishment pledges. Across all donors, the United States achieved the highest amount of disbursement to the partnership, in cumulative terms, since the 2014 replenishment. The United States is also one of the donors that have already fulfilled their pledges for the period 2015–2018. Figure 8.7 shows that three other donors have also disbursed the entire amount of their pledge (Japan, Luxembourg and the Rockefeller Foundation), while nine donors, including the United Kingdom, have contributed less than half of their total pledged commitments. Although the United Kingdom is one of the most important GPE contributors according to its 2014 pledge, it has only disbursed 35 percent of the total value of the pledge for the period 2015–2018.

One area of challenge for the partnership relates to currency fluctuations. Since 2014, a substantial

FIGURE 8.7. GPE Donors' Cumulative Contribution November 2014–November 2016 (left), and as a Share of Their Total Pledges in Local Currencies (right)



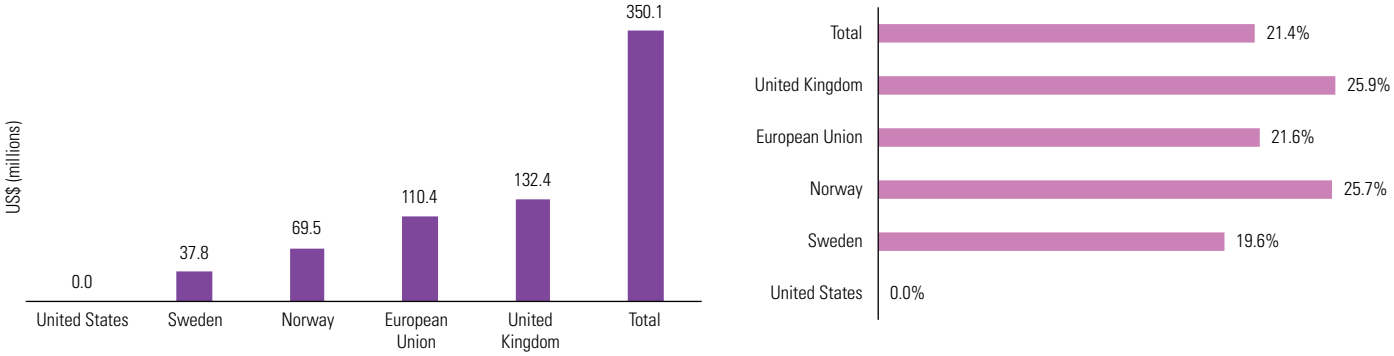
Source: GPE Secretariat.
Note: Cumulative disbursement from November 2014 to November 2016. CIFF = Children's Investment Fund Foundation.

increase in the U.S. dollar exchange rate against most GPE donor local currencies has significantly eroded the value of these pledges when expressed in U.S. dollars. A comparison of the U.S. dollar value of the five most important GPE contributors (the European Union, Norway, Sweden, the United Kingdom and the United States) at the time of the pledge with the U.S. dollar value of the same pledges in November 2016 shows that the value of these pledges decreased by US$350.1 million (Figure 8.8).

Expressed in other terms, variations in the exchange rates between the U.S. dollar and the five most important GPE donor partners' national currencies contributed to decreasing the current U.S. dollar value of their pledges by 21.4 percent. The corresponding figure for all GPE donors' pledges is 19.7 percent. Among the five most important contributors, the U.S. dollar value of the United Kingdom's pledge experienced the most important decrease, not only in terms of volume (US$132.4 million) but also in terms of percentage (25.9 percent) decrease in the U.S. dollar value of the pledge between 2014 and 2016.

Thus, although there is reason to celebrate the fact that GPE donors have contributed fully to their pledged amount of funding, the combination of currency exchange rates and changes in commitments from partners has led to a need for the partnership to replenish its funding no later than 2018, to respond to the partnership's funding needs in respect of their pursuit of achieving SDG 4.

FIGURE 8.8. Value of the Decrease in the U.S. Dollar Value of the Top Five GPE Donors' Pledges between 2014 and 2016 (left), and the Percent Decrease in the U.S. Dollar Value of Those Pledges (right)



Source: GPE Secretariat.

Indicator 26: *Increased funding to GPE from nontraditional donors*

The Global Partnership for Education is successfully strengthening its potential for leveraging new sources of financing within the partnership, especially from nontraditional donors, which are defined as non-OECD-DAC countries, the private sector and foundations, and high-net-worth individuals. The partnership is also engaged in unlocking further investments for education through innovative ways of mobilizing financial resources, including through new financial instruments. Attracting nontraditional investors to the education sector is especially important for this purpose.

The GPE 2020 cumulative milestone for Indicator 26 of US$6.4 million from nontraditional donors was met in 2016, up US$1.4 million from US$5 million in FY2015. The US$1.4 million includes a payment of US$700,000 from the Republic of Korea as well as a US$700,000 contribution from the Children's Investment Fund Foundation toward their pledges.

In addition, during 2016 the partnership gained support from private foundations for a number of new thematic initiatives. Comic Relief, the Conrad Hilton Foundation, Dubai Cares and the Open Society Foundation (OSF) have each pledged financial contributions of US$500,000 to support the Better Early Learning and Development at Scale (BELDS) initiative over the next two years. The Assessment for Learning (A4L) initiative has a pledged support of US$2.5 million from a private foundation and US$500,000 from Dubai Cares. The Rockefeller Foundation has committed US$350,000 to the GPE fund to support the exploration of the feasibility of risk financing for education as part of the work on the finance and funding framework (Box 8.1). The Children's Investment Fund Foundation has refocused its 2014 pledge to support the partnership's *Gender Equality Strategy*. These opportunities provide an important arena of cooperation for resource mobilization, knowledge exchange and advocacy around shared strategic areas of interest for the partnership and its partners.

The increased role of nontraditional donors in education financing is an important step forward for the partnership and the field more broadly. These new funders cannot only help bridge the aid gap in education, but also bring new and innovative models for funding and program implementation and new perspectives on how to best support system-strengthening at national and local levels. The Global Partnership for Education will continue to engage with non-DAC bilateral donors, the private sector and private foundations over the coming years. The

BOX 8.1. The Partnership's New Financing and Funding Framework

At its June 2016 meeting the Board of Directors called for "*the design of an ambitious Financing and Funding Framework that includes a broader mix of funding mechanisms to help enable a more differentiated approach to GPE funding in order to achieve the goals and ambitious of GPE 2020, while also providing opportunities to mobilize additional financing from a wider range of sources*."

As a result, a new financing and funding framework (FFF) was adopted in February 2017 and will be implemented in 2018. This new approach builds on the current operational model and theory of change, and it aims to position the partnership to play a more important role in mobilizing more and better financing from broader sources in support of educational achievement. The FFF includes the following three new features:

- Support to partners for the development of an education sector case for investment
- A new leveraged financing mechanism
- Two new grant mechanisms—in the areas of knowledge and innovation exchange, and advocacy and social accountability

partnership's private sector–private foundation constituency provides an important access point for these actors to impact GPE decision making and financing mechanisms, and a new *Roadmap for Engaging with the Private Sector and Foundations* was adopted by the Board in February 2017.[96]

Indicator 28: *The proportion of GPE donor partners that have (a) increased their funding for education or (b) maintained their funding*

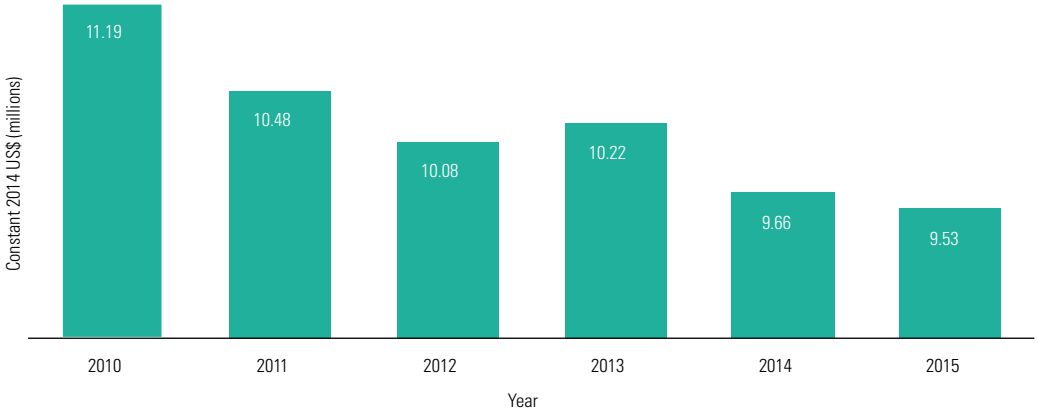
The Global Partnership for Education advocates for increased contributions to education from across the bilateral donors that belong to the partnership. Indicator 28 monitors the extent to which GPE bilateral donor partners are increasing and maintaining their overall official development aid flows to education. The GPE target is for at least 56 percent of the 21 bilateral donor partners to increase aid to education by 2020.

As already mentioned, ODA to the education sector has been decreasing over time since 2010 (Figure 8.9). Despite this overall decrease, baseline data for Indicator 28 shows that almost half of GPE donor partners either increased (38 percent of donors) or maintained (10 percent of donors) their funding for education over the period 2010–2014.

At the same time, more than half of GPE donor partners decreased their funding over the same period. This contributed to decreasing the total education ODA from the target GPE donors from US$11.2 billion in 2010 to US$9.7 and US$9.5 billion, respectively, in 2014 and 2015. Over the period 2010–2015, total education ODA from GPE donors decreased by 3.2 percent on average. While the baseline represents the period 2010–2014, the first milestone for this indicator is set for 2017 (when 2015 aid data are available in the DAC database), and thus the first actual data will be calculated at the end of this year.

96 GPE 2017f.

FIGURE 8.9. Total Education ODA from 20 GPE Main Donor Partners



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris (accessed January 2017), http://www.oecd.org/statistics/.
Note: Gross disbursements from 20 GPE donors. Following UNESCO's *Education for All Global Monitoring Report 2015,* education aid includes 20 percent for budget support. Russia ODA data are not reported by OECD-CRS, so this GPE donor is excluded from the sample.

Alignment and Harmonization of International Financing for Education

The Global Partnership for Education is committed to improving alignment and harmonization of its funding and that of its international partners around nationally owned education sector plans and country systems. The ability to leverage global action and financing to strengthen national education systems is at the heart of the partnership's theory of change and guides its strategic thinking on aid alignment.

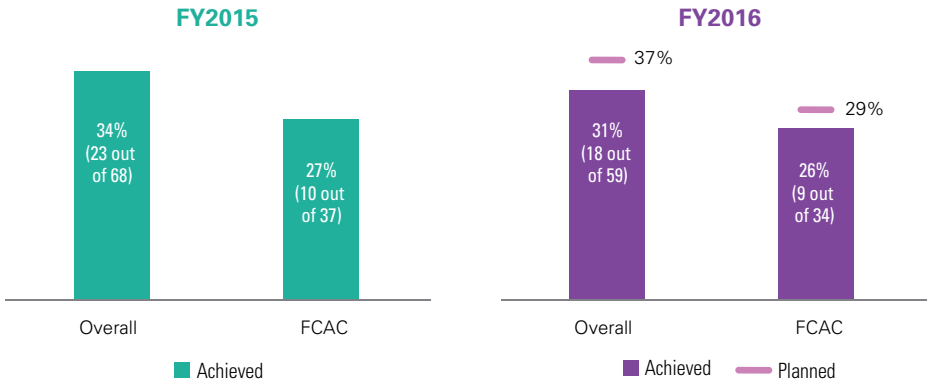
The partnership's focus on alignment and harmonization is also a response to recommendations from the international community: The 2005 *Paris Declaration on Aid Effectiveness* highlights that aid should promote national ownership, shared accountability for outcomes between donors and recipients and alignment of donor priorities with national plans.[97] The importance of aligning development aid with national plans is reiterated in SDG 17 with an emphasis on partners' responsibility for harmonizing with national plans and operating through national budgets. Indicators 29 and 30 monitor the partnership's commitment to promoting the alignment of its interventions to national education systems, and to improving the harmonization of its own grants with national systems.

Indicator 29: *Proportion of GPE grants aligned to national systems*

The Global Partnership for Education monitors whether implementation grants that are active during a given fiscal year are aligned well to the country's national education system. To measure alignment, the partnership devised a framework of 10 elements of alignment. The partnership considers a grant that meets at least seven of these elements to be well aligned to the national system. The results framework target for 2020 is that 51 percent of GPE grants will be aligned to national systems.

97 UNESCO 2011.

FIGURE 8.10. Proportion of GPE Grants Aligned to National Systems in FY2015 and FY2016



Source: GPE Secretariat.
Note: In 2015, N = 68 overall, 37 FCAC; in 2016, N = 59 overall, 34 FCAC.

The partnership did not meet its 2016 milestones for Indicator 29, which monitors the alignment of GPE grants with national systems. In 2016, 31 percent of 59 active GPE implementation grants (including 54 grants that were active at the end of the fiscal year and five grants that closed during the fiscal year) aligned in at least seven of ten criteria used by the partnership to monitor alignment, down from 34 percent in FY2015 (Figure 8.10). The corresponding figure for implementation grants in countries affected by fragility and conflict in FY2015 was 26 percent, down from 27 percent in FY2015.

Data from Indicator 29 suggest that the partnership will need to make a stronger effort to improve the alignment of its grants, working with grant agents and governments. An analytical paper with proposals for ways to strengthen alignment will be delivered to the Board in 2017.

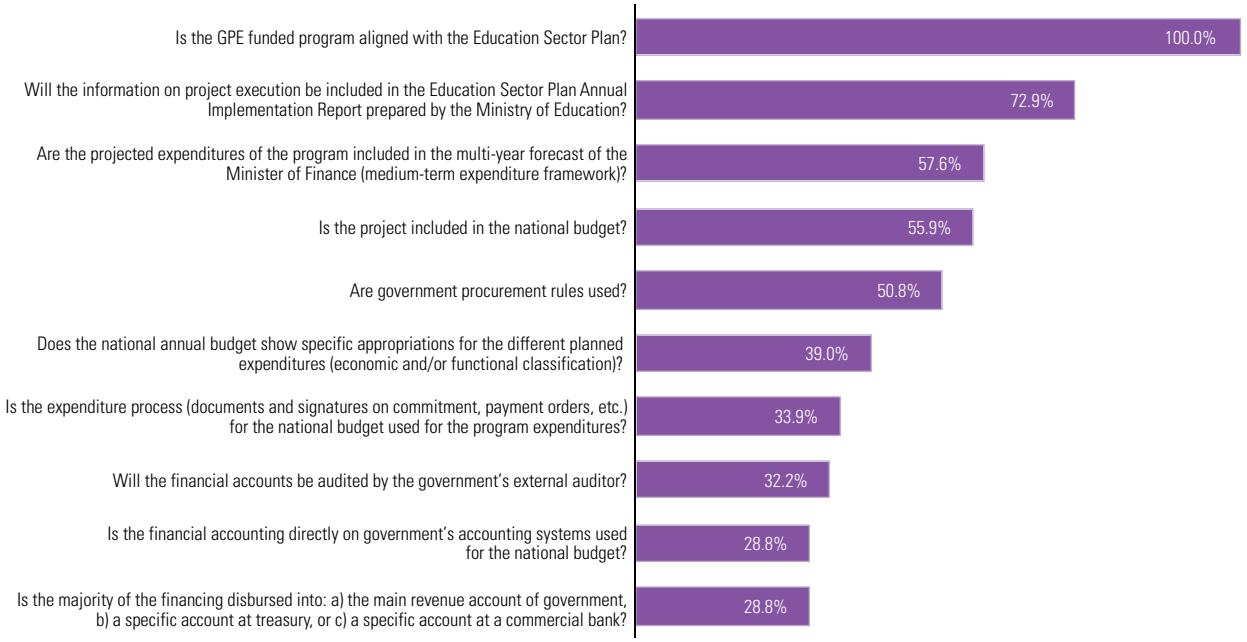
The performance achieved by GPE grants varies across elements of alignment. Among the 10 elements of alignment considered for Indicator 29, alignment to education sector plan is the dimension associated with the highest level of achievement (Figure 8.11). One hundred percent of GPE grants are aligned to national education sector plans. This may be linked to the fact that the GPE funding model requires the preparation of a credible, costed, evidence-based and feasible education sector plan as a prerequisite for receiving the first 70 percent of the financing allocation, and it stipulates that its grants are intended to support the implementation of the education sector plan.

The most important weakness in terms of alignment is related to financial and accounting systems. Only 29 percent of GPE grants are aligned to developing country partners' accounting and financial management systems. Thus the partnership will need to focus on building the capacity of grant agents to seek avenues for closer alignment, and that of governments to strengthen their overall education systems with an eye on efficiency and effectiveness. Aligning GPE programs to national systems, with due attention to capacity and fiduciary controls, can help reduce start-up and implementation delays, and is essential for ensuring that GPE financing contributes to strengthened education systems.

Indicator 30: *Proportion of GPE grants using cofinanced project or sector-pooled funding mechanisms*

Using pooled funding modalities and co-financing can help promote the harmonization of support from technical and financial partners, and it is a

FIGURE 8.11. Proportion of GPE Grants Meeting Alignment Criteria



Source: GPE Secretariat.

fundamental commitment within GPE 2020.[98] Indicator 30 tracks the Global Partnership for Education's commitment to the use of co-financing and pooled funding mechanisms, with the aim of reaching 46 percent and 42 percent, respectively, of all implementation grants using these two modalities (Box 8.2).

The partnership's 2016 milestones for co-financing and pooled funding were met, with 39 percent (or 23 out of 59) implementation grants active at any time during FY2016 using co-financing or pooled modalities. This was a slight decrease from 40 percent in FY2015.[99]

As illustrated in Figure 8.12, seven implementation grants in FY2016 used pooled modalities (12 percent), while 16 used co-financing modalities (27 percent). This compares to FY2015, when, out of 68 implementation grants, 9 (13 percent) used pooled modalities and 18 (26 percent) used co-financing modalities. The majority of GPE grants continued to use a stand-alone project modality.

Out of 59 implementation grants active at any time during FY2016, 23 (12 in FCAC) used co-financed or

BOX 8.2. What Is the Difference between Pooled Financing and Co-financed Project Modalities?

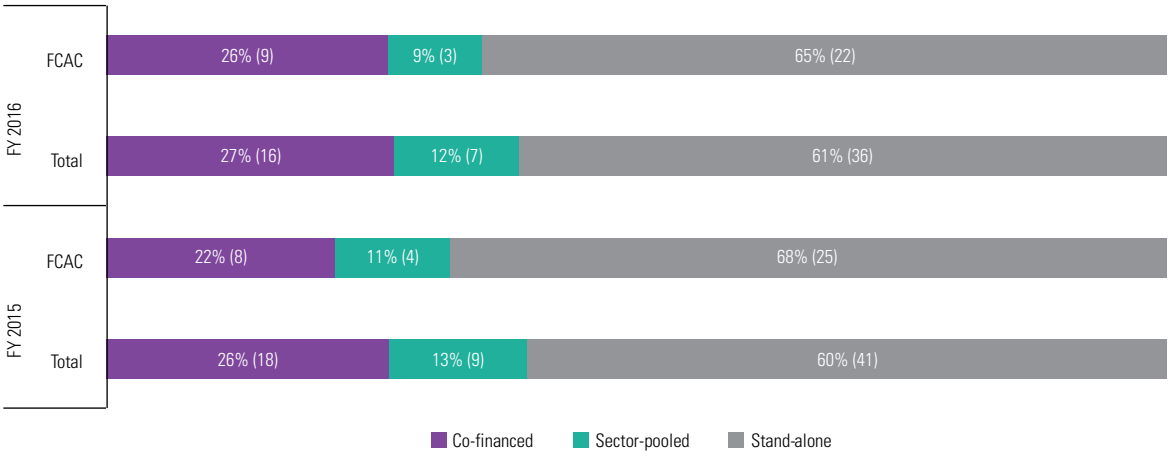
Co-financing modalities allow multiple contributing partners to align their financing around a common project or program. The grant modalities do not necessarily use country systems for procurement, financial management or reporting.

Sector-pooled funding uses country systems for procurement, financial management, monitoring and evaluation, and reporting.

98 For example, the 2030 Development Agenda calls for a transparency revolution to foster ownership and accountability, and stresses development country partners' responsibility for harmonizing financial systems among donors to enable more organized and effective intervention.

99 Indicator 30 considers grants that were active at any time during the fiscal year. In FY2016, 59 grants were active but five of them closed by the end of the fiscal year.

FIGURE 8.12. Number of Co-financed and Pooled versus Stand-alone Projects in FY2015 and FY2016



Source: GPE Secretariat.

pooled funding, whereas 36 (22 in FCAC) used stand-alone funding (Figure 8.12). Full details of the implementation grants and their modalities are presented in Appendix J.

The selection of modality occurs at the country level, and it is made by the grant agent based on its assessment of country systems. It helps when other donor partners are also willing to pool resources. Again, the partnership will need to focus on building the capacity of grant agents to seek avenues for closer alignment, and of governments to strengthen their overall education systems with an eye on efficiency and effectiveness.

Dialogue at the Country Level to Address Domestic Financing Issues

GPE 2020 commits the Global Partnership for Education to using its global-level capacity to advocate for and increase monitoring of domestic financing for education, to ensure that governments themselves are making adequate and sustainable investments.

As noted in Chapter 3, Indicator 10 demonstrates that 78 percent of GPE developing country partners with available data are in fact improving domestic expenditures on education. Indicator 31 is a proxy for GPE effort in this area, and it is focused on levels of support provided for improved levels of domestic financing by the Secretariat.

Indicator 31: *Proportion of country missions addressing domestic financing issues*

GPE 2106 milestones for Indicator 31 were exceeded by 19 percentage points in all GPE developing country partners and by 16 percentage points in countries affected by fragility and conflict. Based on Secretariat data, 70 percent of GPE missions—53 out of a total of 76 (35 out of 43, or 81 percent, in FCAC)—included policy dialogue on issues related to domestic financing. Issues addressed in these missions included resource mobilization, education share of budget and share of budget to basic education (see Box 8.3 for a case study). The FY2016 milestone for this indicator was 51 percent of the overall missions and 65 percent of missions to FCAC; thus the milestone for this indicator was met.

BOX 8.3. How GPE Missions Support Improvements in Domestic Financing—Puntland's Experience

Puntland envisages to apply for a GPE grant in May 2017. UNICEF has been appointed as grant agent, and has started the process to develop the grant application. One major issue is related to domestic financing, which is low, and the share of education in the government's budget has been slightly decreasing over time. After discussion, a GPE mission was undertaken in November 2016, with an objective to discuss domestic financing issues with Puntland's government. Based on this mission, the Ministry of Education and Higher Education and its partners decided to organize a second meeting with the Vice-Presidency and Ministry of Finance to more extensively discuss domestic financing issues. Key recommendations from this later discussion included: (i) the need to prioritize education in the government's budget given its importance in view of stability and countering violent extremism and (ii) the need to increase the share of education in the government's budget to 10% by 2020 and maintain a growth path that is commensurate to the revenue collected.

Chapter 9. Global Level—Objective 5: Build a Stronger Partnership

Indicators

- ○ 32. Proportion of (a) DCPs and (b) other partners reporting strengthened clarity of roles, responsibilities and accountabilities in GPE country processes
- ● 33. Number of policy, technical and/or other knowledge products developed and disseminated with funding or support from GPE
- ○ 34. Number of advocacy events undertaken with partners and other external stakeholders to support the achievement of GPE's strategic goals and objectives
- ○ 35. Proportion of significant issues identified through audit reviews satisfactorily addressed
- ● 36. Proportion of GPE Secretariat staff time spent on country-facing functions
- ○ 37. Proportion of results reports and evaluation reports published against set targets

Overview

The fifth objective in GPE 2020 is to strengthen the Global Partnership for Education's most important asset: the power of partnership. Six indicators are used to monitor partnership outputs and strength.

Findings from these indicators highlight the significant progress the partnership has made at an organizational level. The Secretariat has successfully prioritized country-facing activities in its work plans and budgets, and the partnership has improved its business processes for quality assurance, risk management and fiduciary oversight. Furthermore, the partnership enhanced its delivery of key knowledge and evaluation products. These improvements in organizational effectiveness were achieved while keeping Secretariat operating expenses at less than 4 percent of total expenditure in FY2016. For this reason, the United Kingdom, the partnership's largest donor, awarded the partnership an "A" rating in its 2015 and 2016 annual reviews.

At the same time, an initial survey of developing country-level partners suggests that while there has been improvement in perceived clarity of country-level roles, responsibilities and mutual accountabilities over the past year, further improvements are still necessary. The Secretariat took key steps in 2016 to respond to this challenge. It has prioritized staff time for supporting country-level processes, and it refined its business processes, enhancing communication, guidance and support to its country-level partners. The partnership also embarked on an effort to better monitor, understand and disseminate effective approaches to partnership at the country level. These actions will lead to significant enhancement of the partnership's work at the country level.

Promoting Consistent Roles, Responsibilities and Accountabilities at the Country Level

Recognizing that its country-level partnership model is one of its strongest assets, GPE 2020 commits the partnership to promoting and coordinating consistent and effective country-level roles, responsibilities and accountabilities among governments, development partners, grant agents, civil society organizations, teacher organizations and the private sector.

During 2016, a number of actions were taken in this regard, including a revision of the Global Partnership for Education's charter and the adoption of new terms of reference for coordinating agencies and grant agents; enhanced communication with grant agents and monitoring of grants; and development of a knowledge base and analysis of best practices in local education groups and joint sector reviews.

Indicator 32 (clarity of roles and responsibilities) is used to monitor these efforts. Initial survey data show that 57 percent of developing country partners, and 60 percent of other GPE partners working in the developing country partners, report improved confidence in the clarity of roles and responsibilities within the partnership. While more than half of GPE partners indicated improvement between 2015 and 2016, a significant proportion of the survey respondents indicated ongoing challenges. The partnership has taken important steps to address these issues, including updating its charter, enhancing communication and policy guidance with grant agents and improving levels of Secretariat support for country-level processes. Further improvements will be made in 2017 and 2018 based on recommendations from an independent review of country-level partnership capacity and effectiveness.

Strengthening the Partnership's Global Convening and Knowledge-Brokering Roles

Sharing relevant knowledge for better education policies and practices is one of the ways the Global Partnership for Education supports stronger policy solutions in education. GPE 2020 recognizes that the partnership should expand the knowledge-brokering role that it began through its Global and Regional Activities program, which has provided US$31 million through 15 grants to support research and knowledge exchange. In 2016, the partnership also adopted a new platform for leveraging knowledge and good practice exchange, and it launched three pilot initiatives to harness a stronger focus in three areas: gender equality, early childhood education and learning assessment systems. Building on these initiatives, in February 2017, the partnership endorsed an expanded approach to knowledge exchange that adds an innovation focus to its work.

Indicator 33 (on knowledge products): Data for Indicator 33 suggest that the partnership met its milestones for 2016, developing 13 knowledge products.

Indicator 34 (advocacy initiatives) monitors the partnership's commitment to strengthening its approach to advocacy and convening, which is central to GPE 2020. Baseline data suggest that the partnership is on track to achieve its 2017 milestone, and 2020 target, for this indicator. The partnership led, or played co-convening roles in 11 advocacy events in 2016. It worked closely to co-organize a series of meetings on the need for the partnership to achieve the Sustainable Development Goals, and it worked closely with partners around the International Commission on Financing Global Education Opportunity and the Education Cannot Wait fund. Building on its investments in education advocacy through the Civil Society Education Fund, the partnership endorsed a new Advocacy and Social Accountability funding window in February 2017.

Improving the Global Partnership for Education's Organizational Efficiency and Effectiveness

Following the partnership's 2014 organizational review and its Board's adoption of a series of organizational reforms in 2015 and 2016, the partnership has strengthened its organizational capacity and corporate systems in four main areas: country support, quality assurance, risk management and fiduciary oversight.

The partnership's success in improving its organizational effectiveness has been recognized by the United Kingdom, which awarded the Global Partnership for Education an "A" rating in its 2015 and 2016 annual reviews.[100]

Strengthened Systems for Fiduciary Oversight, Risk Management and Quality Assurance

In order to strengthen its fiduciary oversight and risk management, the partnership introduced in 2016 a new approach to risk management, which included the adoption of an operational risk framework, semi-annual risk reports to the Board, and strengthened procedures for overseeing and managing grants in challenging contexts.

Improvements in the partnership's approach to quality assurance of its grants have also played a role in improving the effectiveness of the grants. To strengthen the quality of education sector plans, the partnership has introduced training for independent ESP assessors, and it also monitors sector plan quality using the methodology designed to track Indicator 16. Tools to consistently assess program documents and the variable tranche indicators in the implementation grants are being used systematically, and a standard methodology for the review of grant applications is now used by the Country Grants and Performance Committee of the Board.

The partnership also introduced new procedures to enhance fiduciary oversight, including standard reporting templates for grant agents, a strengthened audit report review process, and a standard selection process for grant agents that assures they have policies and procedures in place to prevent, detect and address any incidents of misuse of funds.

Indicator 35 is used to report on the partnership's improved approach to risk management and fiduciary oversight. Baseline data for Indicator 35 reveal that 100 percent of significant issues identified in FY2016 through audit reviews have been satisfactorily addressed in a timely fashion.

100 DFID 2016 and forthcoming.

Strengthened Secretariat Capacity for Country Support

The Secretariat plays an important role in supporting partnership processes and mutual accountability at the country level. Core organizational reforms have focused on strengthening the effectiveness of Secretariat support for country-level processes, ensuring adequate staff capacity is in place to engage with sector planning and monitoring processes.

Indicator 36 (country-facing staff time): Reflecting its strengthened focus on country support, the 2016 milestone for Indicator 36 was exceeded, with 42 percent of Secretariat staff time spent on country-facing activities, compared with 28 percent in FY2015.

Investing in Monitoring and Evaluation

In June 2016 the partnership adopted an ambitious *Monitoring and Evaluation Strategy* to track the progress of GPE 2020 and ensure mutual accountability and learning across the partnership. The strategy commits the partnership to routine monitoring and reporting on its new results framework; enhanced monitoring of its grants; and a portfolio of evaluations at the programmatic, thematic and country levels.

Indicator 37: this indicator tracks the delivery of planned evaluations and reports. In FY2016, the partnership produced two monitoring and evaluation products: its Independent Evaluation (by Universalia, September 2015) and an interim results report (January 2016).

Introduction

Recognizing that GPE's country-level partnership approach is one of its strongest assets, the GPE 2020 Strategic Objective 5 commits the partnership to promoting and coordinating consistent and effective country-level roles, responsibilities and accountabilities among governments, development partners,

grant agents, civil society, teacher organizations and the private sector.

The adoption of GPE 2020 has already played a central role in moving the partnership toward greater clarity on roles, responsibilities and accountabilities by highlighting the centrality of effective sector plans, strengthened policy dialogue and mutual accountability, more effective implementation of education sector plans, and improved and more inclusive monitoring of the achievement of education outcomes within GPE developing country partners. Actualizing this vision requires greater attention to capacity at the national level—and renewed effort to ensure that GPE grants and grant-related processes are in support of this overall sector agenda, leveraging coordination, harmonization, inclusiveness and focus around equity, learning and systems building. It also requires a strengthened role for the Secretariat, as a contributor to and broker of partnership and mutual accountability at the country level.

This chapter describes accomplishments made toward the fifth Strategic Objective laid out in GPE 2020, that is, to strengthen GPE's most important asset: the power of partnership. Six indicators are used to monitor partnership outputs and strength at the global level. 2015–2016 data for these six indicators are presented below.

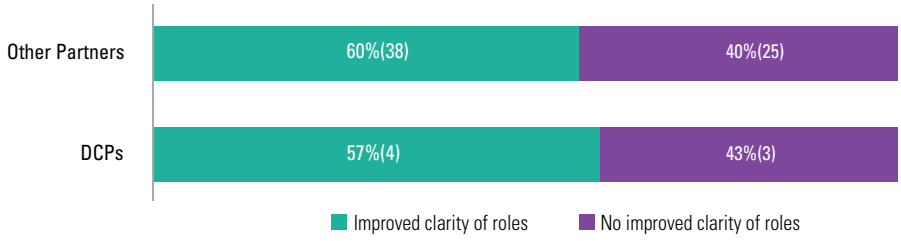
Promoting Consistent Roles, Responsibilities and Accountabilities at the Country Level

Indicator 32: *Proportion of developing country partners and other partners reporting strengthened clarity of roles, responsibilities and accountabilities in GPE country processes*

This indicator is intended to monitor GPE efforts to achieve strengthened clarity of country-level roles and accountabilities. It is operationalized through a survey that annually assesses the extent to which GPE partners report that there is increased clarity of roles, responsibilities and accountabilities with regard to GPE processes at the country level.

In the first year of reporting on Indicator 32, some 57 percent of respondents from developing country governments (i.e., 4 out of 7 representatives from ministries of education) and 60 percent of other partners (38 out of 63) reported strengthened clarity in this year's survey (Figure 9.1), in a survey that included 70 respondents from 28 countries.[101] In addition, the survey yielded valuable suggestions on areas where roles and responsibilities were least clear. This was the case for teacher organizations,

FIGURE 9.1. Proportion of Respondents Reporting Increased Clarity of Roles and Responsibilities on GPE Processes in 2016, Compared to 2015



Source: GPE Secretariat.
Note: N = 7 developing country partners, 63 other partners.

101 The overall response rate for the survey was 46 percent; all regions were represented in the sample.

private sector organizations and, to a lesser extent, civil society organizations in the context of both GPE-specific processes, such as grant applications, and GPE-supported processes, such as education sector planning. The survey also asked how the Global Partnership for Education could help improve clarity on roles and responsibilities at the country level. The most frequent response to this question suggested enhanced technical support from the Secretariat—for example, missions, technical guidance and capacity-building activities.

While this baseline survey highlighted some reported improvement in the clarity of country-level roles, responsibilities and accountabilities within the partnership, the partnership recognizes that it has more work to do in this area. The following actions were taken to this end during 2016:

- **Revised policies on roles and responsibilities:** In 2016 significant revisions were made to the Global Partnership for Education's charter, which lays out roles and responsibilities for grant agents, local education groups, donor partners, civil society and the private sector. New terms of reference were also designed for coordinating agencies and grant agents.

- **More consistent engagement with grant agents:** Improving accountability and communication between grant agents and the partnership is essential. In 2016 the partnership introduced a standardized and more transparent process for the selection of grant agents with the objective of identifying the best possible mechanism for delivery of GPE grant funding in each context, with attention to alignment of grant delivery modalities and the ability to provide support for capacity strengthening. The partnership also introduced new standard reporting templates and initiated closer dialogue between the Secretariat and grant agent headquarter teams with the aim of reinforcing the importance of aligning procedures and lowering transaction costs at the country level and strengthening grant agents' engagement in other aspects of the partnership beyond grant management.

- **Supporting more effective and inclusive local education groups and joint sector reviews:** Building from data collected for Indicators 18 and 19, the partnership initiated research on the quality, inclusiveness and effectiveness of local education groups and joint sector reviews. This research will be presented in 2017, with collaboration from developing country partners, as an opportunity to share best practices across the partnership and create stronger understanding of how to better organize LEGs and joint sector review processes to support effective collaboration and problem solving during planning and monitoring in the education sector. This in turn is expected to have a positive impact on clarity of roles and responsibilities as to GPE processes at the country level, which should be reflected in higher values on Indicator 32 going forward.

- **Supporting a stronger focus on sector reform:** New guidelines for the education sector plan development grant were introduced in 2016, to make more explicit use of the ESPDG to drive strong, evidence-based and more inclusive sector planning processes.

Strengthening GPE's Global Convening and Knowledge Brokering Roles

Sharing relevant knowledge for better education policies and practices is one of the ways the partnership supports stronger education system capacity and fosters lasting improvements in learning and equity. GPE 2020 calls upon the partnership to further develop its knowledge and good practice exchange activities in order to catalyze improved country capacity to plan sector strategies, adopt effective solutions to key education challenges and introduce systems for monitoring outcomes. The development and dissemination of publications and other knowledge products also creates opportunities for peer-to-peer exchange, supporting the partnership's mandate as a convener, advocate and broker of knowledge and best practice.

In 2016, the Board adopted a knowledge and good practice exchange strategy that lays out 10 thematic areas of focus for the partnership. Three pilot initiatives were launched to respond to a policy challenge identified by developing country partners and to provide enhanced technical support to improve national capacity to plan and design improvements in their education systems (Box 9.1). The Board also agreed to accept targeted financing for knowledge exchange initiatives, and it received commitments from six foundations for the three pilots.

The Global Partnership for Education's Global and Regional Activities program grants are a further way in which the partnership has supported partnership-wide production of knowledge and related capacity-strengthening activities, focused in the areas of out-of-school children, education finance and learning. From the beginning of the GRA program to June 2016, the portfolio of 15 projects has produced the following outputs: 68 guidelines and technical tools, 24 regional-level seminars and workshops, 133 country-level seminars and the production of 163 additional reference documents and papers. Ten GRA grants are continuing into FY2017.[102]

Indicator 33: *Number of policy, technical and/or other knowledge products developed and disseminated with funding or support from the partnership*

Indicator 33 uses the delivery of a targeted number of knowledge products as a proxy for monitoring the strength of the partnership's overall approach to knowledge production and exchange.

In 2016, 13 knowledge products were developed by the partnership, either on its own or in partnership, exceeding the anticipated target of six products.

Indicator 33 tracks three types of knowledge products: (i) ones the Secretariat develops solely, (ii) ones the Secretariat develops in collaboration with partners and (iii) ones developed solely by partners through GPE funding (specifically under the Global and Regional Activities portfolio).

Of the 13 knowledge products developed in FY2016 (Box 9.2), six were produced solely by the Secretariat, four were produced in collaboration with partners and three with support from GPE funding (by partners implementing activities through the GRA

BOX 9.1. Knowledge Exchange Pilot Initiatives

Assessment for Learning (A4L): Working with partners, the initiative will develop diagnostic tools for benchmarking learning assessment systems, support knowledge exchange across ministries of education and technical partners, and support stronger approaches to, and investments in, learning assessment systems in national education sector plans and their implementation.

Better Early Learning and Development at Scale (BELDS): This initiative supports sharing of best practice in scaling equitable, quality early learning programs. It includes support for the development of analytical tools, methodologies and data to scaffold stronger and more effective inclusion of early childhood care and education in education sector plans and policies.

Gender Equality and Responsive Sector Planning (GRSP): The partnership is working with UNGEI and other partners to support governments and national stakeholders to improve gender responsiveness in their national sector strategies and policies. The initiative will fund training and technical assistance for national teams using the recently published GPE/UNGEI guidelines on gender-responsive sector planning. A first workshop with five countries from eastern and southern Africa was held in April 2017.

102 GPE 2015b; GPE 2017e.

BOX 9.2. Knowledge Products Developed in FY2016

Products developed by the Secretariat:

- Education Sector Planning in Developing Countries: An Analysis of 42 Education Plans
- GPE Issue Brief: Financing for Education
- GPE Issue Brief: Conflict-affected and Fragile Situations
- GPE Issue Brief: Girls' Education
- GPE Issue Brief: Teachers and Learning
- GPE's Work in Countries Affected by Fragility and Conflict

Products developed in collaboration with partners:

- Guidelines for Education Sector Plan Preparation (with IIEP-UNESCO)
- Guidelines for Education Sector Plan Appraisal (with IIEP-UNESCO)
- Guidelines for Transitional Education Plan Preparation (with IIEP-UNESCO)
- Assessment for Learning (A4L): An International Platform to Support National Learning Assessment Systems

Products developed with support from the partnership:

- Using large-scale assessments of students' learning to inform education policy: Insights from the Asia-Pacific region (UNESCO Bangkok)
- NEQMAP Knowledge Portal (UNESCO Bangkok)
- Understanding What Works in Oral Reading Assessments (UIS)

Source: GPE Secretariat.

portfolio). All knowledge products align with the partnership's strategic focus on learning quality and equity and systems.

The significant increase in the volume of knowledge products from FY2015 to FY2016 reflects two elements: first, plans and processes were put in place to support efforts to produce and disseminate a larger volume of knowledge products. This includes the development of the GPE Publications Typology, which outlines the categories of publications, their purpose, audience, quality assurance process and guidance on formatting and frequency. Second, new staff capacity was dedicated to the development of

technical products, based on a recommendation from a 2014 organizational review.

Indicator 34: *Number of advocacy events undertaken with partners and other external stakeholders to support the achievement of the partnership's strategic goals and objectives*

Stronger global advocacy is required if the international community is to make good on its commitment to improve education quality and access for all. Over the next four years GPE 2020 commits the partnership to an increased profile as an international education advocate, working with others to strengthen global commitment and financing for education.

The Secretariat monitors the number of advocacy events in which the Global Partnership for Education supports or leads as a proxy for the partnership's increased convening and advocacy role. The target set for this indicator is 65 events across the entire period of GPE 2020.

In the baseline year for this indicator (FY2016), the partnership supported or led 11 advocacy events across GPE developing country partners.

Some examples of advocacy activities undertaken in FY2015–2016 include presentations made by the partnership's Board Chair and CEO at the Oslo Summit on Education for Development in July 2015, the UN General Assembly and Sustainable Development Summit meetings in September 2015, the Supporting Syria and the Region Conference in February 2016, and the World Humanitarian Summit in May 2016. The partnership used these global platforms to advocate for the importance of education in the global development agenda, and for increased financing for education.

The partnership also worked with other multi-stakeholder platforms to co-organize a series of meetings on both the need for partnership to achieve the SDGs and the importance of finding new ways to work across development sectors. These meetings took place during the Financing for Development Conference in July 2015, the UN General Assembly meeting in September 2015 and the Women Deliver Conference in May 2016. Finally, the partnership's engagement on the advisory group of the Women Deliver Conference and co-organization and participation in a number of sessions resulted in an increased awareness of the importance of education to health, rights and well-being of girls and women. Through many of these events, the partnership succeeded in reaching an audience beyond the education sector to ensure that education financing and issues were understood as integral to larger issues of sustainable development.

Throughout 2016 the Global Partnership for Education actively advocated for the creation of Education Cannot Wait,[103] a global fund to ensure that no child or young person misses out on education during crises. With a funding target of US$3.85 billion over five years, Education Cannot Wait aims to reach more than 13.6 million children and youth living in crisis situations. The fund's priorities align closely with the partnership's strategic approach: to strengthen coordination of financing, improve the capacity and accountability of countries and advocate for renewed political commitment so that education is viewed by all as a top priority when crises occur.

Improving GPE's Organizational Efficiency and Effectiveness

Following the partnership's 2014 organizational review[104] and the Board's adoption of a series of organizational reforms in December 2015 and December 2016, the partnership implemented important improvements in its organizational effectiveness, developing new procedures and strengthening Secretariat capacity in the areas of country support, risk management, quality assurance and fiduciary oversight. Organizational reforms in each of these areas

103 http://www.educationcannotwait.org/.

104 Organizational capacity was also addressed by Dalberg 2016. The 2016 GPE "CEO's Report to the Board of Directors" (GPE 2016c) details organizational reforms put in place and progress achieved.

are detailed below, highlighting the two indicators in the GPE 2020 results framework selected to monitor the partnership's organizational effectiveness. GPE's success in improving its organizational effectiveness in FY2016 was recognized by the United Kingdom, which has awarded GPE an "A" in its 2015 and 2016 annual reviews of the partnership.[105]

Strengthened Systems for Fiduciary Oversight, Risk Management and Quality Assurance

Since the 2014 organizational review, the partnership has taken significant steps to strengthen its fiduciary oversight of grants and to improve fiduciary systems. It has also enhanced its approach to risk management, introducing a corporate risk management framework and an operational risk framework to monitor risks at the country level.

At the corporate level, the partnership has strengthened its approach to risk management through semi-annual reports to the Board that have consistently strengthened the partnership's ability to identify, assess, mitigate and monitor risks to the partnership. The partnership has also implemented reforms to its governance structure, introducing a dedicated Finance and Risk Committee with a specific mandate to oversee risk management practices. The Board has also approved the recruitment of a dedicated, specialist risk management team.

To ensure a suitably nuanced approach to management of risk, the partnership has introduced significant new controls and procedures. Under the new operational risk framework, the Secretariat has developed a system to differentiate risks at the country (contextual), sector and grant levels, which it now uses to develop each country risk management plan. These plans ensure that sufficient staff time is allocated to high-risk contexts, and support more consistent dialogue with GPE grant agents about their risk management policies and procedures in high-risk contexts.

As set out in its *Policy and Communications Protocol on Misuse of Funds,* the partnership has zero tolerance for misuse of funds, and the Secretariat continues to report any misuse of funds to the Board and to act expeditiously to ensure that grant agents address any misuse and secure GPE resources lost to misuse.[106]

In addition, the partnership introduced several new components to its approach:

- A standard reporting template for grant agents was introduced, which helps to strengthen the Secretariat's ability to ensure compliance to minimum standards for grant agents, which include clear expectations for cases of financial mismanagement and misuse of funds.

- A strengthened audit report review process was introduced within the Secretariat, to better monitor significant issues raised by grant agent auditors and ensure that timely action is taken to address issues in the areas of financial management of grants, procurement or safeguards within six months from the date of the review by the Secretariat.

- The Secretariat reported on the overall fiduciary status of the grants portfolio, highlighting key issues, through its portfolio review.[107]

- The standard selection process for grant agents, which was introduced in 2016, has as one of its key selection criteria the ability to discharge fiduciary and administrative responsibilities. All grant agents have been assessed to ensure they meet the partnership's minimum standards, including ensuring they have policies and procedures in place to prevent, detect and address incidents of misuse.

105 DFID 2016 and forthcoming.
106 GPE 2016a.
107 See the GPE *Portfolio Review: 2016* (GPE 2017a).

Indicator 35: *Proportion of significant issues identified through audit reviews satisfactorily addressed*

In FY2016 100 percent of the significant issues identified through audit reviews were satisfactorily addressed by grant agents (100 percent of issues were addressed in countries affected by fragility and conflict). The GPE milestones for Indicator 35 were thus met.

The majority of issues found in audit reports in FY2016 were technical issues, such as undocumented transactions, unaccounted advance payments or other types of noncompliance with policy. Systemic issues—such as limited government capacity, a weak public financial management system, a need for better monitoring of program implementation or a need for improved coordination among partners—also appear within the reports. One of the most typical areas for improvement noted in audit reports is the need for improved monitoring and reporting on financial utilization of the GPE budget.

Strengthening Quality Assurance

As recognized in the 2014 organizational review, a strengthened quality assurance function is essential for ensuring organizational effectiveness and enhancing the overall quality of GPE grants and activities. In FY2016 a new Quality Assurance Unit was created in the Secretariat, with responsibility for overseeing an enhanced quality assurance process to better support developing country partners.

The Secretariat developed and implemented enhanced quality assurance procedures based on tools and benchmarks that are aligned to GPE 2020 objectives and drawn from internationally agreed standards. To support the strengthened quality of education sector plans, it uses the monitoring tool designed for Indicator 16 and now supports the training of a roster of independent appraisers for assessment of education sector plans. Tools for the assessment of program documents and the variable tranche are now being used on a systematic basis by the Secretariat. A standard methodology for the review of grant application packages is now used by the Board's Grants and Performance Committee, ensuring alignment among sector priorities, selection of variable tranche indicators and grant objectives, and strengthening its review of risk, value for money and feasibility issues.

Strengthened Secretariat Capacity for Country Support

In the 2014 organizational review and subsequent reviews of GPE capacity, it was recognized that the Secretariat plays an essential role in supporting partnership processes and mutual accountability at the country level. Core organizational reforms have thus focused on strengthening the effectiveness and focus of the Secretariat on country-level activities, in particular, by ensuring that adequate staff capacity is in place to engage with country-level partners during sector planning and monitoring processes.

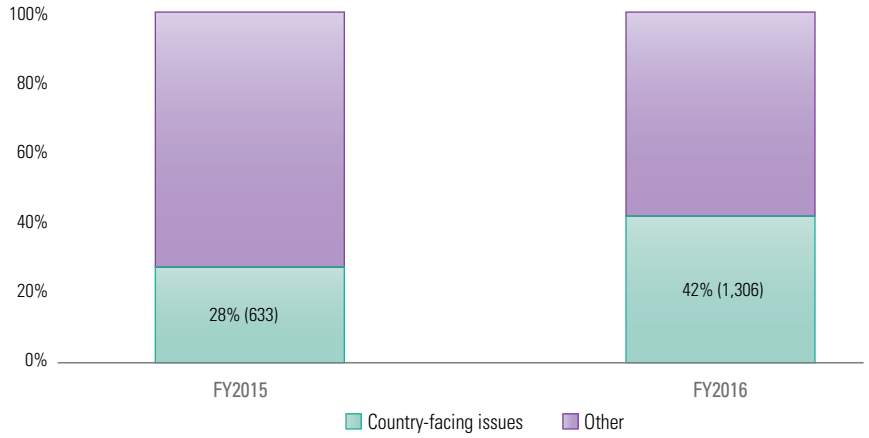
Efforts to strengthen the Secretariat have gone beyond simple increases in staffing, and include the introduction of a new operational risk framework to allow for better targeting of staff time in high-risk contexts; the introduction of new monitoring tools and an enhanced quality assurance process to support greater consistency in the type of advice provided by the Secretariat to developing country partners; and the addition of a small team of technical specialists in areas of key policy challenge across the partnership.

Indicator 36: *Proportion of Secretariat staff time spent on country-facing functions*

Indicator 36 tracks the proportion of Secretariat staff time that is devoted to country-facing activities, acting as a proxy for overall improvements in the Secretariat's capacity to support the partnership at the country level.

The Global Partnership for Education has exceeded the 2016 milestones for Indicator 36. As illustrated in Figure 9.2, the proportion of Secretariat staff time spent on country-facing functions increased to 42 percent in FY2016, a significant increase over the 28 percent recorded for FY2015—and above the 2016

FIGURE 9.2. GPE Secretariat Staff Time Allocated to Country-Facing Functions, FY2015 and FY2016



Source: GPE Secretariat.
Note: N = 7 developing country partners, 63 other partners.

milestone set at 32 percent. This improvement is even more significant given the increase in the partnership's total staff capacity: Between FY2015 and FY2016 total staff time in the Secretariat increased from 2,255 hours to 3,085 hours, or 37 percent. Thus in absolute terms, the total staff time devoted to country-facing functions more than doubled in FY2016, increasing to 1,306 hours from 633 in FY2015.

Investing in Monitoring and Evaluation

In 2016, the Global Partnership for Education adopted an ambitious *Monitoring and Evaluation Strategy* to support the systematic monitoring and improvement of the work of the partnership. The strategy has three main pillars under which progress was made in FY2016:

Results monitoring and reporting: The partnership will report annually against the 37 indicators selected to track GPE 2020, through its annual results report, and will use specific indicators to identify areas in need of improvement within its overall theory of change. The main achievements under this pillar during FY2016 included finalization of the GPE results framework, including methodologies, targets, milestones and collection of baseline data. An interim results report was also prepared.

Grant monitoring: The partnership committed itself to enhancing its grant monitoring. During 2016, this has included development of standard reporting templates and procedures for grant agents, and coding of the thematic and sub-sector components of GPE grants (see Chapter 7). Work was also initiated to support enhanced GPE reporting to the OECD-DAC and compliance with International Aid Transparency Initiative standards.

Evaluations: Beginning in FY2017, the partnership commissioned a portfolio of evaluations throughout the GPE 2020 strategic plan period, culminating in an independent overall evaluation of GPE 2020. The most important of these evaluations will focus on the effectiveness of the partnership's country-level theory of change, but there will also be thematic evaluations and evaluations of smaller GPE grant programs and instruments (such as the GRA, ESPDG and CSEF).

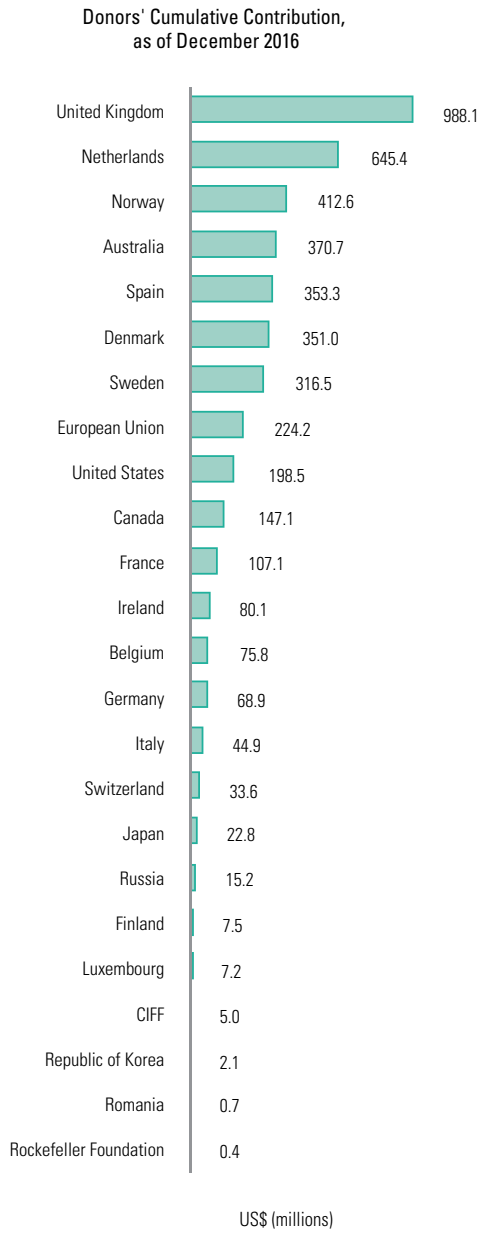
Indicator 37: *Proportion of results reports and evaluation reports published against set targets*

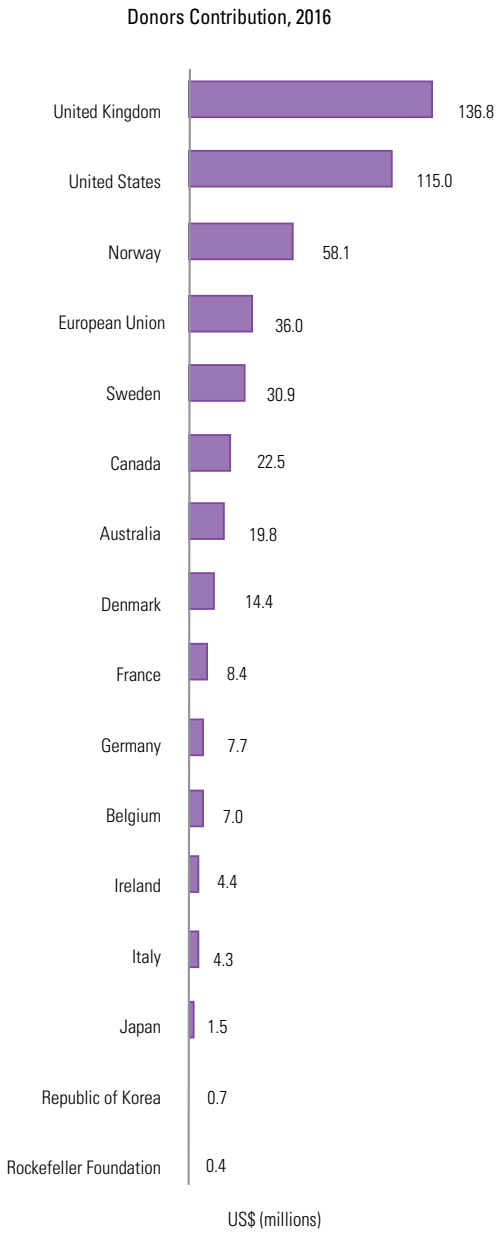
Indicator 37 monitors the effective delivery of results reports and evaluation reports against those planned in the GPE *Monitoring and Evaluation Strategy* on a cumulative basis. The target for this indicator is 100 percent delivery of the planned 27 reports and evaluations. One report and one evaluation were published in FY2016:

Interim Results Report: Fiscal Year 2015: Published in May 2016, this report was based on an interim results framework adopted in 2014, through a collaboration with the UK Department for International Development. It assessed the partnership's 2015 achievements against milestones at the impact, outcome and output levels. The report found that the vast majority of the output-level targets were met, including in the area of organizational effectiveness. The report highlighted the need for redoubled efforts at the impact and outcome levels, especially in the areas of equity and access at the country level.

Independent Interim Evaluation of the Global Partnership for Education: Published in November 2015, this evaluation report assessed the partnership's progress over the period 2010–2014. The evaluation, carried out by Universalia, found that the partnership's effectiveness had been strengthened over this period, but it also noted the need for further work in defining what success means for the partnership, and aligning its mission to its financing base. The findings and recommendations from this evaluation were used to support the development of the Global Partnership for Education's strategic plan, GPE 2020.

Appendix A. Financial Contributions to the Global Partnership for Education: 2016 and Cumulative





Appendix B. GPE Developing Country Partners

GPE Members as of March 2017

Low-Income Countries

Afghanistan; Benin; Burkina Faso; Burundi; Central African Republic; Chad; Comoros; DRC; Eritrea; Ethiopia; Gambia; Guinea; Guinea-Bissau; Haiti ; Liberia; Madagascar; Malawi; Mali; Mozambique; Nepal; Niger; Rwanda; Senegal; Sierra Leone; Somalia; South Sudan; Tanzania; Togo; Uganda; Zimbabwe

Small Island and Landlocked Developing States

Bhutan; Dominica; Grenada; Guyana; Sao Tome and Principe; St. Lucia; St. Vincent and the Grenadines; Timor-Leste

Vulnerable Lower-Middle-Income Countries

Bangladesh; Cambodia; Cameroon; Côte d'Ivoire; Djibouti; Ghana; Kenya; Lao PDR; Lesotho; Mauritania; Nicaragua; Nigeria; Pakistan; PNG; Sudan; Yemen; Zambia

Other Lower-Middle-Income Countries

Congo Republic; Honduras; Kyrgyz Republic; Moldova; Mongolia; Tajikistan; Uzbekistan; Vietnam

"UMIC *(countries no longer eligible for GPE funding)*"

Albania; Georgia

Countries Eligible to Join the Partnership*

Small Island and Landlocked Developing States

Cabo Verde; Kiribati; Maldives; Marshall Islands; Micronesia; Samoa; Solomon Islands; Tonga; Tuvalu; Vanuatu

Vulnerable Lower-Middle-Income Countries

Myanmar; Syria

Other Lower-Middle-Income Countries

Armenia; Bolivia; Egypt Arab Republic; El Salvador; Guatemala; India; Indonesia; Morocco; Philippines; Sri Lanka; Swaziland; Tunisia; Ukraine; West Bank and Gaza

*Based on GPE funding eligibility approved during the meeting of the Board of Directors on March 1, 2017.

Appendix C. Fragile and Conflict-Affected Developing Country Partners

#	Name	Year Joined GPE	Fragile Context World Bank (FY16 List)	Conflict-Affected UNESCO (2015)[108]	GPE Fragile or Conflict-Affected
1	Afghanistan	2011	Fragile	Conflict-affected	FCAC
2	Albania	2006			
3	Bangladesh	2015			
4	Benin	2007			
5	Bhutan	2009			
6	Burkina Faso	2002			
7	Burundi	2012	Fragile	Conflict-affected	FCAC
8	Cambodia	2006			
9	Cameroon	2006			
10	Central African Republic	2008	Fragile	Conflict-affected	FCAC
11	Chad	2012	Fragile	Conflict-affected	FCAC
12	Comoros	2013	Fragile		FCAC
13	Côte d'Ivoire	2010	Fragile	Conflict-affected	FCAC
14	Congo, DR	2012	Fragile	Conflict-affected	FCAC
15	Republic of Congo	2015			
16	Djibouti	2006			
17	Eritrea	2013	Fragile		FCAC
18	Ethiopia	2004		Conflict-affected	FCAC
19	Gambia	2003	Fragile		FCAC
20	Georgia	2007			

(continued)

108 UNESCO 2015b

#	Name	Year Joined GPE	Fragile Context World Bank (FY16 List)	Conflict-Affected UNESCO (2015)[108]	GPE Fragile or Conflict-Affected
21	Ghana	2004			
22	Guinea	2002			
23	Guinea-Bissau	2010	Fragile		FCAC
24	Guyana	2002			
25	Haiti	2008	Fragile		FCAC
26	Honduras	2002			
27	Kenya	2005			
28	Kyrgyzstan	2006			
29	Lao People's Dem. Rep.	2009			
30	Lesotho	2005			
31	Liberia	2007	Fragile	Conflict-affected	FCAC
32	Madagascar	2005	Fragile		FCAC
33	Malawi	2009			
34	Mali	2006	Fragile	Conflict-affected	FCAC
35	Mauritania	2002			
36	Mongolia	2006			
37	Mozambique	2003			
38	Nepal	2009		Conflict-affected	FCAC
39	Nicaragua	2002			
40	Niger	2002			
41	Nigeria	2012		Conflict-affected	FCAC
42	Pakistan	2012		Conflict-affected	FCAC
43	Papua New Guinea	2010			

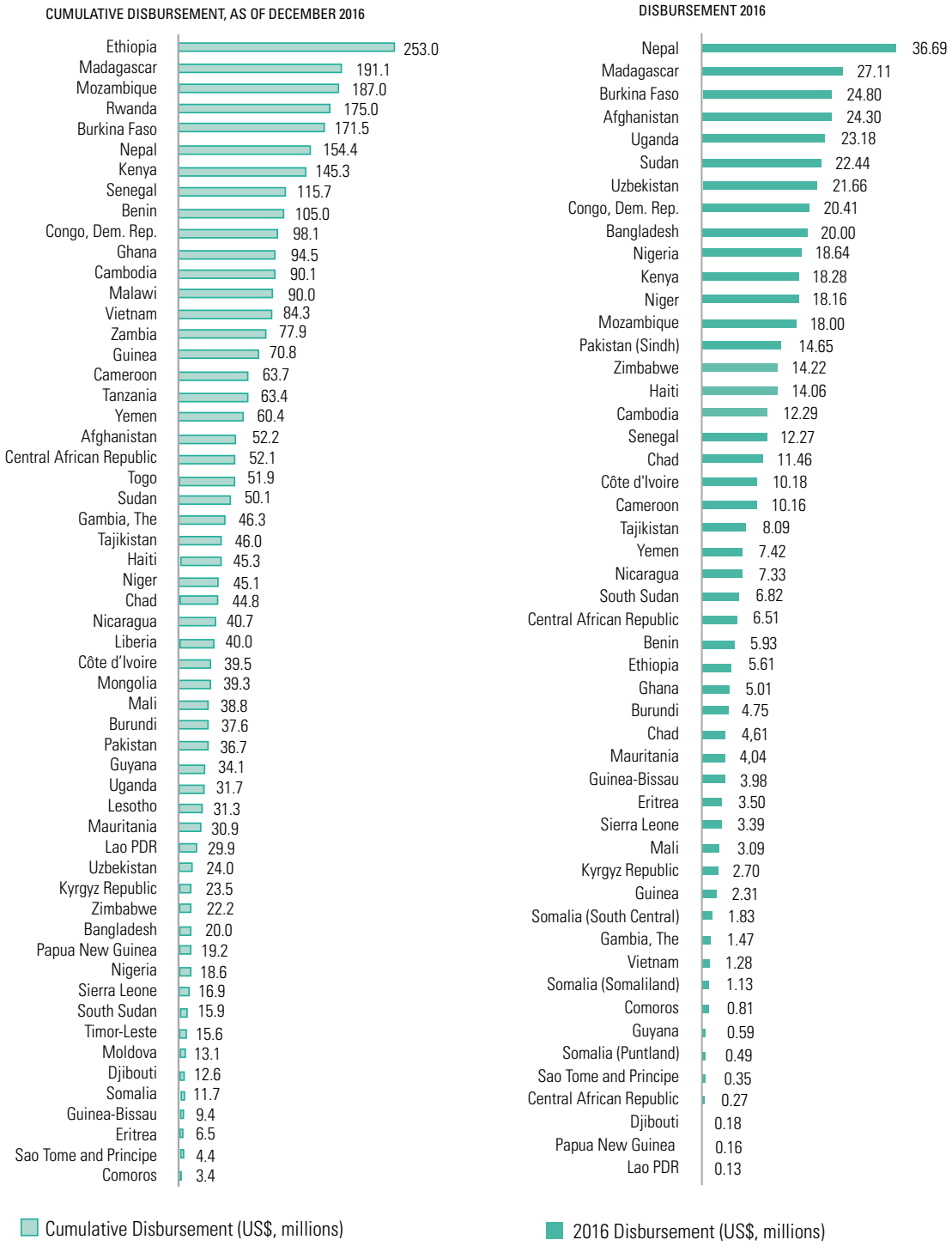
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#	Name	Year Joined GPE	Fragile Context World Bank (FY16 List)	Conflict-Affected UNESCO (2015)[108]	GPE Fragile or Conflict-Affected
44	Republic of Moldova	2005			
45	Rwanda	2006		Conflict-affected	FCAC
46	Sao Tome and Principe	2007			
47	Senegal	2006			
48	Sierra Leone	2007	Fragile		FCAC
49	Somalia	2012	Fragile	Conflict-affected	FCAC
50	South Sudan	2012	Fragile	Conflict-affected	FCAC
51	Sudan	2012	Fragile	Conflict-affected	FCAC
52	Tajikistan	2005			
53	Timor-Leste	2005	Fragile		FCAC
54	Togo	2010	Fragile		FCAC
55	Uganda	2011		Conflict-affected	FCAC
56	United Rep. of Tanzania	2013			
57	Uzbekistan	2013			
58	Viet Nam	2003			
59	Yemen	2003	Fragile	Conflict-affected	FCAC
60	Zambia	2008			
61	Zimbabwe	2013	Fragile		FCAC
	Total		**22**	**18**	**28**

Appendix D. GPE Grant Disbursements by Type and Amount, Cumulative Since Inception

Type	Number	Amount, US$ Millions	Amount Share, %	Disbursed, US$ Millions
Country-Level Grants				
Education Sector Plan Development Grant (ESPDG)	59	15.2	0.3	8.2
Program Development Grant (PDG)	38	8	0.2	7.3
Education Sector Program Implementation Grant (ESPIG)	127	4,599.7	97.8	3,393.9
Global and Cross-National Grants				
Global and Regional Activities Grants	15	29.7	0.6	29.7
Civil Society Education Fund II	2	48.3	1.03	28.7
Total	**241**	**4,700.9**	**100**	**3,467.8**

Appendix E. GPE Disbursements by Country, as of December 2016



Source: GPE Secretariat.

Appendix F. GPE Results Framework Indicators[109]

IMPACT—Improved and more equitable learning outcomes | Increased equity, gender equality and inclusion

Strategic Goal 1: Improved and more equitable student learning outcomes through quality teaching and learning

Indicator	Baseline *(CY2000–2015; N = 20 DCPs)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
1. Proportion of developing country partners (DCPs) showing improvement on learning outcomes (basic education)	Overall:	65%*	First milestone set for 2018	Baseline	Baseline	65%[110]
	FCAC:	50%*	First milestone set for 2018	Baseline		50%[110]
Indicator	**Baseline *(CY2011–2014; N = 22 DCPs)***		**Milestone 2016**	**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
2. Percentage of children under five (5) years of age who are developmentally on track in terms of health, learning, and psychosocial well-being	Overall:	66%	First milestone set for 2018	Baseline	Baseline	74%
	FCAC:	62%	—	—		—
	Female:	68%	First milestone set for 2018	Baseline		75%

IMPACT—Improved and more equitable learning outcomes | Increased equity, gender equality and inclusion

Strategic Goal 2: Increased equity, gender equality, and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity, and conflict or fragility

Indicator	Baseline *(CY2015; N = 49 DCPs)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
3. Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE	Overall:	7.2 million	Planned:	11.3 million	Met	Met	n/a
			Achieved:	13.2 million			

(continued)

109 In this table, the core indicators are indicated in blue font. Baselines that were updated with new data since the 2016 October Board of Directors audio call are noted with a star (*). Please note "-" stands for available and "n/a" stands for not applicable.

110 The original baselines of 54 percent and 33 percent for all developing country partners (DCPs) and countries affected by fragility and conflict (FCAC) respectively were based on samples of 14 DCPs overall and 3 FCAC. Additional data were gathered increasing the baseline sample sizes to 20 and 4 for all DCPs and FCAC, respectively. These samples yielded the revised baselines presented here. The original 2020 target is presented; however, this will be revised based on the new baseline sample.

	FCAC:	5.6 million	Planned:	7.2 million	Met		n/a
			Achieved:	10.4 million			
	Female:	3.4 million	Planned:	5.4 million	Met		n/a
			Achieved:	6.3 million			
Indicator	**Baseline** ***(2013; N = 61 DCPs)***		**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
4. Proportion of children who complete: (a) primary education; (b) lower secondary education	**(a) Primary Education:**					Met	
	Overall:	72.5%	Planned:	73.7%	Met [tolerance]		78.3%
			Achieved:	73.2%			
	FCAC:	68.1%	Planned:	69.3%	Met [tolerance]		74.6%
			Achieved:	68.5%			
	Female:	70.1%	Planned:	71.1%	Met [tolerance]		75.9%
			Achieved:	70.8%			
	(b) Lower Secondary Education:						
	Overall:	47.9%	Planned:	48.6%	Met		52.1%
			Achieved:	49.5%			
	FCAC:	41.1%	Planned:	41.9%	Met		45.4%
			Achieved:	42.7%			
	Female:	45.7%	Planned:	46.9%	Met		51.8%
			Achieved:	47.0%			

(continued)

Indicator	Baseline *(2013; N = 61 DCPs)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
5. Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for: (a) primary education; (b) lower secondary education	**(a) Primary Education:**					Met	
	Overall:	62%	Planned:	64%	Met		69%
			Achieved:	64%			
	FCAC:	54%	Planned:	54%	Met		61%
			Achieved:	57%			
	(b) Lower Secondary Education:						
	Overall:	49%	Planned:	52%	Met		66%
			Achieved:	54%			
	FCAC:	36%	Planned:	32%	Met		54%
			Achieved:	34%			

Indicator	Baseline *(2013; N = 61 DCPs)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
6. Preprimary gross enrollment ratio	Overall:	28.2%	Planned:	29.0%	Not met [tolerance]	Not met	32.2%
			Achieved:	28.1%			
	FCAC:	22.6%	Planned:	23.3%	Not met		26.0%
			Achieved:	22.1%			
	Female:	27.5%	Planned:	28.3%	Not met [tolerance]		31.6%
			Achieved:	27.5%			

(continued)

Indicator	Baseline *(2013; N = 61 DCPs)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
7. Out-of-school rate for: (a) children of primary school age; (b) children of lower secondary school age	**(a) Children of Primary School Age:**					Met	
	Overall:	20.3%	Planned:	19.6%	Met [tolerance]		17.0%
			Achieved:	19.8%			
	FCAC:	25.8%	Planned:	25.0%	Met		21.7%
			Achieved:	25.0%			
	Female:	22.7%	Planned:	21.9%	Met [tolerance]		18.6%
			Achieved:	22.3%			
	(b) Children of Lower Secondary School Age:						
	Overall:	33.4%	Planned:	32.7%	Met		29.9%
			Achieved:	32.4%			
	FCAC:	38.4%	Planned:	37.2%	Met		32.4%
			Achieved:	36.6%			
	Female:	35.3%	Planned:	34.3%	Met		30.2%
			Achieved:	34.2%			

Indicator	Baseline *(2013; N = 61 DCPs)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
8. Gender parity index of out-of-school rate for: (a) primary education; (b) lower secondary education	**(a) Primary Education:**					Not met	
	Overall:	1.27	Planned:	1.26	Not met		1.22
			Achieved:	1.28			
	FCAC:	1.34	Planned:	1.33	Not met		1.29
			Achieved:	1.37			

(continued)

	(b) Lower Secondary Education:						
	Overall:	1.12	Planned:	1.10	Not met		1.04
			Achieved:	1.11			
	FCAC:	1.19	Planned:	1.17	Not met		1.10
			Achieved:	1.19			
Indicator	**Baseline *(CY2010–2014; N = 59 DCPs)***		**Milestone 2016**		**Milestone 2016 Status—by disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
9. Equity index	Overall:	32%*	Planned:	24%	Met	Met	32%
			Achieved:	37%			
	FCAC:	33%*	Planned:	15%	Met		23%
			Achieved:	37%			

OUTCOME—Strategic Goal 3: Effective and efficient education systems

Strategic Goal 3: Effective and efficient education systems delivering equitable, quality educational services for all

Indicator	**Baseline *(CY2015; N = 49 DCPs)***		**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
10. Proportion of DCPs that have (a) increased their public expenditure on education; or (b) maintained sector spending at 20% or above	Overall:	78% (a—24%; b—53%)*	Planned:	76%	Baseline	Baseline	90%
			Achieved:	n/a			
	FCAC:	77% (a—32%; b—45%)*	Planned:	74%	Baseline		86%
			Achieved:	n/a			
Indicator	**Baseline *(CY2010–2014; N = 21 DCPs)***		**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
11. Equitable allocation of teachers, as measured by the relationship (R^2) between the number of teachers and the number of pupils per school in each DCP	Overall:	29%	First milestone set for 2018		Baseline	Baseline	48%
	FCAC:	18%	—		—		—

(continued)

Indicator	Baseline *(2013; N = 55 DCPs)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
12. Proportion of DCPs with pupil/trained teacher ratio below threshold (<40) at the primary level	Overall:	25%	Planned:	27%	Met	Met	35%
			Achieved:	29%			
	FCAC:	13%	Planned:	13%	Met		21%
			Achieved:	13%			

Indicator	Baseline *(CY2010–2014; N = 19 DCPs)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
13. Repetition and drop out impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each DCP	Overall:	26%	First milestone set for 2018	Baseline	Baseline	42%
	FCAC:	17%	Target set for 2020	Baseline		25%

Indicator	Baseline *(2012–2013; N = 61 DCPs)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
14. Proportion of DCPs reporting at least 10 of 12 key international education indicators to UIS (including key outcomes, service delivery and financing indicators as identified by GPE)	Overall:	30%	Planned:	30%	Met	Met	66%
			Achieved:	43%			
	FCAC:	32%	Planned:	32%	Met		54%
			Achieved:	39%			

Indicator	Baseline *(CY2011–2015; N = 60 DCPs)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
15. Proportion of DCPs with a learning assessment system within the basic education cycle that meets quality standards	Overall:	32%	First milestone set for 2018	Baseline	Baseline	47%
	FCAC:	21%	First milestone set for 2018	Baseline		36%

(continued)

COUNTRY-LEVEL OBJECTIVES—Strategic Objective 1: Strengthen education sector planning and policy implementation

(a) Support evidence-based, nationally owned sector plans focused on equity, efficiency and learning

Indicator	Baseline *(CY2014–2015; N = 19 sector plans (16 ESPs and 3 TEPs)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
16a. Proportion of endorsed (a) education sector plans (ESP) or (b) transitional education plans (TEP) meeting quality standards	Overall:	58% of ESPs/TEPs met at least the minimum number of quality standards	First milestone set for 2018	Baseline	Baseline	100%
	ESPs:	56% of ESPs met at least 5 out of 7 quality standards	First milestone set for 2018	Baseline		100%
	TEPs:	67% of TEPs met at least 3 out of 5 quality standards	First milestone set for 2018	Baseline		100%

Indicator	Baseline *(CY2014–2015; N = 19 sector plans (16 ESPs and 3 TEPs)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
16b. Proportion of ESPs/TEPs that have a teaching and learning strategy meeting quality standards	Overall:	58% of ESPs/TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	Baseline	100%
	ESPs:	50% of ESPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline		100%
	TEPs:	100% of TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline		100%

Indicator	Baseline *(CY2014–2015; N = 19 sector plans (16 ESPs and 3 TEPs)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
16c. Proportion of ESPs/TEPs with a strategy to respond to marginalized groups that meets quality standards (including gender, disability, and other context-relevant dimensions)	Overall:	68% of ESPs/TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	Baseline	100%
	ESPs:	63% of ESPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline		100%
	TEPs:	100% of TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline		100%

(continued)

Indicator	Baseline *(CY2014–2015; N = 19 sector plans (16 ESPs and 3 TEPs)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
16d. Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards	Overall:	53% of ESPs/TEPs met at least 4 out of 5 quality standards	First milestone set for 2018		Baseline	Baseline	100%
	ESPs:	50% of ESPs met at least 4 out of 5 quality standards	First milestone set for 2018		Baseline		100%
	TEPs:	67% of TEPs met at least 4 out of 5 quality standards	First milestone set for 2018		Baseline		100%
(b) Enhance sector plan implementation through knowledge and good practice exchange, capacity development and improved monitoring and evaluation, particularly in the areas of teaching and learning and equity and inclusion							
Indicator	**Baseline *(FY2015; N = 1 ESPIG application identified with data gaps to inform key indicators)***		**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
17. Proportion of DCPs or States with a data strategy that meets quality standards	n/a		Planned:	100%	Met	Met	100%
			Achieved:	100%			
COUNTRY-LEVEL OBJECTIVES—Strategic Objective 2: Support mutual accountability through effective and inclusive sector policy dialogue and monitoring							
(a) Promote inclusive and evidence-based sector policy dialogue and sector monitoring, through government-led local education groups and the joint sector review process, with participation from civil society, teachers' organizations, the private sector and all development partners							
Indicator	**Baseline *(CY2015; N = 35 JSRs)***		**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
18. Proportion of joint sector reviews (JSRs) meeting quality standards	Overall:	29% of JSRs met at least 3 out of 5 standards quality	Planned:	41%	Met	Met	90%
			Achieved:	45%			
	FCAC:	25% of JSRs met at least 3 out of 5 quality standards	Planned:	38%	Not met		90%
			Achieved:	36%			

(continued)

(b) Strengthen the capacity of civil society and teacher organizations to engage in evidence-based policy dialogue and sector monitoring on equity and learning, leveraging social accountability to enhance the delivery of results

Indicator	Baseline *(FY2016; N = 61 LEGs)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
19. Proportion of LEGs with (a) civil society and (b) teacher representation	Overall:	44% (a—77%; b—48%)	First milestone set for 2017	Baseline	Baseline	59%
	FCAC:	55% (a—77%; b—58%)	First milestone set for 2017	Baseline		70%

COUNTRY-LEVEL OBJECTIVES—Strategic Objective 3: GPE financing efficiently and effectively supports the implementation of sector plans focused on improved equity, efficiency and learning

(a) GPE financing is used to improve national monitoring of outcomes, including learning

Indicator	Baseline *(FY2015; N = 53 active ESPIGs at the end of FY)*		Milestone 2016	Milestone 2016 Status—by disaggregation	Milestone 2016 Status—Aggregated	Target 2020
20. Proportion of grants supporting EMIS/learning assessment systems	Overall:	38%*	First milestone set for 2018	Baseline	Baseline	60%
	FCAC:	34%*	First milestone set for 2018	Baseline		51%

(b) GPE financing is used to improve teaching and learning in national education systems

Indicator	Baseline *(FY2016; N=13 overall, 9 FCAC)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
21. Proportion of text-books purchased and distributed through GPE grants, out of the total planned by GPE grants	Overall:	74%*	First milestone set for 2017	Baseline	Baseline	90%
	FCAC:	71%*	First milestone set for 2017	Baseline		90%

Indicator	Baseline *(FY2016; N = 30 overall, 17 FCAC)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
22. Proportion of teach-ers trained through GPE grants, out of the total planned by GPE grants	Overall:	86%*	First milestone set for 2017	Baseline	Baseline	90%
	FCAC:	83%*	First milestone set for 2017	Baseline		80%

(continued)

(c) GPE financing is used to improve equity and access in national education systems

Indicator	Baseline *(FY2016; N = 25 overall, 17 FCAC)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
23. Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants	Overall:	65%*	First milestone set for 2017		Baseline	Baseline	80%
	FCAC:	71%*	First milestone set for 2017		Baseline		70%

(d) The GPE funding model is implemented effectively, leading to the achievement of country- selected targets for equity, efficiency, and learning

Indicator	Baseline *(FY2015; N = (a) 3 ESPIG applications; (b) 0 active ESPIGs with such performance indicators due for assessment in FY15)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
24. Proportion of GPE program grant applications approved from 2015 onward: (a) identifying targets in Funding Model performance indicators on equity, efficiency and learning; (b) achieving targets in Funding Model performance indicators on equity, efficiency and learning	Overall:	(a) Not applicable (b) Not applicable	Planned:	(a) 95% (b) 90%	Met	Met	(a) 95% (b) 90%
			Achieved:	(a) 100% (b) 100%			
	FCAC:	(a) Not applicable (b) Not applicable	Planned:	(a) 90% (b) 90%	Met		(a) 90% (b) 90%
			Achieved:	(a) 100% (b) n/a			

(e) GPE financing is assessed based on whether implementation is on track

Indicator	Baseline *(FY2016; N = 54 active ESPIGs at the end of FY)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
25. Proportion of GPE program grants assessed as on track with implementation	Overall:	80%*	First milestone set for 2017	Baseline	Baseline	85%
	FCAC:	77%	First milestone set for 2017	Baseline		83%

(continued)

GLOBAL-LEVEL OBJECTIVES—Strategic Objective 4: Mobilize more and better financing

(a) Encourage increased, sustainable, and better coordinated international financing for education by diversifying and increasing GPE's international donor base and sources of financing

Indicator	Baseline *(FY2015)*	Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
26. Funding to GPE from nontraditional donors (private sector and those who are first-time donors to GPE)	5.0 million USD	Planned:	6.4 million USD	Met	Met	n/a
		Achieved:	6.4 million USD			

Indicator	Baseline *(FY2015)*	Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
27. Percentage of donors pledges fulfilled	100% of pledges fulfilled	Planned:	100%	Met	Met	100%
		Achieved:	100%			

Indicator	Baseline *(CY2010–2014; N = 21 donors)*	Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
28. Proportion of GPE donors that have (a) increased their funding for education; or (b) maintained their funding	48% (a—38%; b—10%)*	First milestone set for 2017	Baseline	Baseline	56%

(b) Advocate for improved alignment and harmonization of funding from the Global Partnership and its international partners around nationally owned education sector plans and country systems

Indicator	Baseline *(FY2015; N = 68 active ESPIGs at any point during FY)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
29. Proportion of GPE grants aligned to national systems	Overall:	34% of ESPIGs meet at least 7 elements of alignment out of a total of 10	Planned:	37%	Not met	Not met	51%
			Achieved:	31%			
	FCAC:	27% of ESPIGs meet at least 7 elements of alignment out of a total of 10	Planned:	29%	Not met		38%
			Achieved:	26%			

(continued)

Indicator	Baseline *(FY2015; N = 68 active ESPIGs at any point during FY)*		Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
30. Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms	Overall:	40%* of ESPIGs are co-financed or sector pooled (a—26%; b—13%)	Planned:	34%	Met	Met	46%
			Achieved:	39%			
	FCAC:	32% of ESPIGs in FCAC are cofinanced or sector pooled (a—22%; b—11%)	Planned:	32%	Met		42%
			Achieved:	35%			
(c) Support increased, efficient, and equitable domestic financing for education through cross-national advocacy, mutual accountability, and support for transparent monitoring and reporting							
Indicator	**Baseline *(FY2015; N = 57 missions)***		**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
31. Proportion of country missions addressing domestic financing issues	Overall:	47%	Planned:	51%	Met	Met	65%
			Achieved:	70%			
	FCAC:	62%	Planned:	65%	Met		65%
			Achieved:	81%			

(continued)

GLOBAL-LEVEL OBJECTIVES—Strategic Objective 5: Build a stronger partnership

(a) Promote and coordinate consistent country-level roles, responsibilities, and accountabilities among governments, development partners, grant agents, civil society, teacher's organizations, and the private sector through local education groups and a strengthened operational model

Indicator	Baseline *(FY2016; N = 70 respondents in 28 DCPs)*		Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
32. Proportion of (a) DCPs and (b) other partners reporting strengthened clarity of roles, responsibilities, and accountabilities in GPE country processes	**All respondents**				Baseline	
	DCPs:	n/a	First milestone set for 2017	Baseline survey		80%
	Other partners:	n/a	First milestone set for 2017	Baseline survey		80%
	Respondents in FCAC					
	DCPs:	n/a	First milestone set for 2017	Baseline survey		80%
	Other partners:	n/a	First milestone set for 2017	Baseline survey		80%

(b) Use global and cross-national knowledge and good practice exchange effectively to bring about improved education policies and systems, especially in the areas of equity and learning

Indicator	Baseline *(FY2015)*	Milestone 2016		Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
33. Number of policy, technical and/or other knowledge products developed and disseminated with funding or support from GPE	4	Planned:	6	Met	Met	64
		Achieved:	13			

(c) Expand the partnership's convening and advocacy role, working with partners to strengthen global commitment and financing for education

Indicator	Baseline *(FY2016)*	Milestone 2016	Milestone 2016 Status—by Disaggregation	Milestone 2016 Status—Aggregated	Target 2020
34. Number of advocacy events undertaken with partners and other external stakeholders to support the achievement of GPE's strategic goals and objectives	11	First milestone set for 2017	Baseline	Baseline	65

(continued)

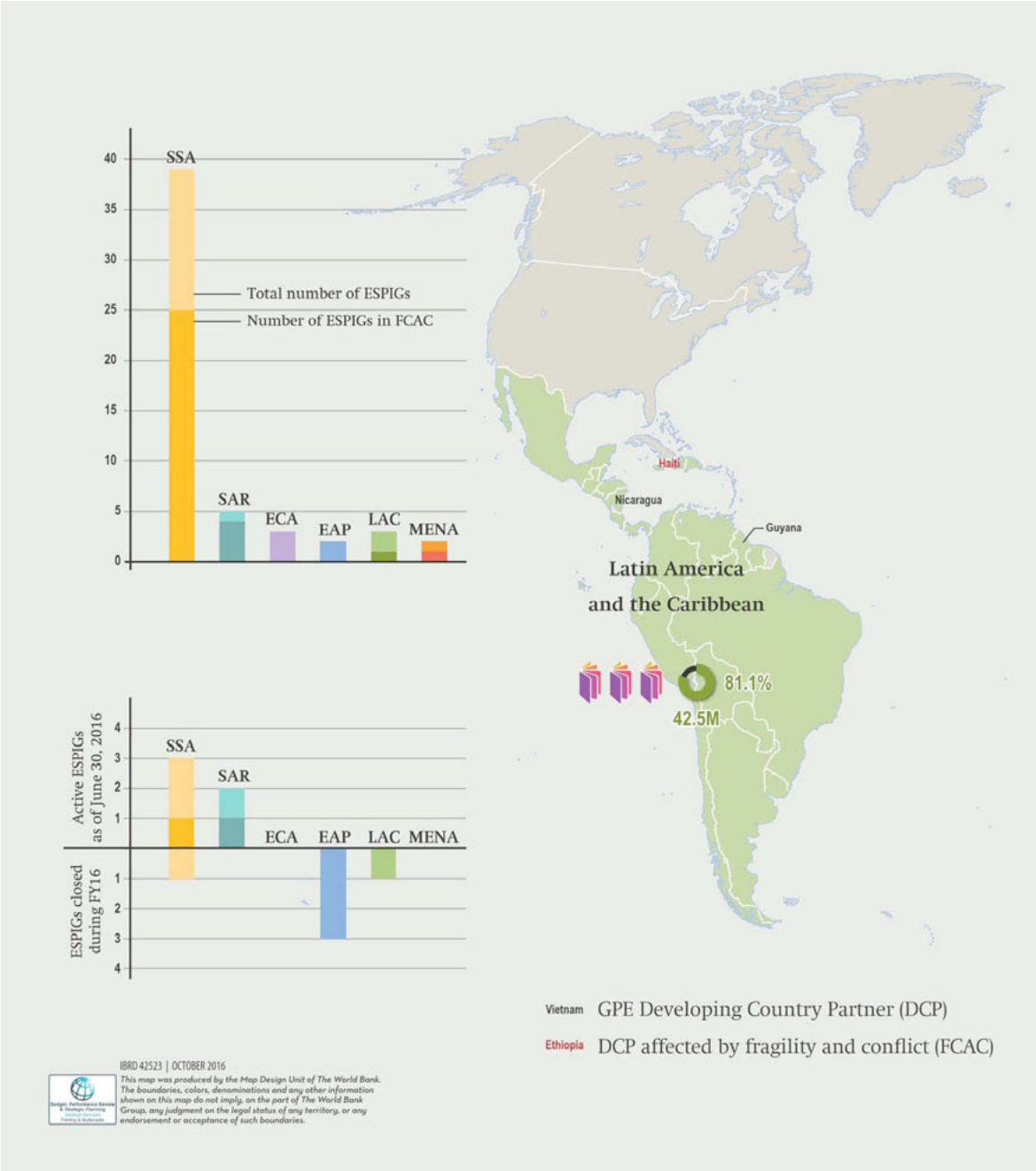
(d) Improve GPE's organizational efficiency and effectiveness, creating stronger systems for quality assurance, risk management, country support, and fiduciary oversight						
Indicator	**Baseline *(FY2016; N = 12 audit reports)***	**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
35. Proportion of significant issues identified through audit reviews satisfactorily addressed	100%*	First milestone set for 2017		Baseline	Baseline	100%
Indicator	**Baseline *(FY2015; N = 2,254.74 total work weeks)***	**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
36. Proportion of GPE Secretariat staff time spent on country-facing functions	28%	Planned: Achieved:	32% 42%	Met	Met	50%
(e) Invest in monitoring and evaluation to establish evidence of GPE results, strengthen mutual accountability and improve the work of the partnership						
Indicator	**Baseline *(FY2016; N = 1 results report and 1 evaluation report)***	**Milestone 2016**		**Milestone 2016 Status—by Disaggregation**	**Milestone 2016 Status—Aggregated**	**Target 2020**
37. Proportion of results reports and evaluation reports published against set targets	100%	First milestone set for 2018		Baseline	Baseline	100%

Appendix G. List of PDGs Active during FY2016, by Grant Amount and Status

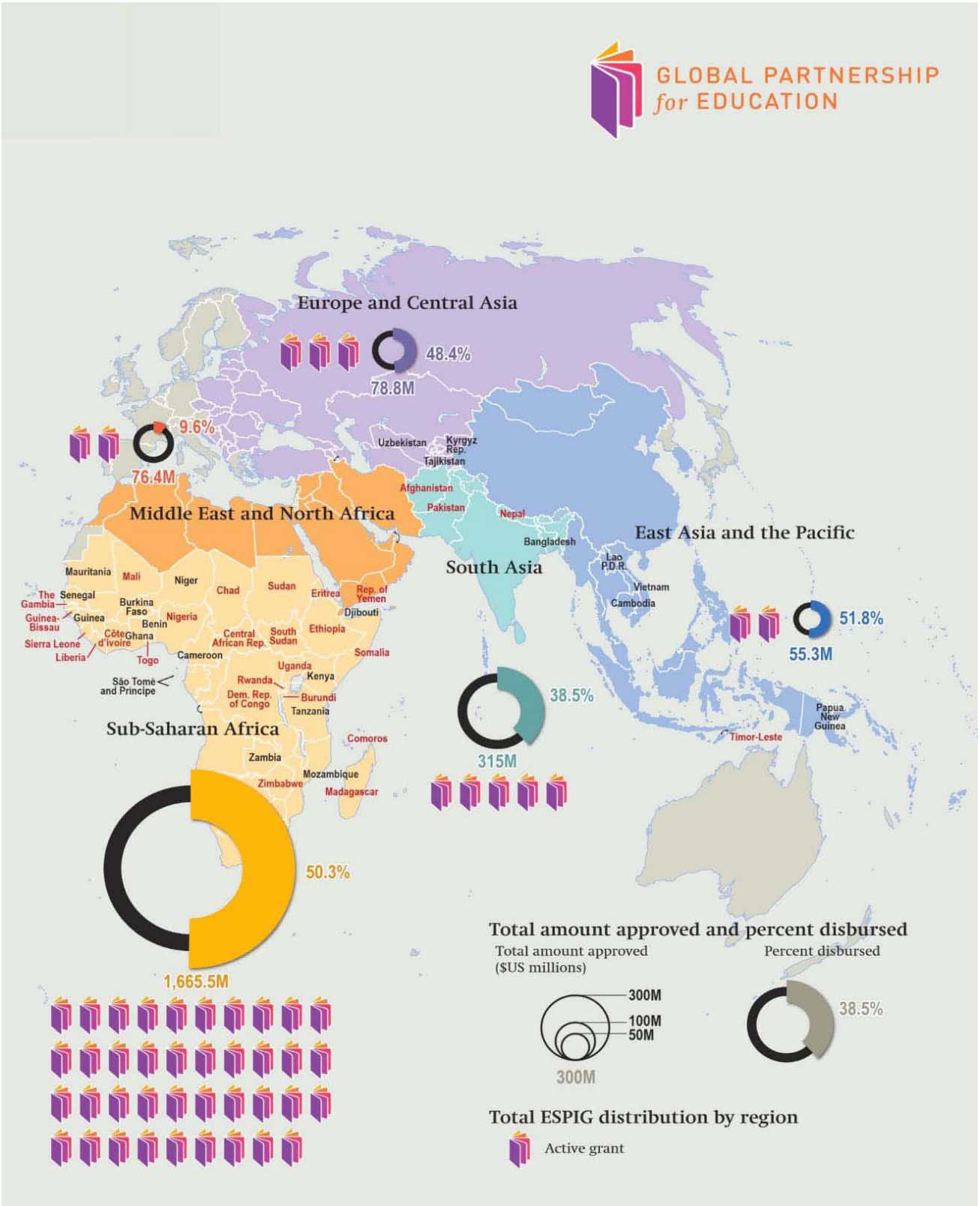
Country	FCAC	Grant Amount (US$)	Status	Completion Report Received
Bangladesh		100,000	Closed	Yes
Caribbean island states		316,000	Active	n/a
Congo, Dem. Rep.	FCAC	321,750	Active	n/a
Guyana		200,000	Closed	Yes
Malawi		319,114	Closed	No
Mozambique		200,000	Closed	Yes
Nepal	FCAC	179,700	Closed	Yes
Lesotho		250,000	Active	n/a

Source: GPE Secretariat.
Note: n/a = not applicable.

Appendix H. Education Sector Program Implementation Grants (ESPIGs) Distribution by Region



(continued)



Note: SSA = Sub-Saharan Africa; SAR = South Asia region; ECA = Eastern Europe and Central Asia; EAP = East Asia and Pacific; LAC = Latin America and Caribbean; MENA = Middle East and North America.

Appendix I. List of ESPIGs Active at the End of FY2016, Disbursement and Implementation Status

Country Name	FCAC	Total Amount Approved (US$)	ESPIG Grant Agent	Cumulative Disbursement (as of June 30, 2016) (US$)
Afghanistan	FCAC	55,700,000	UNICEF	27,856,780
Bangladesh		100,000,000	World Bank	20,000,000
Benin		42,300,000	World Bank	24,000,000
Burkina Faso		78,200,000	AFD	44,700,000
Cambodia		38,500,000	World Bank	27,038,691
Cameroon		53,300,000	World Bank	15,795,999
Central African Republic	FCAC	19,200,000	UNICEF	11,042,310
Chad	FCAC	40,140,000	UNICEF	33,647,706
Chad		7,060,000	UNESCO	3,759,881
Chad (accelerated financing)		6,955,170	UNICEF	1,860,759
Comoros	FCAC	4,600,000	UNICEF	2,963,614
Congo, Dem. Rep.	FCAC	100,000,000	World Bank	88,662,831
Côte d'Ivoire	FCAC	41,400,000	World Bank	31,981,839
Djibouti		3,800,000	World Bank	642,350
Eritrea	FCAC	25,300,000	UNICEF	6,127,340
Ethiopia	FCAC	100,000,000	World Bank	80,000,000
Gambia, The	FCAC	6,900,000	World Bank	4,669,567
Ghana		75,500,000	World Bank	75,500,000
Guinea		37,800,000	World Bank	5,062,280
Guinea-Bissau	FCAC	12,000,000	UNICEF	6,035,701
Guyana		1,700,000	World Bank	790,189

(continued)

Country Name	FCAC	Total Amount Approved (US$)	ESPIG Grant Agent	Cumulative Disbursement (as of June 30, 2016) (US$)
Haiti		24,100,000	World Bank	16,973,347
Kenya		88,400,000	World Bank	6,436,646
Kyrgyz Republic		12,700,000	World Bank	7,805,908
Lao PDR		16,800,000	World Bank	1,597,659
Liberia	FCAC	40,000,000	World Bank	40,000,000
Madagascar	FCAC	85,400,000	World Bank	47,096,438
Mali	FCAC	41,700,000	World Bank	32,225,291
Mauritania		12,400,000	World Bank	6,509,351
Mozambique		57,900,000	World Bank	18,000,000
Nepal	FCAC	59,300,000	World Bank	36,687,006
Nicaragua		16,700,000	World Bank	16,700,000
Niger		84,200,000	World Bank	17,818,805
Nigeria	FCAC	100,000,000	World Bank	11,450,951
Pakistan (Balochistan)	FCAC	34,000,000	World Bank	8,068,017
Pakistan (Sindh)	FCAC	66,000,000	World Bank	28,650,000
Rwanda	FCAC	25,200,000	DFID	—
Sao Tome and Principe		1,100,000	World Bank	566,289
Senegal		46,900,000	World Bank	36,011,032
Sierra Leone	FCAC	17,900,000	World Bank	5,241,172
Somalia (Central South)	FCAC	8,200,000	UNICEF	5,239,932
Somalia (Puntland)	FCAC	2,100,000	UNICEF	1,851,553
Somalia (Somaliland)	FCAC	4,200,000	UNICEF	3,015,384
South Sudan	FCAC	36,100,000	UNICEF	10,358,974
Sudan	FCAC	76,500,000	World Bank	38,029,546

(continued)

Country Name	FCAC	Total Amount Approved (US$)	ESPIG Grant Agent	Cumulative Disbursement (as of June 30, 2016) (US$)
Tajikistan		16,200,000	World Bank	9,834,087
Tanzania (Mainland)		94,800,000	Sida	58,213,210
Tanzania (Zanzibar)		5,200,000	Sida	5,194,966
Togo	FCAC	27,800,000	World Bank	6,971,097
Uganda	FCAC	100,000,000	World Bank	20,916,127
Uzbekistan		49,900,000	World Bank	20,528,520
Yemen	FCAC	72,600,000	UNICEF	6,686,181
Zambia		35,200,000	DFID	17,664,000
Zimbabwe	FCAC	23,600,000	UNICEF	13,035,564

Source: GPE Secretariat.

Appendix J. Project-pooled, Sector-pooled, and Stand-alone Grants

Country	Total Grants FY16
Project-pooled	
Benin	1
Chad	3
Gambia, The	1
Guinea	1
Haiti	2
Lao PDR	1
Nicaragua	1
Niger	1
Sao Tome and Principe	1
Senegal	1
Sierra Leone	1
South Sudan	1
Sudan	1
Sector-pooled	
Bangladesh	1
Burkina Faso	1
Ethiopia	1
Mozambique	1
Nepal	1
Rwanda	1
Zambia	1

Country	Total Grants FY16
Stand-alone	
Afghanistan	1
Burundi	1
Cambodia	1
Cameroon	1
Central African Republic	1
Comoros	1
Congo, Dem. Rep.	1
Côte d'Ivoire	1
Djibouti	1
Eritrea	1
Ghana	1
Guinea-Bissau	1
Guyana	1
Kenya	1
Kyrgyz Republic	1
Liberia	1
Madagascar	1
Mali	1
Mauritania	1
Nigeria	1
Pakistan (Balochistan)	1

(continued)

Country	Total Grants FY16
Stand-alone	
Pakistan (Sindh)	1
Papua New Guinea	1
Somalia (federal gov.)	1
Somalia (Puntland)	1
Somalia (Somaliland)	1
Tajikistan	1
Tanzania	1
Timor-Leste	1
Togo	1
Uganda	1
Uzbekistan	1
Vietnam	1
Yemen	1
Zanzibar	1
Zimbabwe	1

Source: GPE Secretariat.

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