

GLOBAL PARTNERSHIP *for* EDUCATION

2019

Grant Performance Report

TABLE OF CONTENTS

List of Abbreviations and Acronyms....2
Acknowledgments....4
1 Introduction....5
2 Key Observations....6
3 Overview of ESPIG Portfolio....8
3.1 Description of ESPIG Portfolio....8
3.2 Distribution by Grant Agent....9
3.3 Distribution by Region....11
3.4 Distribution by Income and Fragility....11
4 ESPIG Performance....13
4.1 Disbursement and Implementation Analysis....13
4.2 Analysis of Disbursement Patterns and Delays....16
4.3 Analysis of Lessons Learned on Effective Implementation....22
5 Analysis of Administrative Costs....27
6 Closed Grants....29
Annex 1: Education Sector Program Implementation Grants....30
Annex 2A: Grants Disbursement and Implementation status....33
Annex 2B: Grant Performance Analyses Methodology....37
Annex 3: Response to GPC Observations on 2018 Portfolio Review....43
Annex 4: Report backs on FAC/GPC's Recommendations and Concerns....47

LIST OF TABLES

Table 1: ESPIG portfolio, FY17-FY19....8
Table 2: ESPIG portfolios across regions (active, closed and pending as of June 30, 2019)....11
Table 3: List of ESPIGs by disbursement and implementation status (as of June 30, 2019)....14
Table 4: Proportion of FCACs by grant duration....18
Table 5: Factors contributing to disbursement delays, FY14-FY19....20
Table 6: Description of types of grant administrative costs....27
Table 7: Agency/supervision and direct management and administrative costs by FCAC status....28
Table 8: Agency/supervision and direct management and administrative costs by grant size....28

LIST OF FIGURES

Figure 1: ESPIGs approved by grant amount (US$)....9
Figure 2: Distribution of number of ESPIGs approved by grant size, FY17-FY19....9
Figure 3: Number of ESPIGs managed per GA, FY17-FY19....10
Figure 4: ESPIG amount managed per GA (US$ million), FY17-FY19....10
Figure 5: Total active, closed and pending ESPIGs amount (US$ million) by income status, FY17-FY19....12
Figure 6: Total active, closed and pending ESPIGs amount (US$ million) by FCAC status, FY17-FY19....12
Figure 7: ESPIG implementation status (in percentage and number of ESPIGs), FY16-FY19....13
Figure 8: ESPIG disbursement status (in percentage and number of ESPIGs), FY16-FY19....14
Figure 9: Average percentage disbursed by grant duration....17
Figure 10: Detecting delay (assigning "delayed" rating) by time elapsed in grant implementation....21
Figure 11: Trends in total GAs' costs (in percentage), FY13-FY19....28
Figure 12: Number of ESPIGs closed per fiscal year, FY16-FY19....29

LIST OF ABBREVIATIONS AND ACRONYMS

AF	Accelerated funding
AFD	Agence Française de Développement
ANCEFA	Africa Network Campaign on Education for All
BTC	Belgian Technical Cooperation
CA	Coordinating agency
CAR	Central African Republic
CGPC	Country Grants and Performance Committee
CICED	Center for International Cooperation in Education Development
CL	Country lead
CLPG	Country-level process guide
CPIA	Country policy and institutional assessment
CSEF	Civil Society Education Fund
CSR	Country status report
CST	Country Support Team
CY19	Calendar year 2019
DAC	Development Co-operation Directorate, Organization of Economic Co-operation and Development
DCP	Developing country partner
DFID	Department for International Development, United Kingdom
DLI	Disbursement-linked indicator
ECCD	Early childhood care and development
EAP	East Asia and Pacific (region)
ECA	Europe and Central Asia (region)
ECCE	Early childhood care and education
ECE	Early childhood education
ECED	Early childhood education and development
EGRA	Early grade reading assessment
EMIS	Education management information system
EOI	Expression of interest (in the GPE Multiplier)
EPDF	Education program development fund
ESA	Education sector analysis
ESP	Education sector plan
ESPDG	Education sector plan development grant
ESPIG	Education sector program implementation grant
ESSP	Education sector strategic plan
FAC	Financial Advisory Committee
FCAC	Fragile and conflict-affected country
FGS	Federal Government of Somalia
FPA	Financial procedure agreement
FRC	Finance and Risk Committee
FRR	Final readiness review
FSM	Federal State of Micronesia
FTI	Fast Track Initiative
FY19	Fiscal year 2019 (July 1, 2018 – June 30, 2019)
GA	Grant agent
GCE	Global Campaign for Education
GIZ	Gesellschaft für Internationale Zusammenarbeit GmbH, Germany
GPC	Grants and Performance Committee
GPE	Global Partnership for Education
GPR	Grant performance report
GRA	Global and regional activities
HACT	Harmonized approach to cash transfer
IBE	International Bureau of Education (IBE – UNESCO)
ICR	Implementation completion and results report (World Bank document)
ICT	Information and communication technologies
IDA	International Development Association
IIEP	International Institute for Education Planning (IIEP – UNESCO)
INGO	International nongovernmental organization

INT	Integrity Vice Presidency (The World Bank Group)
ISR	Implementation status report
JICA	Japan International Cooperation Agency
JSR	Joint sector review
L	Low-income country
LAC	Latin America and the Caribbean (region)
LAS	Learning assessment systems
LEG	Local education group
LM	Lower middle-income country
LME	Learning monitoring evaluation
M	Middle-income country
M&E	Monitoring and evaluation
MCA	Maximum country allocation
MCAM	Maximum country allocation from the Multiplier
ME	Managing entity
MEA	Middle East and North Africa (region)
MU	Monitoring unit
NEA	Nation education account
NFM	New funding model
NGO	Nongovernmental organization
OECD	Organization for Economic Co-operation and Development
OECS	Organization of Eastern Caribbean States
OIAI	Office of Internal Audit and Investigations (UNICEF)
OIF	Organisation Internationale de la Francophonie
OOSC	Out-of-school children
PDG	Program development grant
PDO	Program development objective
PFR	Portfolio review
PIU	Project implementation unit
QA	Quality assurance
QAR	Quality assurance review
S	Small state
SAR	South Asia (region)
SDC	Swiss Agency for Development and Cooperation
SE	Supervising entity
Sida	Swedish International Development Cooperation Agency
SIDS	Small island developing states
SMI	Sector monitoring initiative
SO	Strategic objective
SRGBV	School-related gender-based violence
SSA	Sub-Saharan Africa (region)
SSRP	School sector reform program
STC	Save the Children
TEP	Transitional education plan
TEPAG	Transitional education plan appraisal guidelines
UIS	UNESCO Institute for Statistics
UM	Upper middle-income country
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGEI	United Nations Girls Education Initiative
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development
WB	The World Bank

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1 INTRODUCTION

From a Broad Portfolio Review to a More Streamlined ESPIG Performance Report

The Grant Performance Report (GPR) 2019 is the product of collaborative efforts across the Global Partnership for Education (GPE) Secretariat. It covers the fiscal year July 1, 2018 to June 30, 2019 (FY19), and replaces the Portfolio Review (PFR) which the Secretariat has provided on an annual basis since 2013 to report to the Grants and Performance Committee (GPC) and the Board of Directors (the Board) on a broad array of grant-related issues. The compilation of the GPR was led by the GPE Country Support Team (CST) under the supervision of Sven Baeten (Acting CST Manager). The report is based on data provided by grant agents (GAs), developing country partners (DCPs), coordinating agencies (CAs) and Secretariat staff, and was prepared for the GPC and the Board to fulfill the requirements described in the GPC's terms of reference to "track progress on the portfolio of grants awarded from GPE resources." [1]

The issues covered by the former annual PFR included updates on the GPE operational model; multi-faceted analyses on education sector program implementation grant (ESPIG) portfolio and performance; analysis on ESPIG thematic components, risk management and operational risk framework; audit report analysis; updates on misuse of funds, implementation modalities and alignment; program development grant (PDG) and education sector plan development grant (ESPDG). However, many of these issues are also reported to the Board and its committees through other means such as the GPE Results Report and periodic updates.

To reduce transaction costs associated with the production of multiple overlapping reports, the GPC agreed to the Secretariat's proposal to replace the broad PFR with a more streamlined and performance-focused annual GPR.[2] The GPR 2019 therefore reports only on ESPIGs, including the Multiplier grants, which make up 99 percent (over US$2 billion) of the entire GPE grant portfolio (US$2.1 billion).[3] Reporting on ESPDGs and PDGs will be made available on the GPE website along with grant data previously annexed to the PFR.[4] Sections of the PFR that overlapped with the Results Report – including analysis on ESPIG thematic components, grant modalities and alignment – will now be reported exclusively in the Results Report.[5] Other sections such as risk management and audit report analysis will be reported directly to the relevant board committees, while sections of the PFR that are no longer relevant (such as the funding model update) have been eliminated.

The main purpose of the annual GPR is to analyze ESPIG performance, focusing on issues and trends in grant implementation across multiple years, and in particular to understand and proffer solutions to challenges affecting implementation. It is important to note that the performance issues covered in this report do not include outputs, outcomes and impacts of the grants – these matters are covered in the Results Report. The GPR should therefore be considered alongside the Results Report in order to obtain a broad picture of grant performance.

[1] See "Grants and Performance Committee Terms of Reference," available on GPE website: https://www.globalpartnership.org/content/country-grants-and-performance-committee-terms-reference.
[2] This proposal was presented to the Committee at its meeting in Washington DC in April 2019. The report will be produced on an annual basis and made available before the GPC meeting in the fourth quarter of the calendar year.
[3] Total GPE grant portfolio – ESPIG, PDG and ESPDG – as of June 30, 2019.
[4] Starting in FY20.
[5] With the exception of indicator 25 (ESPIG performance), which is now the main focus of the GPR.

2 KEY OBSERVATIONS

There has been a significant increase in the volume of ESPIG funding approved over the last three fiscal years. In FY19, the partnership approved a total of US$538.9 million in ESPIGs.[6] This is almost three times the total amount approved in FY18 (US$199.6 million) and more than four times the amount approved in FY17 (US$124.8 million). Similarly, the actual number of grants approved per fiscal year increased substantially from four in FY17 to 14 in FY18, and 17 in FY19. **During FY19, 50 DCPs benefitted from 57 ESPIGs with a total value of US$2.08 billion.**[7]

More than half of GPE ESPIG funding continues to support low-income countries and countries affected by fragility and conflict (FCACs). In FY19, low-income DCPs benefitted from 68 percent (US$1.423 billion) and FCACs from 63 percent (US$1.311 billion) of the total grant amount. **Sub-Saharan Africa remained the region with the largest share of total ESPIG funding under implementation,** with nearly US$928 million (representing 72 percent) of active ESPIGs as of the end of FY19.

The performance of ESPIGs in FY19 is generally positive and not significantly different from the previous fiscal year. In FY19, six grants (21 percent of total grants with available implementation rating) were rated as delayed in either disbursement or implementation. This is similar to the previous year, when seven grants (25 percent) were delayed in either disbursement or implementation.[8] The status of four grants was upgraded from delayed to a better rating in FY19. However, five grants were newly identified as delayed in either disbursement or implementation in FY19.

Low disbursement in the first year of implementation is an early warning sign of slow implementation and challenges in the implementation process. An analysis of multi-year trends in ESPIG implementation and disbursement patterns shows that grants that take more than four years to implement and those that eventually have to be extended and restructured generally have low disbursements in the first years of implementation. Most of these grants disburse funds at a slower rate that remains relatively even throughout the implementation period. In contrast, grants with a shorter implementation period typically disburse most of their funds early.

The fact that longer-term grants do not demonstrate a peak in their disbursement pattern in the last years of implementation, typically the years after extension and/or restructuring, may be an indication that the challenges faced are more related to implementation modalities and/or absorptive capacity than the structure of the program itself. These grants may have required additional time to complete their implementation and disbursement due to low capacity in the program countries. In fact, most of these slow-spending longer-term grants are for FCACs (8 out of 12 grants in the more-than-five-year duration category).

Although grants tend to disburse slower in FCACs, grants in FCACs with relatively higher institutional capacity tend to perform better. Thus, countries' institutional capacity matters for the duration of grant implementation. Analyses show that a one-point increase in the CPIA value[9] is associated with a six-and-a-half times greater chance

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[6] This is the largest ESPIG portfolio approved per fiscal year since the inception of the current funding model in 2015 and the third largest in the history of the partnership. Following the 2012 replenishment, the partnership approved 24 ESPIGs worth nearly US$1 billion in FY13 and 18 ESPIGs in the amount of US$750 million in FY14. It is important to note, however, that these approvals occurred before the strengthened grant application quality assurance process and the current funding model were introduced. See GPE Annual Portfolio Review for 2013 and 2014, respectively: https://www.globalpartnership.org/sites/default/files/2013-11-GPE-Board-Meeting-Portfolio-Review.pdf and https://www.globalpartnership.org/sites/default/files/2014-12-gpe-board-meeting-secretariat-portfolio-review.pdf.

[7] This includes grants that were: 1) approved in the current and previous fiscal years, and 2) active at any time during FY19 or approved in FY19 but yet to commence implementation (i.e., pending) at the end of the fiscal year.

[8] Two of the seven grants that were rated "delayed" closed in FY19.

[9] CPIA – country policy and institutional assessment – is the rating of countries against a set of 16 criteria grouped in four clusters: economic management, structural policies, policies for social inclusion and equity, and public sector management and institutions. See details at https://datacatalog.worldbank.org/dataset/country-policy-and-institutional-assessment.

of a grant being in the category of fast implementing grants, indicating that grant implementation in low-capacity countries is particularly challenging.

Most of the disbursement delays are explained by delays in implementation. The majority of delays in disbursements were related to operational challenges and external factors during the program implementation cycle.[10] Of all delay factors reported from FY14 to FY19, 32 percent were due to unforeseen changes and external circumstances, such as armed conflict, pandemic or change of government's leadership or policies, during the project cycle. Among the internal factors contributing to delays, **operational challenges were most frequently reported** (49 percent). Among these, procurement issues were most prevalent (26 percent) – this is in line with the implementation delays analysis in FY18, where procurement issues made up the highest proportion of issue types (after activity preparation).

Operational challenges can be present even in well-performing grants, but if addressed effectively and promptly, they do not set the grants off track in implementation. These findings indicate that key areas for GPE's consideration to address operational challenges may include better project preparation, strengthened monitoring during the first years of implementation and a more flexible approach to implementation modality based on timely capacity assessment.

Recommendations to consider for the strengthening of grant implementation include: 1) establishing the right balance and threshold for grant implementation readiness assessment, including the prioritization and reinforcement of quality and timely preparatory activities, completing implementation readiness requirements, and setting a realistic start date; 2) embarking on a more vigorous implementation and disbursement monitoring during the first years of implementation; and 3) adopting a flexible approach and implementation modalities that are fit for purpose in low-capacity countries.

[10] Table 5 gives a breakdown of internal and external factors contributing to disbursement delays.

3 OVERVIEW OF ESPIG PORTFOLIO

3.1 DESCRIPTION OF ESPIG PORTFOLIO

During FY19, 50 DCPs benefitted from 57 ESPIGs (active, closed and pending) worth US$2.08 billion.[11] Of the 57 ESPIGs, nine were pending (i.e. had not yet started implementation) at the end of FY19.[12] Table 1 presents an overview of all ESPIGs (whether active, closed or pending) since FY17. A detailed list of all ESPIGs (active, closed or pending during FY19) is presented in Annex 1.

Of the 17 ESPIGs approved in FY19, eight started implementation. One of these, the South Sudan grant, included an accelerated funding (AF)[13] part, which closed by the end of FY19. The rest of these grants, including South Sudan's regular ESPIG, remained active at the end of FY19.

Table 1: ESPIG portfolio, FY17-FY19

	NEW APPROVED	ACTIVE	CLOSED	PENDING	TOTAL (ACTIVE, CLOSED AND PENDING)	ACTIVE & CLOSED
ESPIG portfolio as of June 30, 2017						
Number of grants	4	48	10	3	61	58
Value (US$ million)*	124.8	1961.9	357.4	202.3	2521.6	2319.3
ESPIG portfolio as of June 30, 2018						
Number of grants	14	34	24	8	66	58
Value (US$ million)*	199.6	1445.7	870.3	94.1	2410.1	2316
ESPIG portfolio as of June 30, 2019						
Number of grants	17	38**	12**	9**	57**	49
Value (US$ million)*	538.9	1293.3	464.5	320.9	2078.7	1757.8

* Grants approved before December 2016 exclude the supervision allocation. For grants approved thereafter, the supervision allocations are included in the grant amount.

** In some instances, a grant is counted in more than one category (active, closed, pending). For example, **Cote d'Ivoire** received additional ESPIG financing (additional maximum country allocation, or MCA) in May 2019, after its regular ESPIG had been approved (February 2018). These are considered as one grant in the "total" column. However, as of June 30, 2019, the additional financing was pending and the regular ESPIG active, and therefore these are included as such in the respective columns. Similarly, **South Sudan** received AF and a regular ESPIG. As of June 30, 2019, the AF was closed and the regular ESPIG still active. Although both are considered as one grant in the "total" column, they are counted separately in the "closed" and "active" columns respectively. **Zimbabwe**, however, received an ESPIG fixed part followed by a variable part and Multiplier. Both were active at the end of FY19. In this case, they are counted as one grant in both the "active" and "total" columns. The above explains why the total of grants is 57 (and not 59, as it appears to be when active, pending and closed grants are added).

There has been a significant increase in the grant amount approved over the last three fiscal years. In FY19, the partnership approved a total of US$538.9 million in ESPIGs.[14] As Figure 1 shows, this is almost three times the amount approved in the previous fiscal year (FY18) and more than four times the amount approved in FY17.

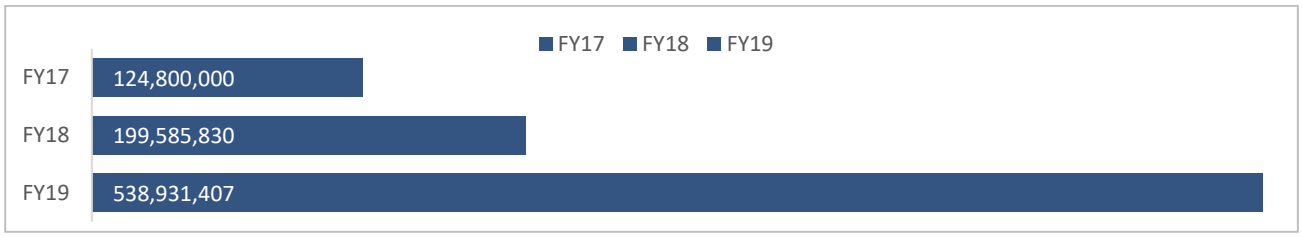
[11] This includes grants that were: 1) approved in the current and previous fiscal years, and 2) active at any time during FY19 or approved in FY19 but yet to commence implementation at the end of the fiscal year.

[12] These include ESPIGs in Benin, Burundi, Cote d'Ivoire, Myanmar, Nepal, Papua New Guinea, Senegal, Tanzania (Mainland) and Uzbekistan.

[13] Approved separately, South Sudan's AF part is not included here in the total 17 newly approved ESPIGs. Accelerated funding is available to ESPIG-eligible countries affected by a crisis for which a humanitarian appeal has been launched. Through the AF process, application to access a portion (up to 20 percent) of the country's MCA is fast-tracked to meet urgent humanitarian needs related to education.

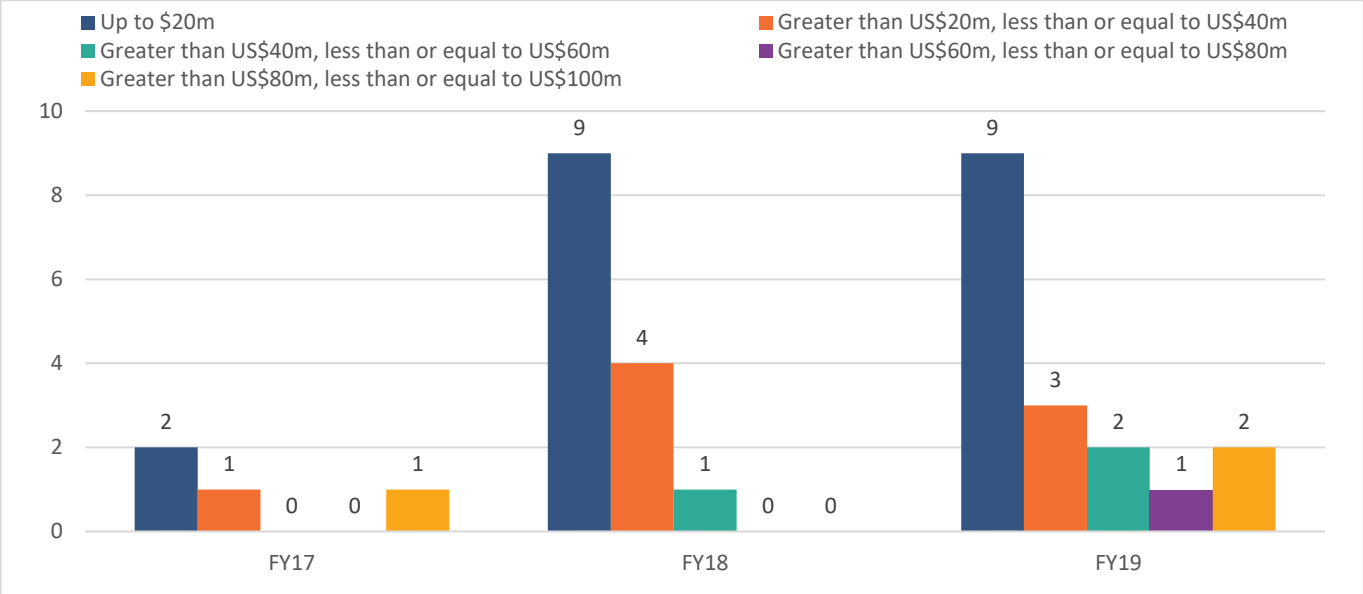
[14] This is the largest ESPIG portfolio approved per fiscal year since the inception of the current funding model in 2015 and the third largest in the history of the partnership. Following the 2012 replenishment, the partnership approved 24 ESPIGs worth nearly US$1 billion in FY13 and 18 ESPIGs in the amount of US$750 million in FY14. It is important to note, however, that these approvals occurred before the strengthened grant application quality assurance process and the current funding model were introduced. See GPE Annual Portfolio Review for 2013 and 2014, respectively: https://www.globalpartnership.org/sites/default/files/2013-11-GPE-Board-Meeting-Portfolio-Review.pdf and https://www.globalpartnership.org/sites/default/files/2014-12-gpe-board-meeting-secretariat-portfolio-review.pdf.

Figure 1: ESPIGs approved by grant amount (US$)



The large increase in total grant amount approved is mostly attributable to the larger per-country grant size in the FY19 cohort. Indeed, as shown in Figure 2, the near tripling in total grant amount approved from FY18 to FY19 is driven by a handful of larger grants approved in FY19.

Figure 2: Distribution of number of ESPIGs approved by grant size, FY17-FY19



The cumulative grant amount disbursement for the active ESPIGs as of June 30, 2019[15] was US$694.06 million, compared to $US843.4 million in FY18 and US$1.51 billion in FY17. In terms of non-cumulative disbursement, a total of US$262 million was disbursed in FY19[16] compared to US$494 million in FY18 and US$421 million in FY17.[17] The share of disbursements in FY19 that went to FCACs was 67 percent (51 percent in FY18); Sub-Saharan Africa was 85 percent (73 percent in FY18); and low-income partner developing countries was 65 percent (59 percent in FY18).

3.2 Distribution by Grant Agent

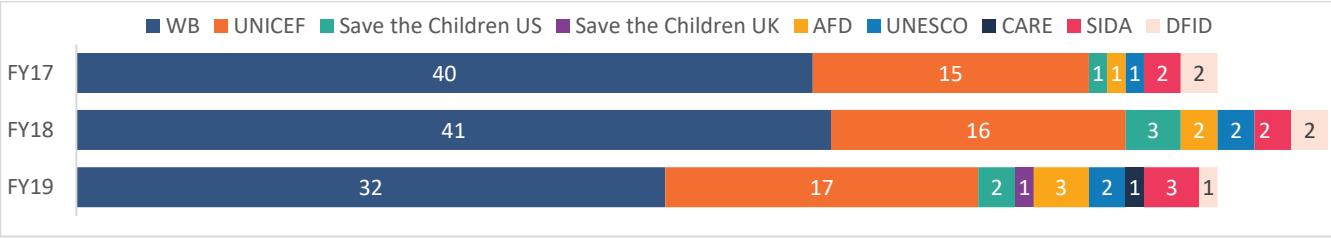
Nine organizations acted as GA over the course of FY19 compared to seven in FY18 and FY17. CARE and Save the Children UK became new GAs in FY19. The agencies that acted as GA in FY19 therefore include Agence Française de Développement (AFD), CARE, the United Kingdom's Department for International Development (DFID), Save

[15] Cumulative disbursement is the total amount disbursed in the life cycle of the active grants at the end of the period under consideration.
[16] FY19 disbursement amount is for the entire fiscal year (July 2018 - June 2019) while the amount in the performance section is for July 2018 – May 2019.
[17] The FY18 and FY17 disbursement figures have been aligned with those presented in the 2019 Results Report, which includes additional figures that were not available at the time of the completion of the 2018 portfolio review report.

the Children US, Save the Children UK, Swedish International Development Cooperation Agency (Sida), UNESCO, UNICEF and the World Bank.

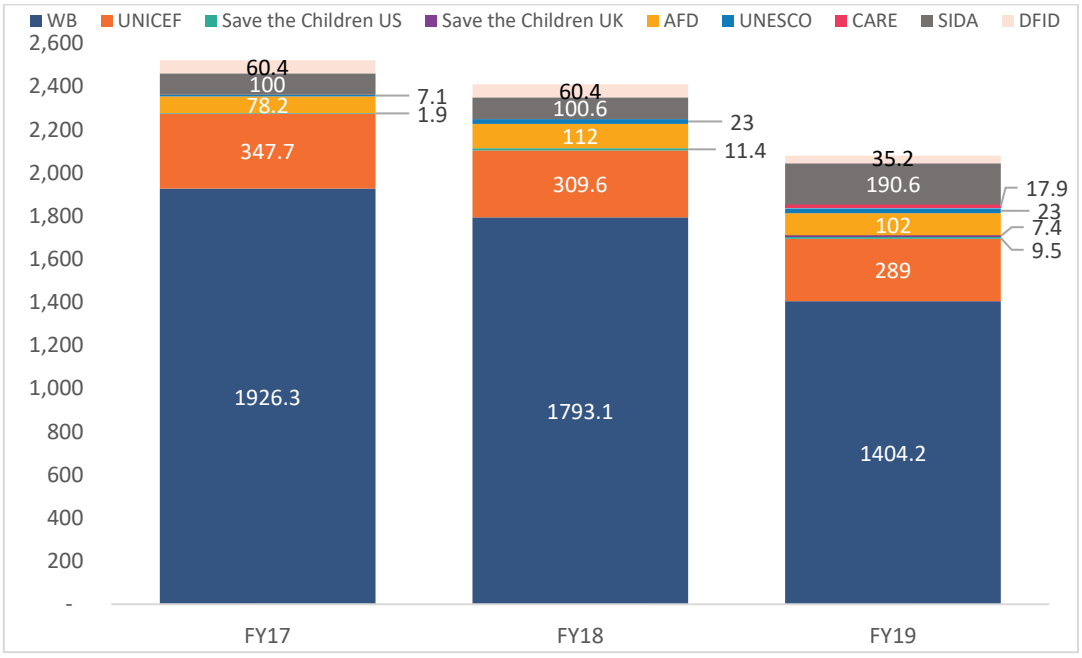
Thirty-two (52 percent) of the active, closed and pending ESPIGs were supervised by the World Bank as of June 30, 2019. This is a decrease from the 41 ESPIGs (60 percent) in FY18 and 40 ESPIGs (65 percent) in FY17. UNICEF is the second largest GA, supervising 17 ESPIGs (27 percent) in FY19, which is a slight increase compared to the previous two years. Figure 3 illustrates the number of ESPIGs managed by each GAs over the period FY17 to FY19.[18]

Figure 3: Number of ESPIGs managed per GA, FY17-FY19



The total amount for which the World Bank acted as GA decreased from US$1.93 billion in FY17 to US$1.79 billion in FY18 and US$1.40 billion in FY19. The amount administered by UNICEF also decreased, from US$348 million in FY17 to US$310 million in FY18 and US$289 million in FY19. In FY19, DFID supervised one ESPIG for a total of US$35.2 million compared to two ESPIGs worth US$60.4 million in both FY17 and FY18. In contrast, AFD and SIDA increased their portfolios by one ESPIG each. CARE and Save the Children UK, as new GAs, administered one grant each in Somalia (Federal) for a total amount of US$17.9 million and in Papua New Guinea for a total of US$7.4 million, respectively. Figure 4 shows the ESPIG amount supervised by each of the GAs over the period FY17 to FY19.

Figure 4: ESPIG amount managed per GA (US$ million), FY17-FY19



[18] Note that some grants have more than one GA. In order to conduct an appropriate analysis of the number of ESPIGs managed per GA, each approval is considered separately (although it is the same grant). This methodology applies to Section 3.2. only and explains why the total number of GAs per fiscal year in this section may appear not to match the (actual) figure in other sections.

3.3 Distribution by Region

With nearly US$928 million, Sub-Saharan Africa continued to have the largest share of total ESPIG funding under implementation, representing 72 percent of the active ESPIGs (as of the end of FY19). South Asia is the region with the second largest amount, US$203 million or 16 percent of the active ESPIGs as of end FY19. Table 2 presents a breakdown of ESPIG portfolios across regions.

Table 2: ESPIG portfolios across regions (active, closed and pending as of June 30, 2019)

Region	Number of ESPIGs	% Number of ESPIGs	FCACs	% FCACs in a region	% of ESPIGs that are FCACs	Grant Amount (US$)	% Grant Amount
Active as of June 30, 2019							
South Asia	5	13.2	2	9.1	40	203,432,407	15.7
Sub-Saharan Africa	28	73.7	19	86.4	67.9	927,965,830	71.8
East Asia & Pacific	2	5.3	0	0	0	37,400,000	2.9
Latin America & Caribbean	1	2.6	0	0	0	2,000,000	0.2
Europe & Central Asia	1	2.6	0	0	0	49,900,000	3.9
Middle East & North Africa	1	2.6	1	4.5	100	72,600,000	5.6
Total	**38***	**100**	**22**	**100**	**57.9**	**1,293,298,237**	**100**
Closed as of June 30, 2019							
Sub-Saharan Africa	11	91.7	8	100	72.7	462,810,000	99.6
Latin America & Caribbean	1	8.3	0	0	0	1,700,000	0.4
Total	**12***	**100**	**8**	**100**	**66.7**	**464,510,000**	**100**
Pending as of June 30, 2019							
Sub-Saharan Africa	5	55.6	2	50	40	205,600,000	64.1
East Asia & Pacific	2	22.2	2	50	100	81,099,000	25.3
South Asia	1	11.1	0	0	0	24,200,000	7.5
Europe & Central Asia	1	11.1	0	0	0	10,000,000	3.1
Total	**9***	**100**	**4**	**100**	**44.4**	**320,899,000**	**100**

*When active, pending and closed grants are added, the total is 59. However, when taking into consideration the explanations provided in the note below Table 1, the (actual) total of ESPIGs for this period is 57.

3.4 Distribution by Income and Fragility

During FY19, low-income countries and FCACs continued to receive a larger portion of ESPIG funding. As shown in Figure 5, despite benefitting from less in allocations in FY19 (US$1.423 billion) than in FY18 (US$1.531 billion) and FY17 (US$1.605 billion), low-income countries had a greater share of total GPE funding (68 percent) than in FY18 and FY17 (64 percent in both years). Similarly, and shown in Figure 6, FCACs received less in allocation in FY19 (US$1.311 billion) than in FY18 (US$1.427 billion) and FY17 (US$1.507 billion), but a larger proportion (63 percent) of funding allocations as compared to FY18 (59 percent) and FY17 (60 percent).

Figure 5: Total active, closed and pending ESPIGs amount (US$ million) by income status, FY17-FY19

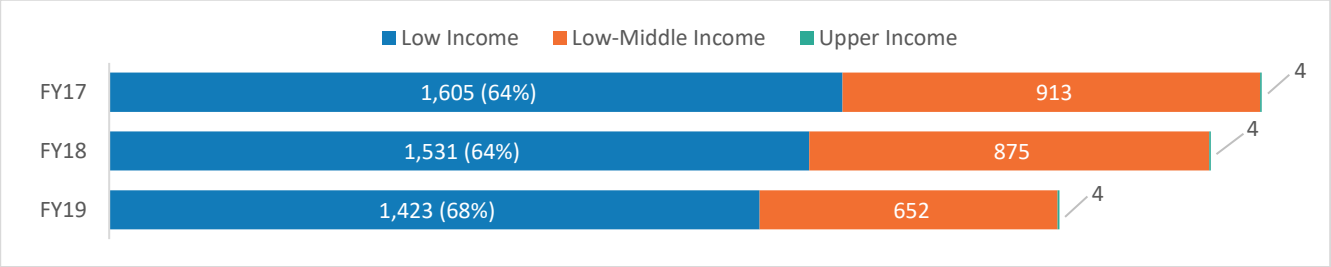
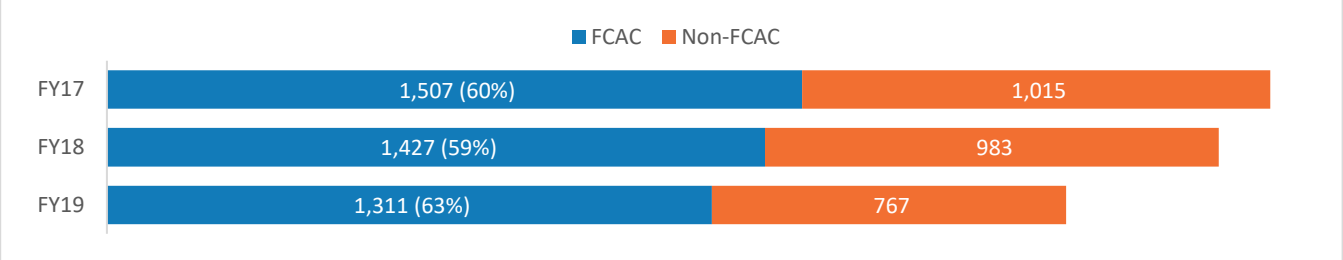


Figure 6: Total active, closed and pending ESPIGs amount (US$ million) by FCAC status, FY17-FY19



4 ESPIG PERFORMANCE

4.1 DISBURSEMENT AND IMPLEMENTATION ANALYSIS

This section examines performance of ESPIGs in terms of disbursement and implementation, and assigns ratings of *on track*, *slightly behind*[19] or *delayed.* Implementation rating is based on the assessment of whether an ESPIG is on track with implementation to achieve its major outputs. **Disbursement rating** is based on the assessment of the percentage of the cumulative amount disbursed compared to the percentage of time elapsed in the grant period (see Annex 2B for more details on definition of ratings and methodology).

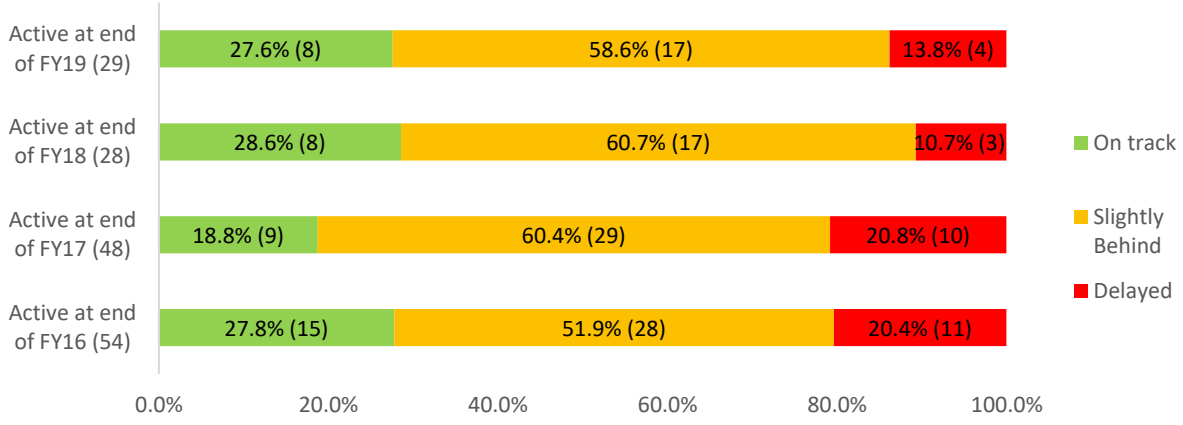
The sample of active grants with available ratings in FY19 (29 grants) is comparable to FY18 (28 grants), but smaller compared to FY17 and FY16 (48 and 54 grants respectively). This small sample in FY19 can be explained by: (i) a high number of closed grants in FY18 (24) and FY19 (12); and (ii) unavailability of ratings for the 18 new grants, for which the first progress reports (including the GAs' ratings) are not yet due to be reported.[20]

Findings from four types of analyses are presented in this section: (i) a trends analysis based on the six years of available data for implementation and disbursement ratings; (ii) the FY19 review of active grants with narratives explaining status changes from FY18; (iii) the analysis of ESPIG disbursement patterns and delays; and (iv) the analysis of effective implementation (grants that have been mainly on track in their implementation process), and lessons learned on specific implementation challenges based on the review of completion reports for closed grants.

FY16 to FY19 trends

The FY19 implementation ratings show a similar pattern to the previous year's analysis, with an insignificant increase (3.1 percent points or one grant) in the share of delayed grants. Consistent with the previous three fiscal years, most ESPIGs (about 60 percent) in FY19 have remained only slightly behind in implementation (see Figure 7).

Figure 7: ESPIG implementation status (in percentage and number of ESPIGs), FY16-FY19

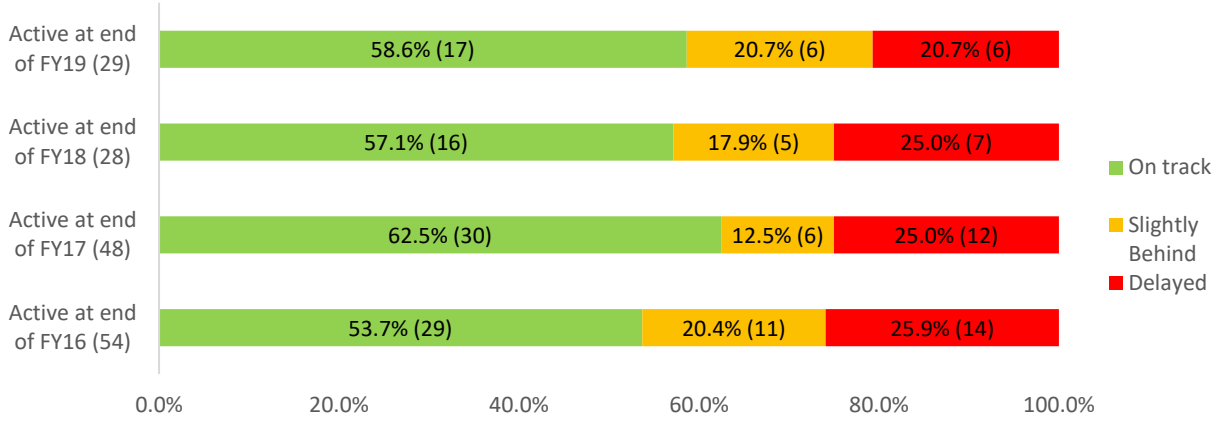


[19] It is important to note that according to the GPE results framework methodology on tracking the overall status of implementation of the grants (indicator 25), grants that are expected to achieve all of their major outputs or most of their outputs with moderate shortcomings are classified as *on track*. However, in this GPR and previous PFRs, grants that are expected to achieve most of their outputs with moderate shortcomings are examined as a separate category of grants – *slightly behind* – as part of a more granular approach to implementation status analysis.

[20] According to the GPE ESPIG reporting policy, GAs are allowed 15 months from the start date of the grant to submit the first progress reports (more details on the ESPIG reporting policy at https://www.globalpartnership.org/content/policy-education-sector-program-implementation-grants). The new effective grants for which the first progress report (and the GAs' ratings) are not yet available include grants for Afghanistan (effective as of April 2019), Bangladesh, Bhutan, Cabo Verde, Cameroon (accelerated funding), Sierra Leone, Somalia (Federal), Somalia (Somaliland) and South Sudan. Although these new grants are not included in this year's implementation and disbursement analysis, their performance is closely monitored by the Secretariat through engagement with CAs, ministry of education focal points, GAs and development partners on a regular basis. The disbursement and implementation analysis for these new grants will be included in the 2020 GPR.

The FY19 disbursement ratings show an improvement on previous years with the share of delayed grants in the sample being the smallest in the last four years. Most ESPIGs are on track in disbursement as in previous years (see Figure 8).

Figure 8: ESPIG disbursement status (in percentage and number of ESPIGs), FY16-FY19



FY19 ratings and changes from FY18[21]

The performance of grants in FY19 is generally positive and not significantly different from the previous year's performance. In FY19, seven grants (24 percent) out of 29 active grants were rated as on track in both disbursement and implementation, and six grants (21 percent) were rated as delayed in either disbursement or implementation (see Table 3). This is similar to last year, when six grants (21 percent) out of 28 active grants were rated as on track overall and seven grants (25 percent) as delayed in either disbursement or implementation. Four grants "came out of red" in FY19 as with the previous year. Of these, one grant came out of red in terms of both implementation and disbursement status (Organization of Eastern Caribbean States, or OECS), and three grants came out of red in terms of disbursement (Eritrea, Lao PDR and Zimbabwe).[22]

Table 3: List of ESPIGs by disbursement and implementation status (as of June 30, 2019)

Disbursement Status FY19	Implementation Status FY19	Number of ESPIGs	List of ESPIGs
On track	On track	7	Gambia, Kenya, Lao PDR, Nigeria, Pakistan (Balochistan), Somalia (Puntland), Togo
On track	Slightly behind	10	Burkina Faso, Cote d'Ivoire, Eritrea, Guinea, Guinea-Bissau, Malawi, OECS, Tanzania (Zanzibar), Uganda, Uzbekistan
Slightly behind	On track	1	Madagascar
Slightly behind	Slightly behind	5	Cambodia, Central African Republic, Liberia, Nepal, Zimbabwe
Delayed	Slightly behind	2	Comoros, Ethiopia
Delayed	Delayed	4	Chad, Congo DR, Lesotho, Yemen
Total		**29**	

[21] As in the previous fiscal year, this year's analysis of implementation and disbursement ratings is based on active grants as of the end of the fiscal period (in this case, June 30, 2019). For details on grants that closed in FY19, please see Section 6: Closed Grants.

[22] The other two grants that were rated delayed closed in FY19 (Cameroon and Zambia). Cameroon "came out of red" in both implementation and disbursement before closing (it was rated as slightly behind in implementation and on track in disbursement with 98 percent disbursement rate at the closing date). Zambia ESPIG remained delayed in both implementation and disbursement with 60 percent disbursement rate at the closing date.

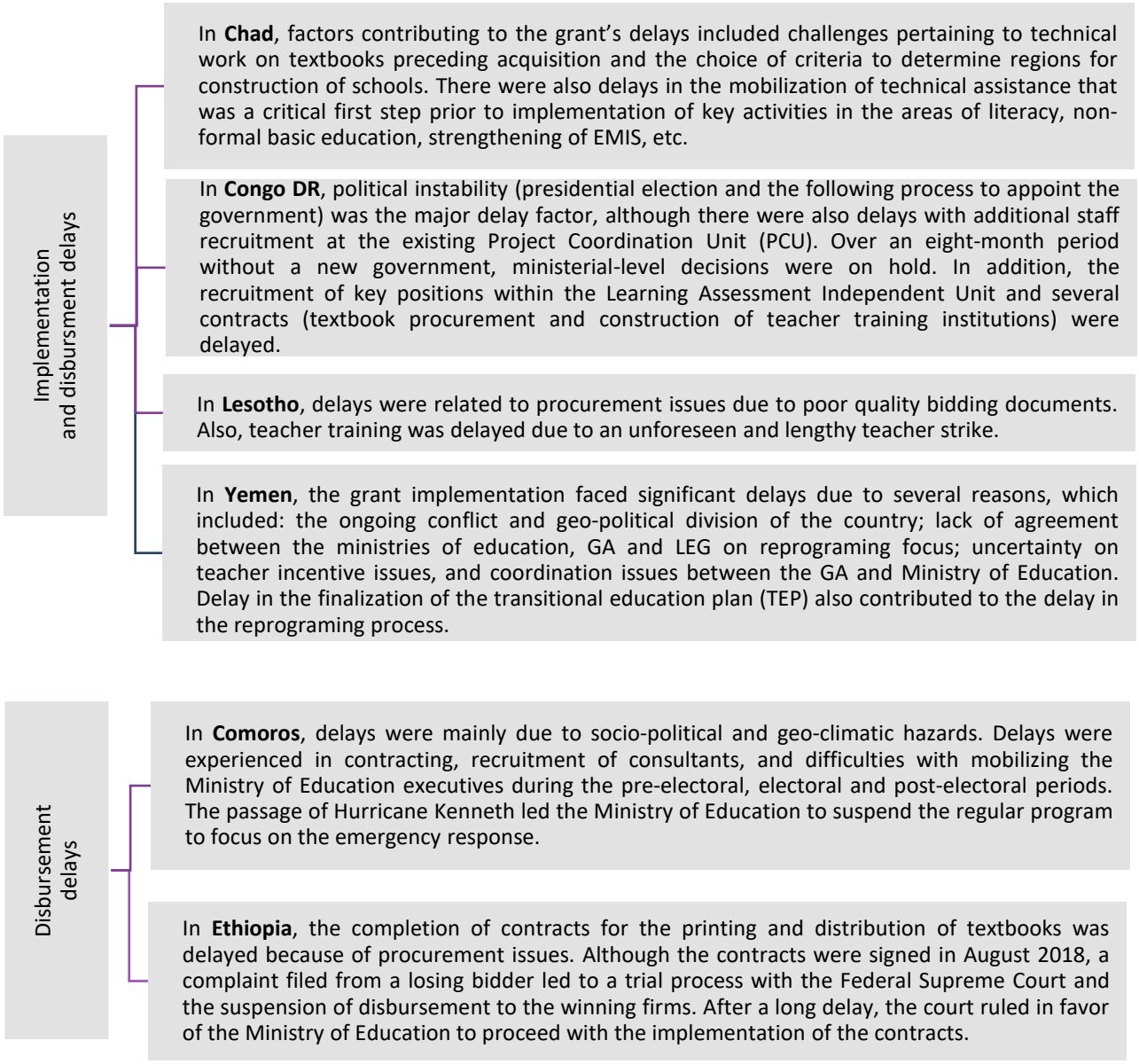
Measures that helped address implementation and disbursement issues and contributed to the improvement in ratings include restructuring; implementation support from the GA, local education group (LEG) and Secretariat; hiring a national program coordinator to overcome coordination challenges; and better prioritization in the implementation process. In **OECS**, the restructuring in June 2018 of the results framework, which included revised outcome indicators and lowered targets, and was followed by several implementation support missions, contributed to the improvement of the implementation and disbursement ratings. In **Laos**, the restructuring refocused the originally planned early grade reading program for primary schools to pre-literacy and pre-numeracy support to the pre-primary level, and revised the arrangements for school improvement plans and the disbursement of school block grants. These changes to the program, along with the recruitment of a program coordinator to focus exclusively on the ESPIG implementation, helped to overcome the implementation challenges. In **Zimbabwe**, the LEG (the education coordination group, or ECG) ensured that potential textbook publishers were contacted earlier and informed of the requirements and deadlines in advance, to mitigate any future delays with textbook procurement. With the support provided by the GA and the Secretariat, **Eritrea** prioritized procurement of school construction materials and completed it on time.

However, five grants were newly identified as delayed in either disbursement or implementation in FY19 (Chad, Comoros, Congo DR, Ethiopia and Lesotho). Of these, two were new grants that started implementation in FY19 (Chad and Comoros). Only one grant (Yemen) remained delayed since FY18.

In five out of the six grants affected by delays, delays were substantially due to external factors, such as political instability (Congo DR), ongoing conflict (Yemen), socio-political and geo-climatic hazards (Comoros), and unforeseen circumstances such as teacher strikes (Lesotho) and a lengthy court trial process over a bidding dispute (Ethiopia).

Five out of the six grants affected by delays are for FCACs (Chad, Comoros, Congo DR, Ethiopia and Yemen). These grants represent 29 percent of the FCAC grants (five out of 17 FCAC grants) in FY19, and only eight percent of delayed grants in non-FCACs (one out of 12 non-FCAC grants) (reasons for these delays are explored in the snapshot below). On the other hand, the share of grants rated as on track in both disbursement and implementation is higher in FCACs (29 percent, or five grants) as opposed to non-FCACs (16.7 percent, or two grants).

Snapshot of country-specific grants affected by delays in implementation and/or disbursement



Note: See Annex 4 for more details on individual grants.

4.2 Analysis of Disbursement Patterns and Delays

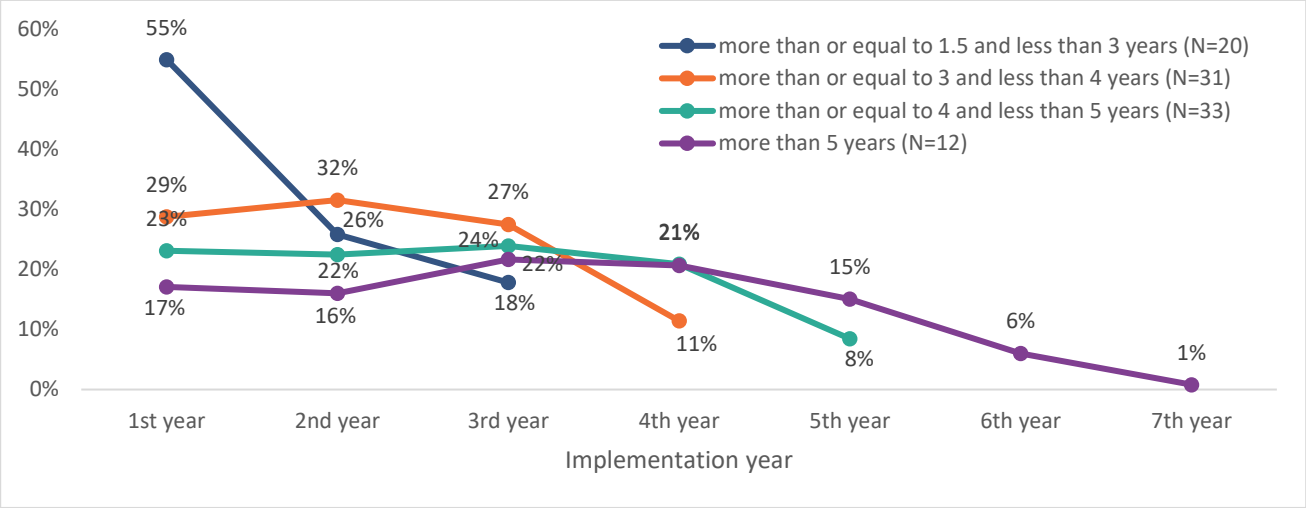
In FY19, the Secretariat conducted a more in-depth quantitative analysis of disbursement distribution patterns based on available disbursement data of ESPIGs, as well as on the qualitative and quantitative analyses of reasons for delays in disbursements as documented in PFR Annexes 4 from FY14 through FY18 and Annex 2A of this year's report.

The disbursement distribution pattern analysis included 96 closed ESPIGs implemented since GPE's inception.[23] On average, ESPIGs lasted for approximately four years, but with a wide variation. Almost half (45 out of 96) of the grants took more than four years to implement and fully disburse, including 12 grants that took more than five years.

Grants with shorter implementation periods (less than four years of implementation) typically disbursed most of their funds early, and the disbursed amount towards the end of the grant period was relatively small. Grants with a duration of up to three years disbursed the highest share of their funding (55 percent) in the first year of implementation with the rest of the funding being equally disbursed over the next two years (Figure 9 illustrates the average percentage distribution according to grant duration). The three-to-four-year-long grants demonstrate an even distribution pattern of disbursements in the first three years that leads to the majority of funds (88 percent) being disbursed before the last year of implementation. These are the grants that effectively implemented their activities and disbursed their funds on time. Very few of these grants were restructured and/or extended.

Grants with a longer implementation period (more than four years of implementation) generally disbursed more slowly from the start, and continued at a similar more modest rate throughout the implementation period. Most of the grants with longer duration were extended and/or restructured at least once during their life cycle.[24]

Figure 9: Average percentage disbursed by grant duration



Note: Some grants disburse a small amount during the grace period (generally up to six months after the closing date for grants supervised by the World Bank and up to a year for other GAs). For example, there is a low disbursement (one percent) for the 4th year for the grants of a duration more than/equal to 1.5 years and less than 3 years. The graph does not include ESPIGs with a duration of less than 2 years (17 grants out of 106 total in the sample, of which five grants had a duration of less than 1 year). These grants show a different and very distinct distribution pattern disbursing most of their grant amount (median value of 70 percent) during their first year of implementation, and they include accelerated funding.

The fact that longer-term grants do not demonstrate a high peak in their disbursement pattern in the last years of implementation, typically the years after extension and/or restructuring, may be an indication that the challenges faced are more related to implementation modalities and/or absorptive capacity than the structure of the program itself. These grants may have required additional time to complete their implementation and disbursement due to low capacity in the program countries. In fact, most of these slow-spending longer-term grants are for FCACs (8 out of 12 grants in the more-than-five-year duration category).

[23] The sample includes all closed grants since inception except those that closed recently and those that lasted less than one-and-a-half years. The former are excluded because undisbursed funds may be disbursed during the grace period, ranging from six months to one year after the grant closing date. The latter are excluded as they are likely to be AF grants.

[24] It is not possible to provide the number of extensions and restructurings for older closed grants due to the data limitations on extensions and restructurings prior to 2016.

Grants with longer implementation periods are more likely to be in FCACs, and were receiving ESPIG funding for the first time. All of the grants that lasted more than five years were first-time ESPIG receivers, implying that unfamiliarity with GPE processes on the part of countries and/or at country level may have contributed to the extended grant duration. The proportion of grants that are in FCACs is higher for grants that lasted more than five years (66.7 percent) than for grants with a shorter implementation period (42 to 55 percent) (see Table 4).

Table 4: Proportion of FCACs by grant duration

Grant duration	FCAC	Non-FCAC
More than or equal to 1.5 and less than 3 years (N=20)	55%	45%
More than or equal to 3 and less than 4 years (N=31)	45.2%	54.8%
More than or equal to 4 and less than 5 years (N=33)	42.4%	57.6%
More than 5 years (N=12)	66.7%	33.3%

Although grants tend to disburse slower in countries facing fragility and conflicts than in other contexts, FCACs with relatively higher institutional capacity tend to perform better. Thus, countries' institutional capacity matters for the duration of grant implementation. Analyses for this report show that a one-point increase in the CPIA value[25] is associated with six-and-a-half times more chance of a grant being in the category of the fast implementing grants. The results clearly point in the direction of the challenge of grant implementation in low-capacity countries.

The size of the grant also plays a role in the duration of the implementation period. The larger the grant amount, the longer the implementation period. However, the relationship is not always linear: the relationship between the grant amount and the duration of implementation stays positive but weakens with increased grant amounts.

Comparing implementation period by GA shows that the choice of GA on average does not affect the duration of implementation. However, when countries' low capacity and fragility contexts are taken into consideration, non-World Bank grants tend to have shorter implementation periods.

About 29 percent of the analyzed closed grants[26] disbursed funds after the last implementation year – however these disbursements are relatively small (up to five percent of the total grant amount) and took place within the accepted grace period. Only eight of these grants disbursed more than five percent of their total amount after closing date, with 17 percent being the highest share disbursed by three of these grants.[27] There are only two cases when the funds were distributed after the grace period.[28] These represented a very small share (one percent) of the total grant amount and were later returned to the Secretariat.

The cumulative disbursement rate of closed ESPIGs is high, with most of the ESPIGs disbursing 100 percent of the grant amount. About 82 percent of the examined closed grants in the sample[29] disbursed the full amount (100 percent of their funding), while the remaining 18 percent of the sample disbursed between 96 and 99 percent of their grant amount.

[25] CPIA – country policy and institutional assessment – is the rating of countries against a set of 16 criteria grouped in four clusters: economic management, structural policies, policies for social inclusion and equity, and public sector management and institutions. See details at https://datacatalog.worldbank.org/dataset/country-policy-and-institutional-assessment.
[26] Twenty-nine out of 101, which exclude the five grants with a duration of less than a year.
[27] Burkina-Faso (GA: World Bank), closed in 2012; Mauritania (GA: World Bank), closed in 2007; Timor-Leste (GA: World Bank), closed in 2011.
[28] Central African Republic (GA: UNICEF), closed in 2015; Chad, (GA: UNICEF), closed in 2017.
[29] Excludes the grants that did not reach the end of the disbursement grace period.

Reasons for slow disbursements and disbursement delays

a) Delays in pre-implementation phase of the project

It takes a few months after approval for most grants to be considered "effective" (or commence implementation) and for the first disbursement to take place. The time between the grant approval and grant start date[30] varies across GAs, which indicates that different policies and practices hold for each GA regarding implementation readiness. The grants supervised by the World Bank take the longest time for the program preparation phase (seven months on average for all active and closed grants since inception) compared to other GAs (e.g. six months on average for DFID, five months for SIDA, two months for UNICEF and Save the Children). This can be attributed to stricter requirements of World Bank grants for implementation readiness, which include the preparation of the operations manual and grant agreement signing before program effectiveness.[31] In most cases where international nongovernmental organizations (INGOs) or UN agencies are GAs, the expected start date indicated in the approved grant application form is also the effectiveness date, unless otherwise indicated by the GA. But where the World Bank, DFID, SIDA, or AFD is GA, regardless of what is indicated in the grant application form at approval, the grant implementation does not commence until the grant agreement has been signed between the GA and the government. In the period FY16 to FY18, it took about three months on average to start implementation of all ESPIGs after approval.[32]

The first disbursements can be delayed due to pre-implementation challenges related to delays in preparation activities, such as pre-investment studies for infrastructure activities, signing the grant agreement, appointing focal points within the ministry and recruiting qualified staff for the project implementation unit (PIU), preparation of an annual action plan, recruitment of consultants, etc. In fact, about 18 percent of the documented reasons for disbursement delays from the PFRs FY14 to FY18 and this GPR are related to delays with preparation activities.

The time and measures taken for project readiness are not necessarily an indication of inefficiency – in fact, they may be needed to effectively implement key project activities and to avoid delays during the implementation phase of the project. Indeed, any preparation activities not completed before the start of the project would have to be completed during the project implementation phase, delaying the start of the main activities dependent on the completion of these preparation tasks. As revealed in the analysis of implementation delays conducted for the PFR FY18, the analysis of reasons for disbursement delays in this report (see Section B below: Delays in implementation phase of the project) and as explained in the next section on lessons learned from the completion reports review, projects that start implementation without completing necessary preparatory activities may be at higher chances of facing delays during the implementation stage.

b) Delays in implementation phase of the project

Countries' low institutional capacity and FCAC context are among the key factors contributing to the longer grant implementation and disbursement period. As revealed in the disbursement pattern analysis (see Section 4.1.1), although grants tend to disburse slower in countries facing fragility and conflicts than in other contexts, FCACs with relatively higher institutional capacity tend to perform better. These findings point to challenges associated with the grant implementation in low-capacity contexts.

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[30] Refers to the date by which the implementation of the program financed by the ESPIG is expected to start.

[31] This manual is developed in the months between the grant approval date and the grant effectiveness date, and it contains the operational policies, directives, procedures and other instructions to staff that apply to the World Bank operations. Find more details here: https://policies.worldbank.org/sites/ppf3/Pages/Manuals/Operational%20Manual.aspx.

[32] For World Bank grants, it took about six months on average to start implementation. The data on the date of first disbursement is available only for the grants implemented by the World Bank. In the period FY16 to FY18, it took about two additional months on average to make the first disbursement after starting implementation.

Most of the disbursement delays are explained by delays in implementation. In line with the findings from the implementation delays analysis conducted in FY18,[33] the majority of delays in disbursement were related to operational challenges (internal factors) and external factors during the project implementation cycle. According to delay factors reported from FY14 to FY19, 32 percent of issues were due to unforeseen changes and external circumstances, such as armed conflict, pandemic, or change of government's leadership or policies, which could not be prevented during the project cycle. Among the internal factors contributing to delays, operational challenges were most frequently reported (49 percent) (see Annex 2B for details on the disbursement delay analysis).

Among the operational challenges, procurement challenges are most prevalent (26 percent) – this is in line with the implementation delays analysis in FY18, where procurement issues made up the highest proportion of issue types (after activity preparation). Half of the grants rated as delayed in disbursement reported issues with procurement (see Table 5). Some point to delay in preparation of procurement documents, incomplete or low-quality bidding document, and capacity constraints of procurement staff. These delays were typically addressed by grant restructuring, hiring additional staff or strengthening implementation support by GAs.

Table 5: Factors contributing to disbursement delays, FY14-FY19

	Issue types	Times reported	Percent of total
Internal	**1. Program design issues**	**2**	**3%**
	2. Pre-implementation challenges	**14**	**18%**
	3. Operational challenges		
	3.1. Contractor compliance and quality issues	2	3%
	3.2. Coordination challenges	4	5%
	3.3. Procurement challenges	21	26%
	3.4. Project management, government	12	15%
	Operational challenges: subtotal	**39**	**49%**
	Internal factors: subtotal	**55**	**69%**
External	**4. Unforeseen changes and external circumstances**		
	4.1. Change in government policy	2	3%
	4.2. Escalation of project cost	3	4%
	4.3. Change in government leadership	4	5%
	4.4. Inaccessibility	12	15%
	4.5. Others (Unforeseen changes and external circumstances)	4	5%
	Unforeseen changes and external circumstances: subtotal	**25**	**32%**
Total number of issues reported		**80**	**100%**

Note: The table captures issues reported as delay factors for the grants that were rated as delayed in their disbursement during FY14 to FY19 (see Annex 2B for details on methodology).

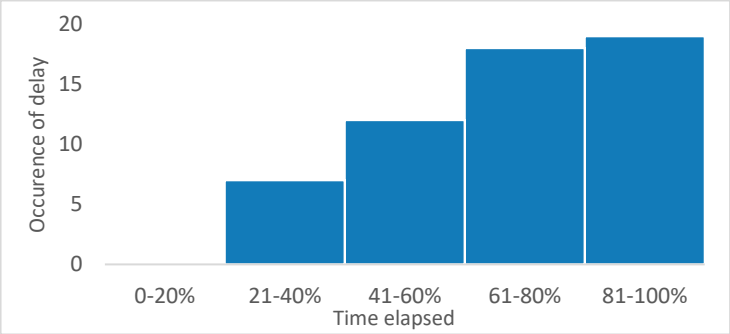
[33] See the implementation delay analysis section of the PFR FY18 (pp 35-37): https://www.globalpartnership.org/sites/default/files/gpe_annual_portfolio_review_2018_1.pdf.

The thematic area that reported most delays in both disbursement and implementation is construction/rehabilitation of education facilities. More than half of grants (18 out of 34) that were rated as delayed had issues in this area. Development and distribution of curriculum and textbooks was also likely to experience delays – 44 percent of delayed grants had issues in this area. These areas are prone to delay as they involve large-scale and/or international procurement.

There are a very few reported disbursement delays that are not related to implementation delays or external factors, as mentioned above. Two grants were rated as delayed in disbursement because of an ex-post payment arrangement for construction activities, while one grant reported delays due to fiduciary bottlenecks. Three grants[34] were delayed in disbursement due to non-compliance with disbursement requirements. Other delays pertain to technical issues with the disbursement rating methodology.[35]

During the implementation phase of the project, most delays are detected in later stages of the project. Only one-fifth (nine out of 34, or 26 percent) of grants were rated as delayed in disbursement in the first half of the project.[36] Most of these grants caught up with their disbursements in the second half, except for a few that continued to be delayed for the remainder of the project, mostly because of external factors (e.g. conflict, pandemic). The other four-fifths of grants were delayed in the second half. Indeed, most of the delay ratings were assigned in the later stages of the grant period (see Figure 10). This phenomenon can be partly explained by the current cumulative disbursement rating methodology, which assigns a "delayed" disbursement rating to grants with a significant gap (more than 25 percentage points) between the percentage of cumulative disbursement and the percentage of elapsed grant period (the time between the grant's effectiveness/start date and its closing date) (see Annex 2B for details on the disbursement rating methodology).

Figure 10: Detecting delay (assigning "delayed" rating) by time elapsed in grant implementation



Note: This graph is intended to show how much time was elapsed in the planned grant period when the grant was rated as delayed. Data was extracted from the PFRs FY14-FY18 and Annex 2A of this report, which show a list of grants that were rated as delayed in disbursements and how much time was elapsed when the delayed rating was assigned, for each grant. A grant can be rated as delayed several times during the grant period. In that case, occurrence of delay is counted as many times as it happens.

Restructuring of the grant is reported as the most common remedial measure to get the grant back on track in disbursement. Of the 27 grants that came out of delayed rating from the previous year, 17 grants (63 percent) had been restructured. Restructuring measures included extension of the implementation period, reallocation of funds from one component to another, and revision of the results framework. Strengthened project supervision and hiring additional staff and consultants is also reported as one of the effective measures to address disbursement delays.

[34] Benin, Afghanistan and Zambia.
[35] The methodology does not take into account planned disbursement during grace period after the project closing.
[36] Delayed rating considers percentage of cumulative disbursement and elapsed grant period. Note that the elapsed grant period is as of the time the rating was assigned.

4.3 Analysis of Lessons Learned on Effective Implementation

The PFR FY18 included an in-depth implementation delay analysis examining activity-level information and uncovering the reasons behind implementation delays. **This year, the implementation analysis has been further expanded to examine lessons on effective implementation, focusing on grants that have been (or were) mainly on track in their implementation process and on examples of successful measures taken to address the most common implementation challenges.** It is based on three types of analyses: 1) identifying grants that have been rated as on track in both implementation and disbursement for at least two consecutive years of implementation and examining the factors contributing to their effective implementation; 2) comparative analysis of implementation processes and challenges in three groups of grants according to their implementation rating (on track, slightly behind and delayed); and 3) completion reports review to identify lessons learned and successful measures taken to address implementation delays.

Most ESPIGs become slightly off track (rated as slightly behind) and a few become delayed in implementation or disbursement at some point of their life cycle. Of all the currently active ESPIGs and those that closed in the last three fiscal years (FY17-FY19), no single grant was rated as on track in both implementation and disbursement for all years of implementation. Only two grants (Kyrgyz Republic and Guyana) have been identified as rated on track in both implementation and disbursement for three consecutive years (FY16-FY18). Five more grants have been identified as rated on track for two consecutive years. Three of these are closed grants (Pakistan-Sindh, Sudan and Burkina Faso) and two are active grants (Kenya and Pakistan-Balochistan). Of these, only the grant for Guyana has never been restructured or extended.

Factors contributing to effective implementation of these grants include: the government's commitment and ownership of the project; the government's and the GA's strong leadership and dedication to the project; an active and supportive partnership; a well-developed program design with realistic and achievable targets and an effective financial instrument (for example, World Bank's Program-for-Results, PforR) which uses a country's own institutions and processes, and links disbursement of funds directly to the achievement of specific program results. Other factors include: a strong program coordinator's support in the program management; a simple program design; the GA's close support; and well-motivated teachers and government staff.[37]

Based on the analysis of implementation issues, as reported by GAs, operational challenges can be present even in the overall well-performing grants, but if addressed effectively and promptly, these need not set the grants off track in implementation. When comparing on track, slightly behind and delayed grants, some of the differences noticed are as follows: 1) on track grants do experience implementation challenges, but the average number of reported issues per grant is lower compared to delayed and slightly behind grants; 2) the few reported issues for on track grants are mainly related to operational challenges, such as program management and procurement; 3) comparing delayed and slightly behind grants, the former report a larger share of operational challenges (mainly due to procurement and program management issues), while the latter report more issues due to unforeseen circumstances and coordination.

Although all grants, including the well-performing ones, experience challenges in implementation, delays are more likely to occur if grants experience a combination of different issues and/or issues of great magnitude and complexity, and when the grants involve large-scale program activities – especially those related to construction and rehabilitation ("education facilities and infrastructure" thematic area) and procurement ("standards, curriculum and learning materials"). For these program areas, the main issue types affecting progress are the same: issues in the bidding process, issues with contractor compliance and quality, and issues in activity preparation. While some issues are more difficult to predict and address (i.e. issues related to external circumstances), those related

[37] Based on assessments by country leads.

to program design and activity preparation should be addressed at the early phase of the program development to avoid delays during the program implementation cycle.

Lessons learned from the review of completion reports by grant agents

The review of implementation completion reports from the last three years (FY17-FY19) provides some additional valuable lessons on implementation challenges and delays. More detailed information is provided for implementation issues related to procurement and activity preparation, as these explain the majority of implementation delays.[38]

Lessons related to **activity preparation**[39] challenges reveal that delays may be avoided or minimized if preparatory or prerequisite activities are completed before the start of implementation of the activities they support or inform. In cases where large project components are dependent on preparatory activities, it is useful to conduct the prerequisite activities during the project preparation stage, as far as possible. In some cases, GPE's PDG has been used in part for this purpose.

Lessons and Recommendations on Activity Preparation from Completion Reports

1. *The GA should negotiate agreements/arrangements with the government or other implementers at the project preparation stage to avoid delays in negotiations during project implementation.*
2. *To avoid delays in components that require hiring of contractors, a more detailed assessment of availability and capacity of firms/contractors in the market should be conducted at the project preparation stage. This can avoid delays in the selection of qualified firms, ensure the contractors have capacity to deliver quality outputs, and allow for realistic cost estimates and time frames for implementation.*
3. *For construction-related components, conduct a thorough site-selection activity during the initial stage of the project. It may also be useful to ensure that all sites are approved before the implementation start date. Similarly, relevant needs assessments and costing exercises should be completed at an early stage.*
4. *In cases where the program/project includes innovative technologies through collaboration with the private sector or technology firms, agreements and the modalities of collaboration may be developed and finalized prior to implementation of the related component.*
5. *Funding for preparation activities, such as the development of work plans and budgets, should be clearly allocated and the funding agency clearly identified, to avoid confusion as to how these activities are to be funded.*

Challenges related to **procurement** span multiple areas, from limited capacity to manage procurement at the government level to failure of contractors to deliver on time.

Lessons and Recommendations on Procurement Challenges from Completion Reports

1. *It is important to assess the market for the availability of firms that have the capacity to deliver at the scale of the procurement requirements of the project. If this assessment can be made early in the project or as part of procurement readiness, then many delays in the procurement processes and contractor management can be averted. For large-scale procurement activities, it will help to provide training on procurement mechanisms to government procurement staff if needed.*
2. *A carefully planned and well-supervised community-based approach for construction activities has shown to incur lower costs than other procurement methods, and at the same time provides greater supervision of construction*

[38] Based on the findings from the implementation delay analysis – see the PFR FY18.

[39] These include prerequisite activities before the main activity implementation (i.e. site selection before beginning construction activities, framework development, needs assessment and baseline evaluation studies, work plan development, etc.).

activities as well as labor benefits in terms of local contractors and labor used in the construction process. This approach is also beneficial for emergency and conflict environments.

3. *Procurement processes need to be looked at more holistically to also include storage, collection and distribution of materials. In this regard, a decentralized distribution mechanism has shown to work most efficiently and reduce storage costs.*
4. *The procurement process should be adapted to country context. In cases of limited capacity of contracted firms to manage large-scale construction activities, it may be beneficial to select multiple firms for each location and award a limited number of contracts to each firm to match their capacity.*

The review of lessons learned and recommendations on **other implementation issue types** can be summarized as follows:

- Challenges in implementation due to **program design** issues can be mitigated by clearly defining the scope and targets of the project/program and activities that are achievable during the given time frame. Also, targets and timelines should be set with consideration of country realities, such as security situation, government capacity, and availability of contractors.
- Lessons on **program management** issues include the need for capacity assessment of program management and the need for improvement in systems such as monitoring prior to the project start date, as well as selecting appropriately qualified staff for key program management positions that require specific technical knowledge.
- The following lessons on effective measures to address **unforeseen circumstances** can be useful, particularly in FCAC contexts: the use of local NGOs and firms for implementing project activities in a conflict-affected environment or hard-to-access regions has shown to be effective (however, this needs to include capacity building of decentralized actors); project/program design should have flexibility to allow the reallocation of funds and review of targets in case of exchange rate changes, inflation, or imposition of taxes; and development partners should increase their supervision and support roles in the case of emergency and reorganize on the basis of emergency needs. To mitigate the challenges of monitoring and data collection in an emergency environment, it may be useful to use a virtual monitoring mechanism, which allows for remote data collection and analysis.

Key Areas for GPE's Consideration

This report provides the following key findings:

1) The disbursement analysis shows that **grants that take more than four years for implementation, and that eventually have to be extended and restructured, have low disbursements in the first years of implementation.** Low disbursement in the first year of implementation is an early warning sign of slow implementation and challenges in the implementation process. The disbursement analysis also reveals that **grants with a longer implementation and disbursement period are more likely to be in FCACs with low institutional capacity**. The implication is that consideration should be made at the design phase of what a realistic implementation timeline would be in these contexts, relative to the size and complexity of the grant.

2) The results of the comparative analysis of implementation issues in the grants rated as on track, slightly behind and delayed show that **operational challenges can be present even in the overall well-performing grants – but if addressed effectively and promptly, they need not set the grants off track in implementation.**

These findings indicate that the key areas for GPE's consideration may be related to better project preparation, more strengthened monitoring during the first years of implementation and a more flexible approach in implementation modality based on timely capacity assessment. It should be recognized, however, that good monitoring and mid-term evaluations can flag up adjustments and extensions that may be warranted in order to ensure the desired outcomes and the longer-term impact that is the end goal of GPE investments.

The following recommendations for the Secretariat and GAs suggest a way forward:

For the Secretariat:

1) **Establishing the right balance and threshold for the project implementation readiness assessment process**

The Secretariat may consider prioritizing and reinforcing implementation readiness using its existing mechanisms and processes. This may be possible through a stricter assessment of implementation readiness during the project development stages through quality assurance review (QAR) functions of the Secretariat, and through taking a stronger policy stance on completing implementation readiness requirements and setting a realistic start date for project implementation.

On the other hand, **prolonged delay in the grant approval due to unrealistic program readiness expectations may result in missed opportunities**. The Secretariat should consider establishing the right threshold or balance in its project implementation readiness assessment process.

Key Areas for GPE's Consideration (continued)

2) **Strengthened implementation and disbursement monitoring during the first years of implementation**

To promptly address the first signs of implementation and disbursement delays, **a more vigorous approach to monitoring of disbursements is needed, especially during the first years of project implementation**. The current methodology for the grant disbursement status assessment does not capture early signs of disbursement delays as it assigns a delayed disbursement rating to grants with a significant gap (more than 25 percentage points) between the percentage of cumulative disbursement and the percentage of elapsed grant period (the time between the effectiveness/start date and its closing date). Based on this methodology, disbursement delays are usually captured in later stages of the project, when it may be too late for timely and effective course correction measures. The Secretariat's new approach to measuring whether countries are on track in disbursement by comparing reported actual disbursements with the estimates provided in the program application, as well as the focus on working with the GAS and partner countries to closely monitor implementation and disbursements, should provide a good platform for moving forward with this recommendation.

For GAs:

1) **Adopting the right approach and implementation modality in low-capacity countries**

   T**he GA modality or way of working should be better adapted to certain country contexts, particularly when it comes to low-capacity countries.** It is important to ensure that the approach in such contexts takes into account the capacity and support needed from the GA, appropriate procedures and processes adapted to the country context, program design, sufficient preparation time, etc. The revised GA selection process resulting from the GPE Effective Partnership Review is intended to strengthen this aspect of GA selection.

5 ANALYSIS OF ADMINISTRATIVE COSTS

The Secretariat monitors, on an ongoing basis, the costs of agency fees and supervision allocations as well as direct management and administrative costs. See Table 6 for a description of these types of costs.

Table 6: Description of types of grant administrative costs

Type of Cost	Description and Purpose
Supervision allocation	• These funds are used by the GA to fulfill its roles and responsibilities related to supervision of an approved allocation and the amount requested is included in each application. • For all ESPIG applications submitted prior to the second round of 2016, GAs performing the role previously referred to as a "supervising entity" (SE) were eligible to receive funding to cover their supervision costs in addition to the country allocation for the period of the grant, plus an extra year to cover the six months prior to the start of grant implementation and the six months following the close of implementation. Grant agents can apply for additional supervision fees for these grants during implementation, where needed.[40] • With effect from the second round of applications in 2016, the supervision costs of the GAs are financed, similarly to the direct program management cost, from within the overall country allocation and must be disclosed within the proposal's budget.[41]
Agency fees	• Agency fees are typically used to assist in the defrayment of administrative and other costs incurred in connection with the management and administration of grant funds. These fees are identified in the application separately from the country allocation. • Agency fees required by the GAs to manage the funds are determined by the agency's own rules (for example, for UN agencies fees are determined by their boards). • Agency fees are typically expressed as a percentage of the amount of the grant allocated to the country. Costs have historically ranged from zero to eight percent. For newly eligible INGOs, these costs are capped at seven percent of the grant amount (including amounts allocated to sub-recipients for agency fees). Effective from January 1, 2018, the agency fee for UNICEF was reduced from eight to seven percent.
Direct management and administrative costs	• These are the direct administrative costs of managing a grant (e.g. the salary of a program manager) and are charged to the grant itself (i.e. payable from the country allocation) provided they are not included as part of the agency fee and therefore are also not additional to the approved country allocation. • These costs are typically included in the grant application and while there are no formal limits on the percentage or dollar value of the grant that these costs may incur, the costs must be reasonable.

Between July 1, 2018 and June 30, 2019, the total value of new approved ESPIGs and associated agency fees was US$554.7 million, consisting of US$538.9 million in MCAs[42] and US$15.8 million in agency fees. In some grants the MCA includes – in addition to agency fees and the GA's direct program implementation costs – other direct program management and administrative costs for the GAs or the ministries that implement the grants.

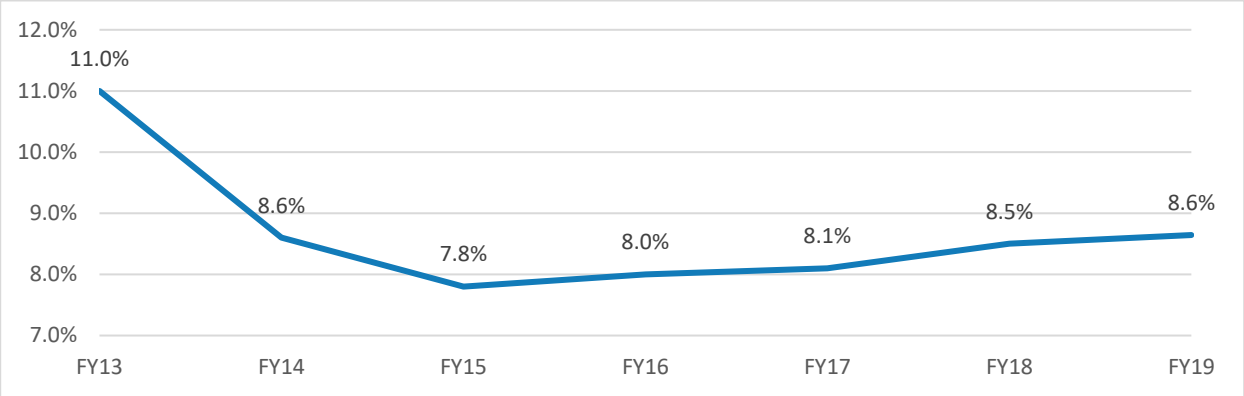
[40] During FY19, one active grant (Niger) requested an additional supervision allocation at a total amount of US$225,000.

[41] For further information on this decision, see the meeting of the Board of Directors, October 16, 2015: https://www.globalpartnership.org/sites/default/files/2015-10-gpe-board-decision-new.pdf.

[42] This includes US$36.6 million in direct program implementation costs; typically, the supervision costs for GAs, and other direct program management costs.

Between December 2011 and June 30, 2019,[43] the total value of approved ESPIGs amounts to US$3.48 billion, of which US$3.37 billion was countries' MCAs and US$109.6 million[44] was agency fees and supervision allocation costs. When other costs (direct program management and GA's' administration costs) are added to agency fees and supervision allocations, the total cost amounts to US$300.7 million, or 8.6 percent of the total approved grant allocations for the period December 2011 to June 30, 2019. This represents an increase of 0.1 percent from the 8.5 percent reported in FY18 (see Figure 11).

Figure 11: Trends in total GAs' costs (in percentage), FY13-FY19



Typically, fragile states and smaller grants continue to require higher administrative costs when expressed as a percentage of allocation, while larger grants and joint funding arrangements incur reduced administrative costs (see Tables 7 and 8). Costs tend to be higher when UN agencies act as GAs as their agency fees are in the range of 7 percent[45] of the grant value. The average grant size in the GPE portfolio is US$33.4 million, with an average agency fee of 3.57 percent.

Table 7: Agency/supervision and direct management and administrative costs by FCAC status

Country Status	Total Approved Value of Allocation (Dec 2011-June 2019)	Agency/Supervision and Direct Management & Administrative Costs %
FCACs	US$1.978 billion	10.2%
Non-FCACs	US$1.390 billion	6.4%
Total	**US$3.368 billion**	**8.6%**

Table 8: Agency/supervision and direct management and administrative costs by grant size

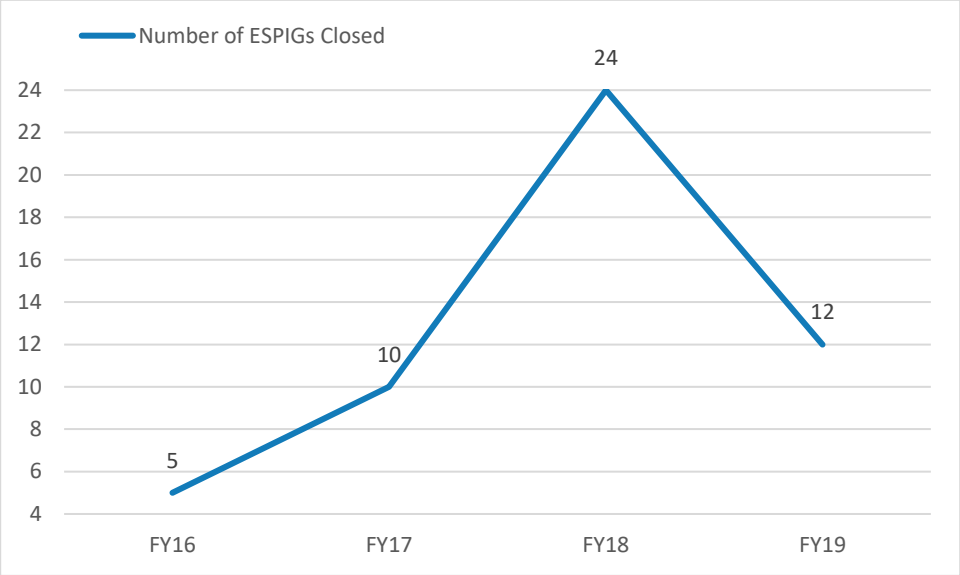
Grant Size	Total Approved Value of Allocation (Dec 2011-June 2019)	Agency/Supervision and Direct Management & Administrative Costs %
Less than US$10 million	US$145.5 million	17.2%
Greater than or equal to US$10 million	US$3.223 billion	8.2%
Total	**US$3.368 billion**	**8.6%**

[43] This analysis began when the first PFR was produced in 2013 and, for consistency, December 2011 continues to be the starting date.
[44] Includes the additional supervision allocations approved in FY19 and prior years, and excludes the supervision allocations for grants approved from the second round of applications in 2016, that are within the grant amount.
[45] Historic range is up to eight percent. Effective January 1, 2018, agency fees for all grant agents are within the seven percent range.

6 CLOSED GRANTS

In FY19, 12 ESPIGs closed (with a value of US$464.5 million), halving the number of ESPIGs that closed in FY18 when 24 ESPIGs closed (with a value of US$870.3 million). Prior to that, 10 ESPIGs closed in FY17 with a value of US$357.4 million, and five in FY16 with a value of US$161.1 million. It appears that FY18 experienced a particularly high number of closed grants and that there has since been a return to a more stable level of ESPIG closures (although with grant approvals increasing, presumably closures will see a rise in the future).

Figure 12: Number of ESPIGs closed per fiscal year, FY16-FY19



The average length of the 12 ESPIGs that closed in FY19 is slightly longer than for the ESPIGs that closed in the previous fiscal year. The average length for the closed grants in FY19 was 4.2 years (or 4.5 years when AF grants are excluded), compared to four years in FY18 (or 4.2 years when AF grants are excluded).

ANNEX 1: EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANTS

Country Name	Grant Status	Grant Agent	Grant Approval Date	Actual Grant Start Date	Grant Amount	Actual Grant Closing Date	Funding Modality	FCAC	Income Classification	Region
Active										
Afghanistan	Active	WB	19-Nov-18	02-Apr-19	100,000,000	N/A	Project pooled	Yes	L	South Asia
Bangladesh (AF)	Active	UNICEF	17-Sep-18	01-Oct-18	8,332,407	N/A	Stand-alone	No	LM	South Asia
Bhutan	Active	Save the Children	28-Jun-18	01-Oct-18	1,800,000	N/A	Stand-alone	No	LM	South Asia
Burkina Faso	Active	AFD	06-Dec-17	15-Mar-18	33,800,000	N/A	Sector pooled	No	L	Sub-Saharan Africa
Cabo Verde	Active	UNICEF	22-May-18	01-Sep-18	1,400,000	N/A	Stand-alone	No	LM	Sub-Saharan Africa
Cambodia	Active	UNESCO, UNICEF	22-Feb-18	01-Jun-18	20,600,000	N/A	Stand-alone	No	LM	East Asia & Pacific
Cameroon (AF)	Active	UNICEF	11-Apr-19	01-May-19	7,760,000	N/A	Stand-alone	Yes	LM	Sub-Saharan Africa
Caribbean	Active	WB	16-Jun-16	27-Jul-16	2,000,000	N/A	Stand-alone	No	UM	Latin America & Caribbean
Central African Republic (AF)	Active	UNICEF	17-Sep-18	17-Sep-18	6,320,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Chad	Active	UNESCO, UNICEF	22-May-18	01-Jun-18	27,844,830	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Comoros	Active	UNICEF	22-May-18	01-Aug-18	2,300,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Congo, Democratic Republic of	Active	WB	16-Jun-16	09-Aug-17	100,000,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Cote d'Ivoire	Active	WB	22-Feb-18	31-Jul-18	24,100,000	N/A	Stand-alone	Yes	LM	Sub-Saharan Africa
Eritrea	Active	UNICEF	19-Nov-13	28-Mar-14	25,300,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Ethiopia	Active	WB	04-May-17	18-Jul-17	100,000,000	N/A	Sector pooled	Yes	L	Sub-Saharan Africa
Gambia, The	Active	WB	22-Feb-18	31-Aug-18	5,300,000	N/A	Project pooled	Yes	L	Sub-Saharan Africa
Guinea	Active	WB	16-Dec-14	21-Jul-15	37,800,000	N/A	Project pooled	No	L	Sub-Saharan Africa
Guinea-Bissau	Active	WB	22-Feb-18	21-Dec-18	4,700,000	N/A	Project pooled	Yes	L	Sub-Saharan Africa
Kenya	Active	WB	16-Dec-14	04-Jun-15	88,400,000	N/A	Stand-alone	No	LM	Sub-Saharan Africa
Lao People's Democratic Republic	Active	WB	16-Dec-14	04-Jun-15	16,800,000	N/A	Stand-alone	No	LM	East Asia & Pacific
Lesotho	Active	WB	07-Jun-17	20-Jul-17	2,300,000	N/A	Stand-alone	No	LM	Sub-Saharan Africa
Liberia	Active	WB	29-Sep-17	25-Jun-18	11,900,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Madagascar	Active	WB	22-Feb-18	13-Sep-18	46,800,000	N/A	Project pooled	No	L	Sub-Saharan Africa
Malawi	Active	WB	16-Jun-16	13-Dec-16	44,900,000	N/A	Stand-alone	No	L	Sub-Saharan Africa
Nepal	Active	WB	23-May-15	22-Jan-16	59,300,000	N/A	Sector pooled	No	L	South Asia

Nigeria	Active	WB	15-Dec-14	22-May-15	100,000,000	N/A	Stand-alone	Yes	LM	Sub-Saharan Africa
Pakistan - Balochistan	Active	WB	28-Jun-14	25-Mar-15	34,000,000	N/A	Stand-alone	Yes	LM	South Asia
Sierra Leone	Active	UNICEF	03-Aug-18	01-Sep-18	17,200,000	N/A	Stand-alone	No	L	Sub-Saharan Africa
Somalia - Federal	Active	CARE	03-Aug-18	01-Sep-18	17,900,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Somalia - Puntland	Active	UNICEF	21-Aug-17	01-Oct-17	5,600,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Somalia - Somaliland	Active	Save the Children	22-May-18	01-Jul-18	7,680,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
South Sudan	Active	UNICEF	19-Nov-18	01-Jan-19	35,700,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Tanzania - Zanzibar	Active	SIDA	06-Dec-17	28-Mar-18	5,761,000	N/A	Stand-alone	No	L	Sub-Saharan Africa
Togo	Active	WB	28-Jun-14	05-Mar-15	27,800,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Uganda	Active	WB	19-Nov-13	19-Aug-14	100,000,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Uzbekistan	Active	WB	28-Jun-14	29-Oct-14	49,900,000	N/A	Stand-alone	No	LM	Europe & Central Asia
Yemen, Republic of	Active	UNICEF	21-May-13	28-Mar-14	72,600,000	N/A	Stand-alone	Yes	L	Middle East & North Africa
Zimbabwe (fixed)	Active	UNICEF	02-Dec-16	09-Dec-16	20,580,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Zimbabwe (variable and multiplier)	Active	UNICEF	03-Aug-18	01-Sep-18	18,820,000	N/A	Stand-alone	Yes	L	Sub-Saharan Africa
Closed										
Burundi	Closed	UNICEF	16-Jun-16	16-Jun-16	20,100,000	21-Jun-19	Stand-alone	Yes	L	Sub-Saharan Africa
Cameroon	Closed	WB	19-Nov-13	11-Mar-14	53,300,000	30-Jun-19	Stand-alone	Yes	LM	Sub-Saharan Africa
Central African Republic	Closed	UNICEF	16-Dec-14	17-Dec-14	15,510,000	31-Jul-18	Stand-alone	Yes	L	Sub-Saharan Africa
Gambia, The	Closed	WB	19-Nov-13	09-Apr-14	6,900,000	31-Aug-18	Project pooled	Yes	L	Sub-Saharan Africa
Guyana	Closed	WB	16-Dec-14	05-Jun-15	1,700,000	30-Sep-18	Stand-alone	No	UM	Latin America & Caribbean
Mauritania	Closed	WB	21-May-13	18-Feb-14	12,400,000	30-Nov-18	Stand-alone	No	LM	Sub-Saharan Africa
Mozambique	Closed	WB	23-May-15	16-Sep-15	57,900,000	30-Jun-19	Sector pooled	Yes	L	Sub-Saharan Africa
Niger	Closed	WB	19-Nov-13	19-Jul-14	84,200,000	30-Jun-19	Project pooled	Yes	L	Sub-Saharan Africa
South Sudan (AF)	Closed	UNICEF	25-Jul-18	25-Jul-18	6,000,000	31-Mar-19	Stand-alone	Yes	L	Sub-Saharan Africa
Sudan	Closed	WB	20-Nov-12	11-Apr-13	76,500,000	15-Feb-19	Stand-alone	Yes	LM	Sub-Saharan Africa
Tanzania - Mainland	Closed	SIDA	19-Nov-13	01-Jul-14	94,800,000	30-Jun-19	Stand-alone	No	L	Sub-Saharan Africa
Zambia	Closed	DFID	21-May-13	15-Nov-13	35,200,000	15-Mar-19	Sector pooled	No	LM	Sub-Saharan Africa
Pending										
Benin	Pending	WB	21-Mar-19		19,400,000	N/A	TBD	No	L	Sub-Saharan Africa
Burundi	Pending	AFD	21-Mar-19		25,600,000	N/A	TBD	Yes	L	Sub-Saharan Africa

Côte d'Ivoire (additional MCA)	Pending	WB	21-May-19	28,000,000	N/A	TBD	Yes	LM	Sub-Saharan Africa
Myanmar	Pending	WB	19-Nov-18	73,700,000	N/A	Project pooled	Yes	LM	East Asia & Pacific
Nepal (ESPIG and multiplier)	Pending	WB	21-Mar-19	24,200,000	N/A	Sector pooled	No	L	South Asia
Papua New Guinea (ESPIG and multiplier)	Pending	Save the Children	21-Mar-19	7,399,000	N/A	TBD	Yes	LM	East Asia & Pacific
Senegal (ESPIG and multiplier)	Pending	AFD	25-Apr-19	42,600,000[46]	N/A	Sector pooled	No	L	Sub-Saharan Africa
Tanzania - Mainland	Pending	SIDA	21-Mar-19	90,000,000	N/A	Sector pooled	No	L	Sub-Saharan Africa
Uzbekistan (multiplier)	Pending	WB	31-Jan-19	10,000,000	N/A	Project pooled	No	LM	Europe & Central Asia

[46] This amount is in US dollars; however, the grant was actually approved in euro for an amount of 37,200,000 euro.

ANNEX 2A: GRANTS DISBURSEMENT AND IMPLEMENTATION STATUS

Grants that came out of the Red compared to FY18 status

Eritrea

Grant	Amount: US$25.3 million GA: UNICEF	Period elapsed: 91% Disbursed: 98% Closing Date: 31-Dec-19	**Status FY18**	Slightly behind IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
			FY19	Slightly behind IMPLEMENTATION	On track CUMULATIVE DISBURSEMENT
Comments	The economic sanction imposed on Eritrea had resulted in the government redirecting building materials for school construction to other priority projects. Therefore, the delay in implementation of the GPE project was due to a stall on classroom construction. The government initially asked for an extension from December 2018 to December 2019. However, the proposal lacked details in key program milestones and timeline for completion of construction activities planned during the requested extension time. As a result, the Secretariat granted an initial 4-month extension and followed up with a mission in March 2019 to check on progress and discuss the path forward. At the time, the government confirmed the materials needed for classroom construction for delivery to school sites. Both the Ministry of National Development and the Ministry of Education strongly committed to finishing the work by the end of December 2019. Subsequently, the forth extension to December 2019 was granted by the GARC. By June 30, 2019, the grant's disbursement rate reached 98%.				

OECS

Grant	Amount: US$44.9 million GA: World Bank	Period elapsed: 92% Disbursed: 83% Closing Date: 30-Sep-19	**Status FY18**	Delayed IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
			FY19	Slightly behind IMPLEMENTATION	On track CUMULATIVE DISBURSEMENT
Comments	Several implementation support missions have been conducted by the GA (June 2018, December 2018, April 2019). Procurement issues gradually resolved through continuous support and contact with GA help desk. Disbursement has significantly improved from 23% at the time data was collected for the last portfolio review (June 2018) to 83% as of the last ISR (June 2019). Activities seem on track to be completed by project end date.				

Laos

Grant	Amount: US$16.8 million GA: World Bank	Period elapsed: 73% Disbursed: 64% Closing Date: 31-Dec-20	**Status FY18**	Slightly behind IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
			FY19	On track IMPLEMENTATION	On track CUMULATIVE DISBURSEMENT
Comments	Improvement in implementation is mainly due to the restructuring in June 2018, alongside the completion of some preparatory activities such as the school-based management training package and set-up and verification of school bank accounts. The restructuring refocused the originally planned early grade reading program for primary schools to pre-literacy and pre-numeracy support to the pre-primary level, and revised the arrangements for school improvement plans and the disbursement of school block grants. These changes to the program, alongside with the recruitment of a program coordinator to focus exclusively on the ESPIG implementation to effectively overcome the implementation challenges. The project has made considerable progress toward achieving the PDO since the restructuring in June 2018, with targets for both school-based management and improving reading outcomes either met or on track to be met. The second tranche of complementary GPEII school block grants improved the disbursement rating and put it back on track, with current disbursement ratio at 64% as of end of June 2019.				

Zimbabwe

Grant	Amount: US$39.4 million GA: UNICEF	Period elapsed: %84 Disbursed: %60 Closing Date: 31-Dec-19	**Status FY18**	Slightly behind IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
			FY19	Slightly behind IMPLEMENTATION	Slightly behind CUMULATIVE DISBURSEMENT
Comments	The project fixed part has shown significant improvement in disbursement, with over 9 million (43%) disbursed during FY19. Last year, it was reported that the low disbursement was caused by the delays in textbooks procurement. During the current reporting period, both phase 1 and 2 of textbooks procurement (planned for the last and the current reporting periods) and distribution were completed. During the Phase 2 procurement, 5,594 disadvantaged schools received 4,711,680 copies of learners' textbooks. A key challenge with the procurement of MoPSE approved textbooks for the new curriculum was the unavailability of these textbooks in the market, which made it difficult for the procurement to commence on schedule. This issue was brought up at the Education Coordination Group (ECG), and MoPSE had agreed to contact the possible publishers earlier and inform them of the requirements and deadlines in advance, to mitigate any future delays.				

Grants that turned Red in FY19

Chad

Grant	Amount: US$27.8 million GA: UNICEF and UNESCO	Period elapsed: 35% Disbursed: 1% Closing Date: 01-Jul-2021	**Status FY18**		
			FY19	Delayed IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
Delay Factors	Based on the UNICEF financial report covering the period June 1, 2018 to May 30, 2019, UNICEF disbursed US$127,187.58 or 0.6% of the total UNICEF grant (US$20,584,131.42). Several factors contributed to the grant's slow disbursement, including challenges pertaining to technical work on textbooks preceding acquisition, and the choice of criteria to determine regions for school constructions. On the UNESCO side, there have been delays in the mobilization of technical assistance that is a critical first step prior to implementation of key activities in the areas of Literacy, Non-formal basic education, strengthening of EMIS, etc. Moreover, recent changes to UNESCO's administrative and financial procedures for the project in Chad have led to considerable delays in key activities.				
Remedial Actions and Current Status	Chad applied for a new top-up financing ESPIG in May 2019, but it subsequently withdrew its application in June 2019. Following an inquiry from the GPC regarding the very low level of disbursement of the current ESPIG (PRÉAT), there have been ongoing discussions between GPE Secretariat and UNESCO (Yaounde and Chad offices and Headquarters) with the aim to obtain official periodic UNESCO financial reports. In addition, a call with the two GAs (UNICEF and UNESCO), GPE CEO, the Regional manager and the Country Lead was organized on August 30 to discuss the PRÉAT implementation delays and what is being done or will be done soon to address the issues. The Secretariat continues to monitor the implementation delays in the current project. The GAs together with the government are implementing the following measures to accelerate the implementation: improvement of the communication between the government and GAs by sharing a weekly update; the deployment of the technical assistance provided by GA's headquarters; reinforcement of the communication with the decentralized structures; and setting up a steering committee for the program. Based on the latest progress report dated on August 2019, cumulative disbursement for UNICEF is US$263,926 and the cumulative amount for UNESCO is US$1,452,976.				

Comoros

Grant	Amount: US$2.3 million	Period elapsed: 31% Disbursed: 5%	**Status FY18**		

	GA: UNICEF	Closing Date: 01-Jul-2021	**FY19**	Slightly behind IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
Delay Factors	Despite the socio-political and geo-climatic hazards encountered in the implementation period, key interventions in the various components were carried out in the three islands of the Union of Comoros. There have been delays in contracting one NGO that will intervene in all the public primary schools of Moheli island to increase enrollment rates, retention and reduce the repetition rate. The recruitment of consultants has also been delayed in view of the aforementioned hazards. The pre-electoral, electoral and post-election periods were the times when MoE executives were difficult to mobilize because they were engaged in political activities. The passage of Hurricane Kenneth led the MoE to suspend the regular program to focus on the emergency response.				
Remedial Actions and Current Status	With regard to the solution to the low financial absorption due to the delay in processing of contracts, a catch-up plan is set up to allow the ordering of teacher and student kits during the third quarter of 2019, as well as the recruitment of consultants to support the project through the development of reference documents and the training of school councils and pedagogical frameworks for their use. The upcoming school holidays are an excellent opportunity to catch up on these activities so that at the start of the 2019-2020 school year, the measures put in place will be strengthened to take over the school projects. As for the NGO in charge of implementing a sub-component, it will begin its activities in Moheli during the school holidays by community mobilization activities ahead of the start of the school year 2019-2020. The implemented actions are expected to contribute to improving the level of the financial absorption of the grant, the management of the project and achievement of planned objectives.				

Congo DR

Grant	Amount: US$100 million GA: World Bank	Period elapsed: 57% Disbursed: 17% Closing Date: 28-Feb-2021	**Status FY18**	Slightly behind IMPLEMENTATION	Slightly behind CUMULATIVE DISBURSEMENT
			FY19	Delayed IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
Delay Factors	There have been two major factors leading to significant delays: (1) the existing Project Coordination Unit (PCU) required additional staffing which led to implementation delays the first year of the project implementation; then (2) presidential elections took place impacting the execution pace of the project especially over an eight-month period of time without a new government when some key decisions could not be taken. Furthermore, delays were due to the recruitment of key positions within the Learning Assessment Independent Unit which represents a key project activity. In addition, several contracts, including large ones, have been delayed (textbook procurement and construction of teacher training institutions) and could have certainly benefited from higher level decision making to overcome some of the encountered constraints.				
Remedial Actions and Current Status	Delays with the PCU staff recruitment process was partly addressed. The final choice of textbooks was made to proceed to procurement, which takes up more than 30% of the program amount. As for the Variable part, 1,488 unpaid teachers have been included in the official payroll and have started to receive their salaries. The independent verification process (audit of these teachers) is underway so that the disbursement can take place. Furthermore, the creation of the independent unit in charge of large-scale assessments, which was delayed, has now been completed. This unit will conduct learning assessment under the Variable part strategy for learning. Furthermore, the GA and the ministry will organize a Mid-Term Review in early October under the leadership of the new minister. The GA is suggesting a program restructuring, which should lead to accelerate project implementation and disbursement.				

Lesotho

Grant	Amount: US$2.3 million GA: World Bank	Period elapsed: 62% Disbursed: 35% Closing Date: 31-Aug-2020	**Status FY18**	On track IMPLEMENTATION	On track CUMULATIVE DISBURSEMENT
			FY19	Delayed IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT

Delay Factors	Procurement delays were due to poor quality bidding documents, and teacher training was delayed due to unforeseen and lengthy teacher strike.
Remedial Actions and Current Status	Procurement of ECD kits is underway and expected to be completed in August 2019. Teacher strikes have been called off. The ministry is revising the teacher training schedule to start the training in August 2019.

Ethiopia

Grant	Amount: US$100 million GA: World Bank	Period elapsed: 100% Disbursed: 66% Closing Date: 30-Jun-2019 Extended to: 31-Dec-2019	**Status FY18**	Slightly behind IMPLEMENTATION	On track CUMULATIVE DISBURSEMENT
			FY19	Slightly behind IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
Delay Factors	There was a delay in the completion of contracts for the printing and distribution of textbooks because of procurement issues. Contracts were signed in August 2018. However, one of the losing bidders filed a complaint with the Federal Supreme Court leading to the suspension of disbursement to the winning firms. After a long delay, the court ruled in favor of the Ministry of Education on April 19, 2019 to proceed with implementing the contracts. However, completion of printing and distribution of textbooks will likely go beyond current closing date.				
Remedial Actions and Current Status	The country requested a six-month extension request, which has recently been approved by GPC. The project implementation period has been extended for 6 months till December 31, 2019 to provide sufficient time to complete distribution of textbooks and other remaining activities.				

Grants that have remained Red from FY18 to FY19

Yemen

Grant	Amount: US$72.6 million GA: UNICEF	Period elapsed: 100% Disbursed: 54% Closing Date: 03-Mar-19	**Status FY18**	Delayed IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
			FY19	Delayed IMPLEMENTATION	Delayed CUMULATIVE DISBURSEMENT
Delay Factors	The grant implementation faced significant delays due to several reasons, which include: the ongoing conflict and geopolitical division of the country; lack of agreement between the Ministries of Education (MoE), GA and LEG on reprograming focus; uncertainty on teacher incentive issues and coordination issues between the GA and the MoE. In addition, delay in the finalization of the Transition Education Plan (TEP) also contributed to the delay in the reprograming process.				
Remedial Actions and Current Status	Several consultations have been carried out on the third reprogramming proposal to build consensus on key priority areas. In March 2019, the GPE Secretariat approved request from the GA to extend the grant till the end of 2019. The extension allowed time for the GA to coordinate the reprograming process with MoE and the LEG. Currently, the reprograming proposal is being finalized and the Secretariat has proposed a joint meeting of the government and partners to review the draft reprograming document and agree on next steps. The consultation process has resulted in better understanding and ownership of the partnership of the GPE grant implementation in Yemen leading to effective feedback on the reprograming proposal. In addition, the process also strengthened the sector dialogue with partners are better aware of the key challenges on the ground with the discussion on alignment of support to save the education system in Yemen from collapse. It is anticipated that with the reprograming proposal approval, the implementation will improve.				

ANNEX 2B: GRANT PERFORMANCE ANALYSES METHODOLOGY

I) Implementation and Disbursement Ratings Definition and Assessment Methodology

a) Implementation Rating

The implementation rating is based on the assessment of whether an ESPIG grant is **on-track with implementation**. This assessment is based on three "traffic light" determinations table 9) linked to 6 rating categories (table 10).

Table 9: Implementation rating traffic lights

Implementation Rating Traffic Lights	
On Track	The latest rating on progress in program implementation from GA's report is Satisfactory or above
Slightly Behind	The latest rating on progress in program implementation from GA's report is Moderately Satisfactory
Delayed	The latest rating on progress in program implementation from GA's report is Moderately Unsatisfactory or below

Table 10: Implementation rating categories

Implementation Rating Categories	
Highly Satisfactory (HS)	The program is expected to achieve or exceed all of the major outputs efficiently without significant shortcomings.
Satisfactory (S)	The program is expected to achieve almost all of its major outputs efficiently with only minor shortcomings.
Moderately Satisfactory (MS)	The program is expected to achieve most of its major outputs efficiently with moderate shortcomings.
Moderately Unsatisfactory (MU)	The program has moderate shortcomings that limit or jeopardize the achievement of one or more outputs but a resolution is likely.
Unsatisfactory (U)	The program has significant shortcomings that limit or jeopardize the achievement of one or more outputs and a resolution is uncertain.
Highly Unsatisfactory (HU)	The program has major shortcomings that limit or jeopardize the achievement of one or more outputs and a resolution is unlikely.

The Secretariat's assessment of active ESPIGs are assessed based on three determinants:

1. Progress of individual program components
2. Implementation arrangements (program management, financial management, procurement, monitoring and evaluation (M&E), etc.)
3. Disbursement status based on grant agent's calculation.

To assess whether GPE program grants are on track with implementation, the rating provided by the GAs in the GPE ESPIG annual implementation status reporting template was applied. The Secretariat triangulated GAs' ratings based on their experience of the grant and other documents such as GA progress reports and their reviews by the Secretariat, the Secretariat's in-country grant monitoring mission reports, aide-memoires and other communications with GAs.

b) Disbursement Rating

Disbursement rating is based on the assessment of the percentage of the cumulative amount disbursed compared to the percentage of the elapsed grant period equivalent.

Table 11: Criteria to classify grant cumulative disbursements

Status	Percentage of Elapsed Implementation Period is:
On Track	Not more than 15% higher than percentage disbursed
Slightly Behind	Between 15% and 25% higher than percentage disbursed
Delayed	More than 25% higher than the percentage disbursed

II) The Analysis of ESPIG Disbursement Patterns and Delays

a) Methodology for Disbursement Patterns Analysis

Aim: This analysis was conducted to better understand typical disbursement patterns across GPE Education Sector Program Implementation Grants (ESPIGs). It also aims to identify characteristics of grants that follow specific pattern of disbursement.

Dataset and Data Limitations:

Actual disbursement data from calendar year 2004 to May 2019 was used to construct a dataset. Since the starting month is different across the grants, actual disbursed amount in each calendar year could not be used. Instead, to estimate the amount disbursed in the first 12-month period and following 12-month periods, the Secretariat used following formulas:[47]

- For implementation year 1 (first 12-month period):

First calendar year disbursement amount + (Disbursement amount of second calendar year/12)(Number of months elapsed from January to the start month of the first implementation year)*

- For other implementation years except the final year (e.g., implementation year 2):

(Disbursement amount in the second calendar year /12)(Number of months from the start month to December of the start year) + (Disbursement amount of the third calendar year year/12)*(Number of months elapsed from January to the start month of the first implementation year)*

- For the final implementation year:

(Disbursement amount in the final calendar year/12)(Number of months from the start month to December of the start year)*

[47] The available data on disbursements is the calendar year data. Meanwhile, the implementation year data based on every 12 months of implementation, starting from the effectiveness/ start date of the grant, was required for this analysis. Only World Bank reports disbursements on monthly basis, while the rest of the GAs have different reporting basis (quarterly for UNICEF and Save the Children, and annual for other GAs). In order to reconcile the difference in reporting and to estimate implementation year disbursements in the most efficient and harmonized manner, the Secretariat developed an estimation formula as described in the methodology.

Example of an imaginary 3-year grant which started in April with a total disbursed amount of US$3.5 million is given here.

Calendar months	1 2 3 4 5 6 7 8 9 10 11 12	1 2 3 4 5 6 7 8 9 10 11 12	1 2 3 4 5 6 7 8 9 10 11 12	1 2 3
Disbursed amount by calendar year as recorded in GPE database	$500,000	$1,000,000	$2,000,000	
Implementation year		**Implementation Year 1**	**Implementation Year 2**	**Implementation Year 3**
Estimated disbursement for each implementation year		$750,000	$1,250,000	$1,500,000
Formula used		500,000+(1,000,000/12)*3	(1,000,000/12)*9 + (2,000,000/12)*3	(2,000,000/12)*9

b) The Definition of the Term "Disbursement" is Not Consistent across GAs:

For the World Bank, DFID, AFD, and SIDA, the term "disbursement" represents a transfer of funds to the government. These GAs do not implement grants directly but instead are sending money to the government for implementation while they monitor grant progress. For these GAs, expenditures on the ground are not captured in the reports submitted to the Secretariat.

For UNICEF, Save the Children (UK and US), and CARE, the term "disbursement" represents actual expenditures on the ground.

Sample:

The analysis used all closed grants since inception (N=96)[48] except those that were closed recently with some funds yet to be disbursed and those that lasted less than 1.5 years.[49] The former are excluded because undisbursed funds may be disbursed during the grace period after the grant closing date. The latter is excluded as they are likely to be accelerated funding.

Analysis:

Descriptive analysis and econometrics analysis (logistic regression and ordinary least squares) were conducted to understand the overall disbursement pattern and characteristics of grants with different implementation period.

[48] The first year of grant approval in the database is 2003 and the first implementation start date is in 2004.

[49] Twelve grants were excluded from the sample of 108 closed grants. These include six grants that closed less than six months prior to the compilation of this report and have undisbursed funding, which may be pending during their disbursement grace period (six months after the closing date for the majority of grants). Also, the sample does not include one canceled grant and five grants that lasted less than 1.5 years, which are likely to be Accelerated Funding grants (as opposed to regular ESPIG grants in the sample).

c) Methodology of Disbursement Delay Analysis

Aim:

The main purpose of this analysis is to understand factors contributing to disbursement delays. Since 2014, the Annual GPE Portfolio Review (now Grant Performance Report) has reported delay factors for the grants that are rated as "delayed"[50] and effective remedial measures for the grants that come out of "delayed" status. This analysis compiles this information with the aim of identifying common issues faced by delayed grants and likely remedial actions.

Method:

- The Annual Portfolio Review included an annex that explains delay factors for the grants that were rated as delayed in their disbursement. The annex also explains remedial measures taken to get the grant back on track for the grants whose rating improved from "delayed" to "slightly behind" or "on-track." The annexes from Portfolio Review 2014 to 2018 and 2019 Grant Performance Report were compiled.
- Grants that were rated as delayed in disbursements were coded to certain issue types (refer to the table below for list and description of issue types). Thematic areas where delays occurred were also coded using GPE thematic codes (See Annex 7-B, Portfolio Review 2018). Grants whose "delayed" ratings improved from the previous years were coded to remedial measures. Coding was done manually, without a software.
- Issue types used for this analysis is largely taken from *Implementation Delay Analysis* conducted for Portfolio Review 2018[51] with minor adjustments to better reflect issue types specific to disbursements. Categories of delay factors are presented in table 12.

Limitations:

- The analysis looks only at relevant annexes of Portfolio Reviews. Therefore, information on delay factors is limited to those presented in these annexes and not necessarily comprehensive.
- Since the analysis only considered the presence of an issue *type*, the intensity of that issue within a grant will not be captured. For example, if a grant reported three issues related to bidding, one related to security, and two related to program design, each issue type will be represented only once. Similarly, if a grant is rated delayed in disbursement for more than a year, and reported the same issue for different years, that issue is counted only once.
- The issue types are not compared with the portion of activities that make up the entire program. For example, a program with 80% of activities involving some type of procurement will be analyzed in the same way as a program with only 20% of procurement-related activities. The former is more likely to have procurement issues as more program activities involve procurement.

[50] Disbursement rating is based on the percentage disbursed against percentage of time elapsed in the grant period. If the time elapsed in the grant period is more than 25% higher than percentage disbursed, the grant is rated as delayed.

[51] See Implementation Delay Analysis section of the FY18 Portfolio Review (pp 35-37): https://www.globalpartnership.org/sites/default/files/gpe_annual_portfolio_review_2018_1.pdf.

Table 12: Description of types of disbursement issues

Issue types	Description
1. Program design issues	Issues in program implementation due to gaps in program design, limitations in planning and framework development during design phase, over-ambitious targets/goals, poor cost estimates.
2. Pre-implementation challenges	These include necessary preparatory activities such as setting up PMU/PCU, needs assessment, action plans, data analysis, verification exercises, framework development, construction site identification before initiating a part of, or whole component / project.
3. Operational challenges	Challenges pertaining to project operations. Sub-components are described below.
3.1. Contractor compliance and quality issues	Challenges relating to implementing partners'/contractors' compliance with the agreements. These may include contractors being unable to deliver on time or in the agreed manner, quality issues, contractors and sub-contractor disputes, misuse of funds by contractor, withdrawal of contractors or sub-contractors, etc.
3.2. Coordination challenges	This includes project team and/or GA/CA not able to effectively coordinate between one another resulting in delays in implementation; or relevant stakeholders at country level unable to meet at agreed intervals; poor or unestablished communication channels; trust or understanding deficit between the parties.
3.3. Procurement challenges	Challenges pertaining to implementation of procurement activities in the program.
3.3.1. Bidding process	Challenges faced during the bidding stage of the procurement process, including number of bids received too low, no bids received, re-bidding required, bid submitted do not meet the selection criteria.
3.3.2. Capacity constraints in procurement	Lack of procurement staff, technical or administrative knowledge of processes, bandwidth to carry out all planned procurement activities.
3.3.3. Delay in contract signing	Delays in contract signing post bid-evaluation and selection of firms.
3.3.4. Weak/nascent procurement process	Procurement processes or systems in initial stages of development, early stages of streamlining procurement systems, weak processes that need strengthening, new processes or reforms to be established/rolled-out.
3.3.5. Other procurement issues	Challenges related to procurement that are not listed above or not clearly explained.
3.4. Project management, government	Challenges in program management and implementation faced by government departments or units supporting or managing the project.
3.4.1. Capacity constrains in program management-govt.	Lack of capacity of the government project management in terms of technical knowledge, bandwidth, resources, etc., to effectively manage implementation of a component of the project.
3.4.2. Government approval or decision	Delays in approvals from the government caused by a slow approval process hampering execution of program components or activities contingent on those approvals.
3.4.3. Late release of funds to end user	Delays in funds reaching the end user of a program activity due to factors such as limitations of government systems, delays in effectively processing release of funds to multiple recipients, fund not released in the required amount, funds blocked before reaching end users, etc.
3.4.4. Other government program management issues	Other program management or implementation related challenges faced by the government such as lack of clear roles and responsibilities in government departments, inaccurate records or reporting, delay in recruitment of government staff, weak financial systems and weak monitoring by government departments.
4. Unforeseen changes and external circumstances	Issues faced that are beyond the control of the relevant parties but impact the program implementation.
4.1. Change in government policy	Changes in education policies, sector plans, or transitional plans, and other government policies that have impacted the implementation or delivery of results of the program.

4.2. Escalation of project cost	Devaluation or appreciation of currency exchange rates, inflation and/or increase in commodity price resulting in changes in funds available for various components of the program.
4.3. Change in government leadership	Delays due to changes in political leadership, or staff in government, secretariat or other bureaucratic positions.
4.4. Inaccessibility	Challenges in accessing regions to implement program activities.
4.4.1. Weather and health conditions	Inability of the government, development partners, or contractors to access a geographic area and initiate or continue implementation of the program due to a natural disaster, epidemic, or other climatic factors.
4.4.2. Security, conflict	Inability of the government, development partners, or contractors to access a geographic area and initiate or continue implementation of the program due to active conflict or security issues in that area.
4.5. Unforeseen changes and external circumstances, Others	Issues faced that are beyond the control of the relevant parties but impact the program implementation that are not listed above. E.g. teacher strike.

III) Methodology for Analysis of Completion Reports

Aim:

This analysis explores the completion reports to understand challenges in program implementation and remedial actions taken to address the challenges. Lessons from this review can be derived to help address similar implementation issues in the future.

Sample Characteristics:

- The sample comprises of 18 completion reports of grants that closed in the fiscal years 2018, 2017, and 2016.
- The sample included grants that were rated as either "delayed" or "slightly behind" in any of the above-mentioned fiscal years.
- For grants with World Bank as the GA the Implementation Completion Reports (ICRs) were used, whereas for non-World Bank managed grants the Final Reports or Completion Reports were used.

Method:

The ICRs were reviewed for challenges in implementation and the remedial actions taken to address them. In most cases these were found in the sections of "Factors that affected implementation and outcomes" and "Lessons Learned". Each issue was assigned an issue-type based on the categories developed for the *Implementation Delay Analysis* in FY18.[52]

Limitations:

- There are several reports that provide information on implementation challenges without any information (or very limited information) on remedial actions taken to address these challenges or lessons learned from the implementation experience.
- As the completion reports are produced by the GAs, reported implementation issues and lessons learned on grant implementation process are limited to the GA's assessment of the situation and may not be comprehensive.

[52] See Implementation Delay Analysis section of the FY18 Portfolio Review (pp 35-37): https://www.globalpartnership.org/sites/default/files/gpe_annual_portfolio_review_2018_1.pdf.

ANNEX 3: RESPONSE TO GPC OBSERVATIONS ON 2018 PORTFOLIO REVIEW

During the Grants and Performance Committee meeting in October 2018, Committee members reviewed the 2018 Portfolio Review report and made recommendations on how to use the findings of the report to strengthen grant implementation. In the final version of the report that was presented to the Board in December 2018, the Secretariat provided a response to some of the recommendations.[53] This section of the FY19 Grants Performance Report provides an update to the Secretariat's initial response.

Issue area	Observations/Recommendations	Action taken
Implementation Delays	1. Explore how the program development grants (PDGs) and the quality assurance (QA) processes can be leveraged and strengthened to mitigate some of the challenges in implementation, particularly those in relation to activity preparation and program design. 2. Consider all available mechanisms to address the issues related to country procurement systems and processes before commencing ESPIG implementation. 3. Consider reassessing the standard implementation length of future ESPIGs and allowing room for better adaption to country contexts. The three- to four-year ESPIG implementation period may not be sufficient in all contexts.	• Key aspects of these recommendations were explored in the recent Effective Partnership Review (EPR). While some of the measures to strengthen grant implementation are being rolled out with the EPR, others such as revision of the standard duration for grant implementation will be explored during the next GPE strategic planning. This report provides additional analysis on the disbursement delays to enrich that debate.

[53] See 2018 Annual Portfolio Review (page 62), https://www.globalpartnership.org/sites/default/files/gpe_annual_portfolio_review_2018_1.pdf.

Alignment	4. Considering ways to further leverage the roles of other players in the partnership to enable alignment and system strengthening. 5. Dialogue regarding modalities and alignment should commence much earlier in the policy dialogue process, and prior to grant agent selection. 6. The broader country-level dialogue on delivery modalities should explore opportunities for learning from other sectors (especially the health sector within the country) or from other countries in the region. 7. The dialogue should also include the link between alignment and risk, and the role of all relevant partners, including the grant agent, in ensuring that grant funding helps to strengthen systems and deliver results.	• The Secretariat agrees with the committee on the importance of the Partnership actors in driving change on alignment, including current and potential GAs. The Secretariat's role consists in encouraging the emergence of dialogue among the country partners to foster change towards modalities that are better coordinated (aligned) with the country's national budget systems and use this positioning to leverage systems strengthening. ○ The Secretariat makes use of tools and measures to encourage dialogue and movement on alignment in countries, recognizing that: ○ Early engagement in the policy dialogue cycle is critical, so that there is sufficient lead time for the emergence of broad support towards greater alignment, well ahead of the Grant agent selection process. ○ Examples of successful alignment from other sectors and countries are important to help drive dialogue, incentives and good practice ○ Sound risk management and a focus on results are paramount. All aligned modalities need to include an analysis of risks (strategic, operational, fiduciary) and adequate measures to manage these. GPE's quality assurance review processes are there to assure that only grant applications that adequately address the management of risks will be approved. • The standard process for GA selection has been revised to not only ensure that dialogue on modalities and alignment occur earlier in the policy dialogue process. But to also ensure that the criteria for GA selection agreed by the government and LEG are informed by the type of modalities, scope of work, technical support needed for the grant implementation, and the capacity of the potential GA to support implementation of activities.

Education Activities Supported by Implementation Grants	8. Future reports should include more trend analysis wherever possible, especially with regards to the education activities supported by GPE grants.	• The 2018 report included a multi-year comparison of thematic activities supported by GPE grants. This will be further covered and presented in the Results Report.[54]
	9. More activities need to be reflected under the equity dimension of education activities funded by ESPIGs, in particular early childhood care and education (ECCE) data and allocation of teachers to marginalized areas. It was further suggested for next year's portfolio review that the "teacher management" activity, which currently captures all allocation of teachers, be further disaggregated to reflect the equity focus.	• As stated in the final version of the 2018 report (pages 62-64), in analyzing the different education activities supported by GPE, the value added by GPE funding should not be examined in isolation but seen instead alongside the resources from other partners. This is because GPE focuses on the broader sector plan and GPE funding is complementary to government and donor funding. Equity issues need to be well addressed overall, and where equity is addressed through partner resources, ESPIGs should be used to broaden and not duplicate efforts. • However, the Secretariat will subsequently conduct a more granular analysis by thematic area to reflect all relevant subthemes and activities supported by implementation grants.
	10. a) There are concerns over the low number of grants supporting access to out of school children. b) In order to determine whether the issue of out of school children is given adequate attention in each context, it would be important to also have information on complementary activities financed by the government or other development partners.	• As stated in the final version of the 2018 Portfolio Review, decisions on grant activities are made by governments and their country level development partners. Such decisions usually take into account complementarity between the use of GPE resources and those of other donors within the broader framework of the Education Sector Analysis and Education Sector Plan. The GPE's focus on the Education Sector Plan, domestic resources and the harmonization of support from GPE donors and partner organizations means that the ESPIG grant support should be contextualized accordingly. • This was well noted and agreed by the Secretariat. In fact, the final readiness review report (FRR) – prepared by the Secretariat and submitted to the Committee and the Board for each ESPIG application – includes information on other development partners' contributions as well as the programs/ activities they support in a DCP's education sector.

[54] Note that this section of the 2018 Portfolio Review has been moved to the Results Report.

		• The thematic code *out of school children* specifically captures grants that have specific interventions for children that are outside of traditional education systems for various reasons (religion or war). It also includes interventions for refugees and internally displaced persons.
Improved Implementation/ Performance Reporting	11. Recognizing the limitations of relying solely on reports from grant agents for the analysis on delays, the Secretariat should consider diversifying its data sources.	• The implementation and disbursement analysis in this report includes information from Secretariat Country Leads' assessment, in addition to data from grant completion and progress reports. In the next fiscal year, the report will use data from country evaluations.
	12. In addition to identifying implementation delays and challenges, the Secretariat should consider analyzing grants that are performing well (and why), including case studies of best practices and/or examples of successful measures taken to address implementation delays	• This GPR also took steps to respond to this recommendation. For example, the report shows that measures that helped address implementation issues and contributed to the improvement in implementation ratings include restructuring; implementation support provided by the GA, LEG and the GPE Secretariat; hiring a national program coordinator to overcome coordination challenges, and better prioritization in the implementation process. The report also presents some countries where these measures were effectively applied.
	13. It would be useful to analyze the duration of grant delays, disaggregated according to the types of issues causing the delays. The analysis should include the extent of delays caused by time taken for adoption of systems and processes by governments, such as grant agent's system and procurement procedures.	• Through the analysis of the disbursement trends, this report provides additional information on grant start dates and implementation period. The results point to possible links between delays and implementation modalities in low capacity countries.
	14. The current grant delay analysis shows that the small number of restructured grants in their fifth and sixth years of implementation still experience delays. It would be helpful to understand why and to what extent the restructuring of these programs helped to address these issues. Also, it will be important to examine implications of the delays and suggest ways to further address them.	• Through the analysis of the disbursement trends, this report provides additional information on disbursement trends which remains at a similar pace throughout the implementation period for slower disbursing grants. Thus, a low disbursement rate in the first year of implementation is an early warning signal that could be closely monitored by the Secretariat. The results also show that restructuring did not impact significantly disbursement for the closed grants. Specifics of restructuring are discussed in the report. The analyses raise questions on the implementation challenges in low capacity countries.

ANNEX 4: REPORT BACKS ON FAC/GPC'S RECOMMENDATIONS AND CONCERNS

This section provides updates to report-back requested by the Financial Advisory Committee (FAC), Grants and Performance Committee (GPC), and GPE Board of Directors at the time of ESPIG approval. Seventeen ESPIGs were approved in FY19, of which eight ESPIGs provided updates, including Afghanistan, Bangladesh (AF), Cameroon (AF), Central African Republic (AF), Sierra Leone, Somalia (FGS), South Sudan, and Zimbabwe. For others, including Benin, Burundi, Cote d'Ivoire (Additional MCA), Myanmar, Nepal (ESPIG and Multiplier), Papua New Guinea (ESPIG and Multiplier), Senegal (ESPIG and Multiplier), Tanzania (Mainland), and Uzbekistan (Multiplier), updates will be provided in the next report. In addition to the grants approved in FY19, updates are also provided for 11 grants[55] that had their status set as "ongoing" in the previous report, as well as nine grants that were approved in FY18 but were not reported in the previous report.[56]

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
Afghanistan November 2018 US$100 million	**Issue or concern** System: education financing **Recommendation (report-back)** The Committee urges Afghanistan to increase the share of education in the budget and notes that currently the conservative estimate in NESP III is being surpassed. In addition, the Committee requests an annual report back from the coordinating agency on behalf of the local education group and via the Joint Sector Review Report on the actual share of education for the duration of the grant period, along with an analysis of the budget to enable the Committee consider the evolution of Afghanistan's education budget in context.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The budget for the Ministry of Education has been fluctuating. In the past three years, 2017, 2018 and 2019, the recurrent budget figures stood at 32.5, 35.7 and 34.5 billion AFS respectively. Similarly, the budget figures for development budget for the same years stood at 12.3, 4 and 4 billion AFS respectively. The reason for the sharp reduction under the development budget is partly due to the fact that the budget for school construction under EQRA is reflected under since MRRD is the implementing agency. Secondly, there has been also a sharp reduction on MOE' discretionary development budget. The MoF has also introduced a new budgeting methodology that is mainly based on actual expenditures and can be replenished during mid-year review.
Afghanistan November 2018 US$100 million	**Issue or concern** System **Recommendation (report-back)** The Committee stresses the continued need for improved efficiency and effectiveness, which is critical to increasing available resources for education service delivery and requests the grant agent to clearly include	**Status:** Completed **Action Taken to Address the Issue in FY19** Under EQRA, Annual Operation Plan based on NESPIII and Results-based reporting format have been developed and endorsed by DPs in December 2019. Now these instruments are in use.

[55] Eleven grants were reported as ongoing in FY18 and are included in this report for Bangladesh, Burkina Faso, Cambodia (Fixed part), Congo (DRC), Lesotho, Liberia, Nepal, Rwanda, Somalia (Puntland), Tanzania (Zanzibar), and Zimbabwe.

[56] Nine grants were approved in FY18 but not reported in the previous report. These grants are reported in this report and they include: Gambia, Cote d'Ivoire, Guinea-Bissau, Madagascar, Cambodia (variable part), Chad, Comoros, Somalia (Somaliland), and Bhutan.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	any efficiency gains in its regular annual reporting. Ideally, this should be part and parcel of the NESP III annual reporting, therefore not requiring additional ad hoc reporting formats.	
Afghanistan November 2018 US$100 million	**Issue or concern** System **Recommendation (report-back)** While acknowledging the heavy need for infrastructure, as included in the endorsed NESP III, the Committee is concerned around the implementation of the large portion of infrastructure in the co-financed Education Quality Reform in Afghanistan (EQRA) program and in the fragile context of Afghanistan, with the risk of delays and extensions. The Committee requests the grant agent follow the program's performance more closely in this regard, including the anticipation of any potential restructuring, and requests an annual update of related country-level discussions as part of the grant agent's regular progress reporting.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** According to the ISM conducted in June 2019, construction activity shows good progress. The MRRD team, supported by the MoE and the World Bank technical teams, has advanced the school construction program. As of May 31, 2019, 169 school buildings and missing components for 16 schools were under construction and timely achievement of the disbursement condition is on track.
Afghanistan November 2018 US$100 million	**Issue or concern** System **Recommendation (report-back)** The Committee notes that the Community Based Education (CBE) elements of the program have not resulted in the inclusion of a CBE indicator in the program's results framework. Additional information provided by the grant agent indicates that the CBE data system in Afghanistan is not yet mature enough to capture such data, which therefore precludes including it as a specific target in the program's results framework. The program commits to earmarking US$10 million to supporting the EMIS to better capture CBE data, implement the 2018 CBE policy and guidelines, as well as working and work with all development partners to support the expansion of CBE in a more harmonized and sustainable manner, to a minimum of 33,000 additional	**Status:** Ongoing **Action Taken to Address the Issue in FY19** There has been progress on the CBE program preparation for meeting disbursement conditions by end of 2020. The MoE CBE team updated a draft PIM including work plan for 2019 to 2020. The meeting discussed several key topics for improving the draft PIM including (i) alignment of the workplan with the description of disbursement conditions, (ii) definition and modality of on-budget/off-budget CBE, (iii) detail description of contracting out modality, and (iv) CBE mapping approach (incorporation of DPs supports).

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	students. The GPC requests the grant agent to include an update on this in its regular annual progress reports.	
Afghanistan November 2018 US$100 million	**Issue or concern** System: education financing **Recommendation (report-back)** The Committee requests that the Grant Agent Allocation (supervision fees) be adjusted once the IDA and ARTF contributions to supervision have been finalized, to ensure a fair attribution of supervision costs across the three co-financing sources. The Committee requests the grant agent to share the finalized supervision fee allocation with the Secretariat.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The Bank team receive Bank Budget (Cash Value Budget) in the amount of US$54,000 from July 2018 to June 2019. Task Team will receive similar amount of Bank Budget in this FY (July 2019 to June 2020). We don't receive any supervision budget from ARTF.
Bangladesh May 2015 US$100 million	**Issue or concern** System: education financing **Recommendation (report-back)** Regarding the low level of domestic financing on education, the GPC requested a report-back on domestic financing for education over the medium term (committed and actual expenditure) and on the intended measures to progressively increase the financing, for the new medium-term expenditure framework.	**Status:** Completed **Action Taken to Address the Issue in FY19** Information related to domestic financing on education has been published through the website of the Ministry of Finance by annual budget documents and medium term projections and annual reports of the Ministry of Primary and Mass Education. Although the actual amount of education expenditure is increasing every year, its share on the total government budget continue to decrease. At the GPE replenishment conference in 2018, Bangladesh was requested together with other countries to provide their domestic financing commitment but did not respond. The grant was closed in December 2018.
Bangladesh (AF) September 2018 US$8.33 million	**Issue or concern** Equity **Recommendation (report-back)** In conjunction with the approval, the GPC requests the CA, the co-chair of the Education Local Consultative Group, to provide an update to through annual program implementation report on efforts made to secure longer term education rights of Rohingya refugee children.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The annual report is due in August 2019. The update is not yet shared.
Bangladesh (AF) September 2018 US$8.33 million	**Issue or concern** Equity **Recommendation (report-back)** In view of the importance of information sharing and coordination among implementing agencies, the committee also requests the Grant Agent to share with	**Status:** Ongoing **Action Taken to Address the Issue in FY19** UNICEF (GA and CA in Bangladesh) shared the requested information in May 2019 (the one as of April 2019, January 2019 and October 2018 at once) and is expected to share the update quarterly from now on.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	the Coordinating Agency and the Secretariat quarterly updates on the number of people in need of educational support, the number receiving such support and the number not yet covered, as well as funds received against the total amount estimated in the Joint Response Plan.	
Bhutan June 2018 US$1.8 million	**Issue or Concern** System: Education financing **Recommendation (Report Backs)** While Bhutan has nearly achieved universal primary education, the Committee is concerned about the low share of primary education in the overall education budget (currently at 25%), particularly since issues of quality, equity and learning outcomes remain. In order to be assured that the primary budget is sufficient to reduce inequities and improve learning outcomes, in particular for vulnerable children, the Committee requests Bhutan to include information on the evolution of primary education spending as a share of the overall education budget, including support to Early Childhood Care Development (ECCD), in the regular annual implementation report from the grant agent.	**Status:** Update will be provided in next portfolio review. **Action Taken to Address the Issue in FY19** Update will be provided in next portfolio review.
Burkina Faso December 2017 US$33.8 million	**Issue or Concern** System: Education Financing **Recommendation (Report Backs)** In light of the downward trend on the share of primary education in education spending, the GPC requested an annual report-back on the evolution of the share of primary education spending.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** In light of the additional financing application presented to the GPC in July 2019, GPC proposed to update and streamline the report-back requests to reduce transaction costs and avoid fragmentation of information. It requests the government to include updates on these in its regular annual reporting framework, specifically on: • Monitoring of the national budget's education sub-sector allocations and expenditure • Continued implementation of the reforms pertaining to the decentralization of resources to front-line education services, introduced as part of the 2017 operational manual of the common fund and its capacity building support • Monitoring of the implementation of the variable part strategies, with a particular focus on the new learning indicator outcomes targeting in-service teacher training and classroom observations. The GPC requests an update in the first half of 2020 (after the government's annual performance report for FY2019).

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
Burkina Faso December 2017 US$33.8 million	**Issue or Concern** Access: increased enrollment **Recommendation (Report Backs)** Given the country's security situation, the GPC noted the risk related to reaching indicators and invited the LEG to consider mitigation measures, with a change to the indicators, if necessary.	**Status:** Completed **Action Taken to Address the Issue in FY19** Due to the growing insecurity and school closures in 2018, the original equity variable part indicator on enrollment was no longer considered relevant in light of the revisions included in the additional financing application presented to the GPC in July 2019. Instead, new equity indicators were proposed.
Burkina Faso December 2017 US$33.8 million	**Issue or concern** Equity: increased enrollment **Recommendation (report-back)** The GPC requested a follow-up report after two years of implementation on how the learning from the strategy, both in terms of (i) integration of Franco-Arabic schools and (ii) enrolling children currently completely excluded from any form of school or primary education program in the eight target communes, is helping to address greater enrollment in all of the 43 priority communes.	**Status:** Completed **Action Taken to Address the Issue in FY19** Due to the growing insecurity and school closures in 2018, the original equity variable part indicator on enrollment was no longer considered relevant in light of the revisions included in the additional financing application presented to the GPC in July 2019. Instead, new equity indicators were proposed.
Burkina Faso December 2017 US$33.8 million	**Issue or concern** Learning: learning outcomes **Recommendation (report-back)** Given the importance of the intent of the variable part indicator to deliver a significant change, the GPC requests a follow-up report by year-end 2019 on the implementation of the different strategies to reinforce learning outcomes presented in the program document.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** In light of the additional financing application presented to the GPC in July 2019, GPC proposed to update and streamline the report-back requests to reduce transaction costs and avoid fragmentation of information. It requests the government to include updates on these in its regular annual reporting framework, specifically on: • Monitoring of the national budget's education sub-sector allocations and expenditure • Continued implementation of the reforms pertaining to the decentralization of resources to front-line education services, introduced as part of the 2017 operational manual of the common fund and its capacity building support • Monitoring of the implementation of the variable part strategies, with a particular focus on the new learning indicator outcomes targeting in-service teacher training and classroom observations. The GPC requests an update in the first half of 2020 (after the government's annual performance report for FY2019)
Burkina Faso December 2017 US$33.8 million	**Issue or concern** System: system strengthening/capacity building **Recommendation (report-back)**	**Status:** Ongoing **Action Taken to Address the Issue in FY19**

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	Considering the importance of close support by local services of the Ministry of Education to reinforce capacities of the local authorities to efficiently implement their new responsibilities on education, the GPC supported the importance of the strategy to substantially increase their funding and requested an annual report-back on the use of these resources.	In light of the additional financing application presented to the GPC in July 2019, GPC proposed to update and streamline the report-back requests to reduce transaction costs and avoid fragmentation of information. It requests the government to include updates on these in its regular annual reporting framework, specifically on: • Monitoring of the national budget's education sub-sector allocations and expenditure • Continued implementation of the reforms pertaining to the decentralization of resources to front-line education services, introduced as part of the 2017 operational manual of the common fund and its capacity building support • Monitoring of the implementation of the variable part strategies, with a particular focus on the new learning indicator outcomes targeting in-service teacher training and classroom observations. The GPC requests an update in the first half of 2020 (after the government's annual performance report for FY2019).
Cambodia (Fixed part) February 2018 US$14.4 million	**Issue or concern** Learning: sector planning **Recommendation (report-back)** The LEG through the CA to report on the new ESP, once endorsed, and particularly on continued coherence between the GPE-financed program and the sector plan.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The new ESP 2019-2024 has been developed, and strengthened reflecting the independent appraisal recommendations. DP endorsement is imminent. The ESP continues the strategic directions outlined in the Mid-Term Review (MTR) of the previous ESP, therefor the GPE-financed program contributes to the ESP strategic priorities, notably the teacher reform.
Cambodia (Fixed part) February 2018 US$14.4 million	**Issue or concern** System: education financing **Recommendation (report-back)** Education receives a high budget allocation as a share of government recurrent costs. The GPC requested that the LEG monitor the share of government capital and recurrent budget allocated to the sector through the annual JSR.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The Ministry of Education shared the budget progress report during the June 2019 JTWG (LEG) meeting. The total education current budget in 2019 was 17.5% of the national current budget, slightly down from the 18.2% in 2016. However, the total education current budget increased by 9% in 2019, and 13% in 2018. The education capital budget allocation as a share of the national capital budget is 3.13% in 2019, and there has been an important increase in absolute amount spent, from 31,859 million riels in 2016 to 433,491 million riels in 2018.
Cambodia (Fixed part) February 2018 US$14.4 million	**Issue or concern** Learning: teacher deployment **Recommendation (report-back)** The GPC requested that updates on the deployment of teachers to rural areas be shared with the Secretariat on an annual basis through the JSR.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The Minister of Education has announced a new strategy for teacher trainees' recruitment, with the aim to improve novice teachers' deployment and retention in schools experiencing teachers' shortage (typically, schools located in rural areas). The new strategy drafted by Department of Personnel envisages a new methodology for teacher trainees' recruitment that engages school directors in the process. According to this, new applicants to teacher training colleges must sign pre-contracts with schools that commit to employ them once graduated.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
		Interested candidates will have the opportunity to visit schools experiencing teacher shortages before signing pre-contract, becoming more familiar with school's condition and then taking better-informed decision on their deployment. It is expected that this new approach will ultimately improve the retention rate, which is a major challenge faces by schools in rural areas.
Cambodia (Variable part) May 2018 US$6.2 million	**Issue or concern** Equity **Recommendation (report-back)** With regard to the equity dimension and the scholarship program, while noting with appreciation that the Ministry of Education has now mainstreamed the scholarships for lower secondary and upper primary which began under previous GPE support, the Committee further noted that the sustainable expansion of the scholarship program to early primary grades and the possible reconsideration of the amount will require increased financial commitment from the government. Moreover, according to the grant application documents, the scholarship framework and particularly the removal of the condition on merit requires negotiation with the Ministry of Finance and Planning, and decisions are not all within the control of the Ministry of Education. Upon completion of the revised scholarship framework, the Committee requests that the LEG provide an update on the targeting and perspectives on sustainability, including the inclusion of a needs-based approach in the final selection criteria.	**Status:** Completed **Action Taken to Address the Issue in FY19** The findings from an independent evaluation of the scholarship program finalized in early 2019 concluded that the size and frequency of scholarship payments is appropriate. The evaluation also found that scholarships are unlikely to entirely address problems of dropout due to significant opportunity costs faced by many children, particularly at the secondary education level. Hence, there were no changes made by MoEYS to the scholarship amount. The evaluation found the sustainability of the scholarship expansion to Grade 1 to 3 to be highly promising, as MoEYS has strong ownership of, and good capacity to implement the program. The proposed expansion in coverage by grade-level was raised in budget discussions with the Ministry of Economy and Finance in 2018 and 2019 and was supported and endorsed. The World Food Program's school-feeding/cash scholarship program has now been phased over to MoEYS, with a clear strategy for MoEYS funding all scholarships out of their own program budget by 2021. On a pilot basis, MoEYS released funding for 5,000 early grade (Grade 1-3) scholarships for school year 2019-20 in high-need areas in seven provinces. MoEYS is expected to continue providing 5,000 scholarships annually for the next three years for G1-G3. The MoEYS scholarship framework reflects the preliminary findings of the scholarship evaluation. The framework was endorsed by the ministry in May 2019, and the following modifications have been made vis-a-vis some bottlenecks identified in the ESPIG program document: • The framework states that the student selection criteria for the primary scholarship include : ID Poor Card holder (levels 1 and 2, with priority to level 1; and children from a household with similar status but not holding the ID Poor Card. MoEYS no longer has academic performance as a conditionality attached to payment, however continues to include class attendance (@80% annually, excluding valid reasons such as illness) as a parameter for continued scholarship payments. Revision to the scholarship criteria was considered appropriate by the scholarship evaluation; • The term "student potential" that was previously used in the scholarship guidance was clarified in the framework as encouragement by households for scholarship beneficiaries to participate and learn in school regularly; • The framework states that the scholarship implementation manual should make clear that no specific measure should be taken to differentiate children benefitting from scholarships in the school;

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
		• If the list of potential beneficiaries exceeds the scholarships available for a school, the scholarship committee will prioritize, based on an additional assessment. This will describe the situation of the beneficiaries with regard to a set of factors known to increase vulnerability to dropout. This list will include the following factors: disability, gender (if gender is a specific issue at the local level), ethnic minority and indigenous children, children with HIV/AIDS, and migrant children. • MoEYS also commits to complement the scholarship program with other equity and inclusion focused programs, such as non-formal education programs (accelerated learning program, primary and secondary equivalency programs).
Cambodia (Variable part) May 2018 US$6.2 million	**Issue or concern** Equity **Recommendation (report-back)** With regard to the efficiency dimension, the Committee noted that repetition rates are influenced by a variety of internal and external factors. To ensure that school-based management is effectively embedded in the target communities, the Committee requests that no more than 12 months after grant effectiveness, the LEG provide a report-back on proposed mechanisms for better engaging communities and teachers in the school improvement planning, implementation and monitoring process. The report-back should also include assurances that the indicator on repetition rates does not encourage adverse incentives such as automatic promotion and that the third-party verification mechanism is sufficient.	**Status:** Completed **Action Taken to Address the Issue in FY19** MoEYS started work on preparing a harmonized school-based management (SBM) training package and materials in mid-2018, with refinement in early 2019. Between November 2018 and August 2019, a total of 990 primary school directors are expected to have been trained on effective SBM. The SBM harmonized training package is structured to focus on four major components: 1) administration and leadership, (2) teaching and learning (pedagogy), (3) financing; and (4) human resources management. The component on administration and leadership includes guidance on establishing effective school management committees and improving relationships with the community and private sector. The learning and teaching management component hones school directors' abilities on instructional leadership and mentoring teachers. It also includes guidance on how to include and support teachers in the preparation of lesson plans, teaching methodologies, application of innovative pedagogical approaches, differentiated learning, and student learning assessment among other areas. Teachers are also invited to be part of the school development planning process annually. On a more technical level, school directors and teachers will closely monitor implementation of school development plans as part of monthly Technical Thursday meetings. The school development plans will now be developed based on nine school standards that embed World Bank's SABER 3A closed loop system model. Through enforcement of standards, school autonomy, accountability and assessment are promoted to create an enabling managerial environment that promotes better learning outcomes. A more active role of school management committees (SMC) is foreseen to enable them to make more informed decisions about school quality. Alongside training for school directors, MoEYS is also in the process of orienting SMC's on key aspects of school development planning, and their roles and responsibilities to strengthen school accountability. As schools develop their plans based on these nine standards, different members of the community (local leaders), SMC members are/will be closely involved in the development, implementation and monitoring of plans. The nine standards approach also requires schools to do an education diagnosis, establish a baseline, analyze and report on key education performance indicators that will be reviewed by

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
		the SMC members on an ongoing basis. SMC members will also be expected to review assessments and partake in decisions on pedagogy and teacher management. At this stage, the GA for the Variable Part (UNICEF) and MoEYS are confident there are no adverse incentives in place for schools to tamper with EMIS/school data on repetition. While many MoEYS personnel at the national level are aware of GPE variable targets, there is still limited understanding at the school level on results-based theory of change and financing mechanism, and more specifically the impact of repetition rates on variable part funding for MoEYS. UNICEF and MoEYS also assess that current approach to third-party verification, which includes verification of a sample of EMIS data on repetition rate, will suffice.
Cameroon (AF) April 2019 US$7.76 million	**Issue or concern** Learning **Recommendation (report-back)** Taking into consideration the systemic issue of teacher recruitment and deployment and acknowledging the high risks related to teacher availability and allocation in appropriate regions, the GPC requests the GA to provide biannual updates on the recruitment and deployment of teachers into areas targeted by the program.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** This topic has been discussion via VC and during in-country missions with the LEG, including the Government. The former ESPIG closed on June 2019 and contributed to train and "convert" former community-based teachers into the formal system. The next IDA grant will support the training and deployment of 14,000 teachers. During the last JSR (July 19), the Government committed to hire any new teachers in Cameroon.
Cameroon (AF) April 2019 US$7.76 million	**Issue or concern** Equity **Recommendation (report-back)** In order to ensure that the school construction will be sustainable and that the beneficiaries as well as the activities of the program will not suffer from the risks related to the security situation in the three regions that the accelerated funding targets, the Committee also requests the grant agent to provide biannual updates on the mitigating activities planned to address these risks.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** This recommendation has been conveyed to the LEG and the GA of the accelerated funding, which also plays the role of CA, will send these updates accordingly. It is expected that the Secretariat conducts a mission in October to monitor the progress of the program activities.
Central African Republic (AF) September 2018 US$6.32 million	**Issue or concern** Learning **Recommendation (report-back)** The Committee requests the Trustee to withhold the transfer of funds until the Secretariat has received from the Grant Agent and is satisfied with the Information on the contribution from the European Union to pre-service	**Status:** Completed **Action Taken to Address the Issue in FY19** The Secretariat has received satisfactory information from the Grant Agent regarding the contribution of the European Union to support pre-service training of primary education teacher. Funds were thereafter transferred.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	training for primary teachers, as mentioned in the restructuring request for the previous program funded by the Global Partnership for Education.	
Central African Republic (AF) September 2018 US$6.32 million	**Issue or concern** Equity **Recommendation (report-back)** The GPC requests the Trustee to withhold the transfer of funds until the Secretariat has received from the GA and is satisfied with the methodology (especially criteria) for targeting intervention zones and beneficiaries of the activities: school construction, school furniture, school canteens, in-service training, payment of subsidies to parent-teachers, and distribution of e-readers.	**Status:** Completed **Action Taken to Address the Issue in FY19** The Secretariat is satisfied with the methodology used by the Grant Agent to target intervention zones and activities' beneficiaries. Funds were thereafter transferred.
Central African Republic (AF) September 2018 US$6.32 million	**Issue or concern** Equity **Recommendation (report-back)** The Committee requests the Trustee to withhold transfer of funds until the Secretariat receives from the Grant Agent and is satisfied with the specific timelines for activities required to set up the school canteens.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Although the Secretariat had previously received satisfactory information on specific timelines for activities required to set up the school canteens, it recently appeared that it had to be reviewed. A dialogue is engaged by UNICEF with both the ministry and the World Food Program to agree on how to use in the most efficient way the school canteen budget line.
Central African Republic (AF) September 2018 US$6.32 million	**Issue or concern** Equity **Recommendation (report-back)** Requests the Trustee to withhold transfer of funds until the Secretariat has received from the GA and is satisfied with information on the status of the refurbishment of school broadcasting premises by the European Union.	**Status:** Completed **Action Taken to Address the Issue in FY19** The Secretariat has received satisfactory information from the Grant Agent regarding the planned refurbishment of schools supported by the European Union. Funds were thereafter transferred.
Central African Republic (AF) September 2018 US$6.32 million	**Issue or concern** System **Recommendation (report-back)** Requests the Grant Agent to provide a quarterly update to the Secretariat on the implementation of the fiduciary and oversight arrangements of implementation partners.	**Status:** Completed **Action Taken to Address the Issue in FY19** The Grant Agent has been providing on a quarterly basis an update on project progress and shall provide an annual report for the December 2018-November 2019 period.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
Chad May 2018 US$27.84 million	**Issue or concern** System: education financing **Recommendation (report-back)** The Committee recognized a degree of uncertainty in projecting the share of public sector education expenditures based on data from previous years. The GPC requests the government, through the LEG, to report annually on share of domestic financing that goes to education.	**Status**: Ongoing **Action Taken to Address the Issue in FY19** The LEG plans to report on the domestic financing situation on the basis of documentation presented at the JSR. The submission will be submitted by the CA once the final version of the Annual TEP implementation report is validated o/a August 15, 2019. Both the ministries are working towards better investment in education. The newly developed plan already reflects this effort. However, changes will be incremental in view of competing demands from various sectors. This is also to be noted that while the ratio is still low, actual investment in education has increased considerably which is again reflected in the education sector analysis.
Chad May 2018 US$27.84 million	**Issue or concern** Learning **Recommendation (report-back)** Given the timing of grant approval, the Committee requests the government, through the LEG, to submit an updated annual implementation schedule of the annual PREAT implementation plan based on the current timing.	**Status**: Ongoing **Action Taken to Address the Issue in FY19** The PRÉAT annual implementation plan is to be completed by August 31, 2019. It will cover Year 2 implementation (June 2019 - May 2020).
Chad May 2018 US$27.84 million	**Issue or concern** Learning **Recommendation (report-back)** The Committee requests the government, through the LEG, to report back annually on the number of schools that have been reopened as a result of the transitional plan's (The Interim Education Plan for Chad or PIET) support to rural education. The Committee further recognizes that it is important to maintain minimum support and ensure that teachers are in rural schools, through payment of subsidies.	**Status**: Ongoing **Action Taken to Address the Issue in FY19** The MoE will produce the data for the 2018 - 2019 school year by October 31, 2019. The information will be submitted by the LEG through the CA by November 15, 2019.
Chad May 2018 US$27.84 million	**Issue or concern** Learning: JSRs **Recommendation (report-back)** While recognizing progress made in the preparation and quality of annual joint sector reviews (JSRs) over the previous years, the Committee also recognized that there are opportunities to improve the timing of the	**Status**: Ongoing **Action Taken to Address the Issue in FY19** The 2019 JSR took place May 29-31, 2019, four months earlier than in 2018. The plan for 2020 is to hold the review in April 2020. The validated JSR aide-mémoire will document the proceedings and will be shared with the Secretariat by August 31, 2019. The calendar for the JSRs in 2021 and 2022 will be set on a rolling basis, but the country's vision is to hold them in the March - May period. For the TEP annual implementation report. The June 2019 GPE

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	reviews and the reporting on sector performance. The Committee requests to be kept informed on the scheduling of JSRs for the duration of the grant period and to receive confirmation that they have taken place. The Committee recommends further strengthening technical and financial reporting in the annual sector plan implementation report and include the GPE-supported program and other donor programs in the reporting going forward.	Secretariat Mission Summary Report includes specific recommendations for improving the quality and completeness of the implementation report. The final version of the 2018 report, available by August 31, 2019, will show some improvement over the 2017 report, however, it is likely that the most significant progress will be in the coming period. Specifically, the report produced in 2020 will include the financial and technical implementation information for the planned activities.
Chad May 2018 US$27.84 million	**Issue or concern** Learning **Recommendation (report-back)** The Committee commended Chad's plan to conduct a full sector analysis, and notes that an application for ESPDG will be submitted for this exercise. The Committee encourages the country to subsequently strengthen its ESP through improved data and analysis and report-back to the Committee on this.	**Status**: Ongoing **Action Taken to Address the Issue in FY19** The ESPDG application is planned for October 2019. It will include the ESA budget.
Comoros May 2018 US$2.3 million	**Issue or concern** Learning **Recommendation (report-back)** The Committee noted certain needs for improvement in the results framework and was encouraged to note that work is underway to improve the robustness of the framework. The Committee requests that the Secretariat is notified by the CA once the baseline study is completed.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The baseline study has not been completed yet owing to factors that delayed implementation of the program. External factors with direct impact for the sector and implementation of the program include a revision in the Constitution (mid 2018), presidential elections (early 2019) and Cyclone Kenneth (April 2019).
Comoros May 2018 US$2.3 million	**Issue or concern** System: education financing **Recommendation (report-back)** With regard to domestic financing, the Committee requests the coordinating agency and development partners to support the ministry in the design and implementation of a methodology for disaggregating education expenditures by sub-sector and the local education group (LEG) to report back annually via the	**Status:** Ongoing **Action Taken to Address the Issue in FY19** No JSR meeting was held during FY 19. The first JSR to review implementation of the TEP is planned in the first quarter of FY20. Data is currently being collected and processed, and will be used to report on domestic financing during the JSR meeting.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	joint sector review on the share of the recurrent budget for education allocated to primary education.	
Comoros May 2018 US$2.3 million	**Issue or concern** Equity **Recommendation (report-back)** The Committee requests the LEG to report back annually on sector activities implemented and outcomes noted in the area of inclusive education via joint sector reviews.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Activities and outcomes related to inclusive education will be documented as part of the upcoming JSR meeting.
Comoros May 2018 US$2.3 million	**Issue or concern** System: education financing **Recommendation (report-back)** The Committee strongly supports the development of a pooled fund for education by 2020 as referenced in the 2018-2020 transitional education plan to harmonize support for education and reduce transaction costs related to the management of education funds. The Committee looks forward to receiving an update on the development of this fund through the annual JSR.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Terms of reference for the development of a pooled fund have been produced by the Ministry of Education. The Ministry is awaiting feedback from members of the LEG. Discussion on setting up a pooled fund will be included in the upcoming JSR.
Comoros May 2018 US$2.3 million	**Issue or concern** Learning **Recommendation (report-back)** The Committee notes that in multilingual systems such as in Comoros, results in education improve if the mother tongue is used in the curriculum and in classrooms, especially in the early grades. The GPC therefore looks forward to receiving information from the LEG, through the CA, whether this is planned for and more details on the ambition in this regard.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Shikomori language is used in pre-school education. Discussions on introducing Shikomori in the curriculum and classrooms in higher levels of education have started, with a view to improving quality of teaching and learning. The upcoming JSR will be an opportunity to continue these discussions.
Comoros May 2018 US$2.3 million	**Issue or concern** Learning **Recommendation (report-back)** Given the importance of conducting an education sector analysis to evaluate the implementation of the current sector plan and inform the development of the next	**Status:** Ongoing **Action Taken to Address the Issue in FY19** A roadmap to conduct the sector analysis and develop the next education sector plan has been prepared and is being reviewed by members of the LEG, before activities can be launched. An ESPDG application is being prepared and will be shared with the LEG for validation.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	sector plan, the Committee is pleased that a full sector analysis is planned for 2019 and requests to be kept informed by the coordinating agency of the implementation of this activity.	
Comoros May 2018 US$2.3 million	**Issue or concern** Learning: JSRs **Recommendation (report-back)** The Committee is pleased to learn that joint sector reviews are being organized for 2018 and 2020 and a mid-term review in 2019 and requests that the Secretariat is notified by the coordinating agency when these meetings are scheduled.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Regular information is provided to the Secretariat. The convening of the first JSR meeting to review implementation of the TEP has been postponed several times. It is now scheduled for September 2019.
Congo, Democratic Republic of June 2016 US$100 million	**Issue or concern** System: education financing **Recommendation (report-back)** The plan to develop a pooled funding mechanism was welcomed.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The development of a pooled funding mechanism has not been confirmed yet. Additional funds may lead to the development of a pooled funding mechanism.
Congo, Democratic Republic of June 2016 US$100 million	**Issue or concern** Equity: bilingual instruction **Recommendation (report-back)** The LEG was encouraged to ensure that the issue of mother tongue language of instruction is appropriately considered.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** National languages for instruction are addressed with the support of the LEG. Within the framework of a ministry strategy, a pilot is ongoing (textbooks provided, teachers trained) which is supported by the Education Quality Improvement Project (EQUIP) and other partners' funded projects. The upcoming JSR will be an opportunity to assess progress and discuss the next steps.
Congo, Democratic Republic of June 2016 US$100 million	**Issue or concern** System: education financing **Recommendation (report-back)** The application shows 45 percent budget allocation to primary education, while the commitment letter references 40 percent. The GPC asked the LEG to engage in dialogue regarding the allocation to primary education, with particular attention to budget execution, and that regular updates be provided.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** A note on school fees has been produced for discussion with the concerned ministers. The LEG will pursue dialogue with the new government regarding budget allocation to primary education, including through the JSR planned in October 2019.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
Congo, Democratic Republic of June 2016 US$100 million	**Issue or concern** System: education financing **Recommendation (report-back)** The GPC noted the government's plan to abolish school fees, in particular its commitment to absorb the salaries of nonpaid teachers into the public payroll and the operating costs of schools and local administrations and to extend the suppression of direct fees to grade 6 and nationwide, in order to reduce household contributions to education expenditures (currently 73%), the GPC requested regular updates on the government's financial projections and targets reflecting how it is going to absorb the household share of education expenditures into the education budget over the next years.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Although it is an objective of the variable part and the government explicitly committed to canceling fee such as SERNIE, TENAFEP, Minerval. During the school year of 2018-2019 a ministry decision had increased direct fees compared to the previous year based. It has been recently announced that a small portion of school fees will be removed. The GA, the WB and other partners are committed to engage in an active dialogue with the new government on school fee progressive reduction and towards fee waving. This is an on-going dialogue.
Cote d'Ivoire February 2018 US$24.1 million	**Issue or concern** System: education financing **Recommendation (report-back)** Taking into consideration the important progress that remains in achieving universal primary education, the Committee requests report-backs throughout the grant period on the percentage of the budget dedicated to primary education. These report-backs may be done through the annual joint sector review reports.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The 2019 JSR took place July 3-5. The final version of the 2018 annual implementation report will be the source of information on the domestic financing. The report will be shared by the CA with the LEG members. The final version will be available by August 31, 2019.
Cote d'Ivoire February 2018 US$24.1 million	**Issue or concern** Learning **Recommendation (report-back)** The Committee noted that the costs of evaluation are relatively high but also recognized that as long as it is used to inform and influence change throughout the sector it is acceptable. The Committee requests a report-back from the grant agent at the end of the grant on the extent to which the evaluations have contributed to sector dialogue and actions.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The evaluations have not started yet.
Federal Government of Somalia	**Issue or concern** System: education financing	**Status:** Ongoing **Action Taken to Address the Issue in FY19**

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
August 2018 US$17.9 million	**Recommendation (report-back)** The Committee appreciates that the Federal Government of Somalia has committed to a growth plan to progressively increase the domestic share of resource allocation to education. The Committee requests an annual report from the Education Sector Committee (ESC) via the coordinating agency (CA) on the level of domestic financing allocated to the sector.	A JSR was conducted in Somalia (Federal) in July 2019. Domestic financing was discussed, and the government reported that the proportion of national budget allocated to education has increased to 5.01% (2019) from 0.65% (2017) and 1.92% (2018).
Federal Government of Somalia August 2018 US$17.9 million	**Issue or concern** Learning: JSRs **Recommendation (report-back)** the Committee notes that the feasibility standard of the ESSP has not been met. To aid planning, budgeting and monitoring of the sector, the Committee recommends that the joint sector review annual planning exercise be derived from the ESSP and costed operational plan, while aligned realistically to the annual budget envelope of the Ministry of Education and development partners. The Committee looks forwards to updates on progress through annual joint sector review reports.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The JSR held in July 2019 provided an overview on ESSP performance and informed progress against 40 sub-sectoral indicators identified in the ESSP. The statistics underpinning the JRES, should be seen in the light of the following challenges facing the JRES exercise (p.9 of the report): Challenges in access, limited available data, communication and coordination challenges, highly decentralized education sector provision, and unclear data disaggregation between FMS and autonomous regions to the north (Somaliland and Puntland) Furthermore, the 2019 JSR report specifically reported at the level of "completion of activities" (regardless of the problem inherent in doing so, whereby small and large activities are given the same weight) Across all activities for Year 1 of the ESP, 4% have been completed, and 28% remain partially complete; 13% more have concrete plans in place for their achievement, while 54% of the targeted activities and outcomes for 2019 have no plans in place for their achievement. During the 2019 JSR, a suggested list of tasks related to rethinking the ESSP and linked action plans was discussed. This discussion took place as the current approach appears to be unfocused and spread thin across a myriad of competing priorities, many of which may not be strongly linked to the ESSP. Given this, some of the items discussed included: removing non-feasible activities from ESSP, assigning responsibility for specific actions to specific individuals, with timelines attached; prioritizing the actions with greatest impact on national development and student wellbeing; and rethinking indicator targets to make them realistic given the resources available.
Federal Government of Somalia August 2018	**Issue or concern** System **Recommendation (report-back)**	**Status:** Ongoing **Action Taken to Address the Issue in FY19**

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
US$17.9 million	The GPC appreciates the high level of external financing to the sector, but is concerned about its fragmentation. The GPC acknowledges the ongoing work to strengthen sector coordination for improved national ownership, alignment, accountability and increased efficiency in support of ESP objectives. In this regard, the GPC also requests an annual report from the JSR through the CA on the progress made towards improved donor coordination and alignment, and on the progress made collectively toward rebuilding and strengthening the public education system.	The 2019 JRES synthesis report confirmed (p.35) the concern about fragmentation and unclear partner alignment to ESSP priorities and activities. Meanwhile, at the JRES, donors committed to and recommended (p. 38) coordination, alignment, mutual accountability and transparency: by sharing information, project documentation and data with MoECHE; by ensuring transparent procurement; with focus on improving government delivery structures (rather than bypassing); and supporting cooperation on education between federal member states and the federal government. It is assumed that work will continue towards this in the coming year.
Guinea-Bissau February 2018 US$4.7 million	**Issue or concern** System: education financing **Recommendation (report-back)** The education budget as a share of the government budget stood at 13% as of 2013. It is projected to increase to 15.3% in 2017, and ultimately projected to reach 20% by 2025. The government has shown strong commitment towards achieving this goal, and the Committee requests updates from the LEG through the annual JSR on progress made towards this objective throughout the grant implementation.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** In the absence of a JSR it appears that no data is available at this point. The LEG is committed to support the preparation of a JSR next year and reach out to the ministry and the government to increase the share of the education budget.
Guinea-Bissau February 2018 US$4.7 million	**Issue or concern** System: education financing **Recommendation (report-back)** The current share of spending earmarked for primary education within the education budget is around 49.5% (2013), reflecting a downward trend from 2006 when it was 56.7%. Although the government has committed to increasing the share of primary education to 52% by 2019, and the funding model requirement of 45% or above has been met, the Committee requests close monitoring of the trend by the LEG and to be kept informed annually through the JSR.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** No JSR has been held at this point. The LEG is committed to support the preparation of a JSR next year (2020).

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
Guinea-Bissau February 2018 US$4.7 million	**Issue or concern** Equity **Recommendation (report-back)** Given the challenges related to efficiency in Guinea Bissau, the Committee requests a report back from the LEG on the progress made towards the improvements in dropout and repetition rates annually through the JSR.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Access to data has been one of the major challenges in Guinea-Bissau. Partners are providing support in this area (e.g. UNICEF is currently supporting the government to complete annual statistics book 2018 to get data on dropout and repetition). The program has been facing slight delays. Evidence maybe available at a later stage of the program execution.
Lesotho June 2017 US$2.1 million	**Issue or concern** System: education financing **Recommendation (report-back)** Due to a funding gap in fully realizing the ESP, in particular for the closing years of 2021‑2025, the GPC recommended that Lesotho prepare a robust strategy to fully fund the ESP and report back on progress in this regard in the annual progress report.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The Secretariat has received a requirement matrix showing that the education financing has gone up. As a share of government expenditure, 19% is on education and as a share of government recurrent expenditure, more than 20% goes to education recurrent expenses. It must be noted however that the country is recently in financial crisis and increasing domestic financing to fill the funding gap for ESP is almost impossible.
Lesotho June 2017 US$2.1 million	**Issue or concern** Learning: results framework indicators **Recommendation (report-back)** The ESP intermediate results do not have annual targets, which will make it difficult to measure progress towards the achievement of final targets. Lesotho was therefore requested to set annual targets for the intermediate indicators in the ESP results framework and report back on these targets in the annual progress report.	**Status:** Completed **Action Taken to Address the Issue in FY19** The recent JSR which was carried out in June 2018, became a good forum to reflect on the ESP implementation and progress towards the targets. It became evident that the country has made strides in addressing access to education but the issue of access to quality education still remains a challenge. During the ESP implementation, new policies and reforms were implemented to address some of the challenges within the sector but that has not translated into improved learning outcomes. It also became very difficult to report on long term targets; therefore, the recommendation was to have medium term plan (5 years). Furthermore, the current ESP also lacks a robust M&E Framework with yearly targets. These lessons learned will be taken into consideration in the next iteration of the ESP which will have annual targets.
Lesotho June 2017 US$2.1 million	**Issue or concern** Donor coordination **Recommendation (report-back)** Given the importance of overall sector monitoring and coordination, there is concern about the lack of JSRs in recent years. The GPC strongly recommended that the Ministry resume conducting reviews annually, in	**Status:** Completed **Action Taken to Address the Issue in FY19** Lesotho held its first JSR in 7 years in June 2018. Since the country is in the process of developing the revised ESP which is scheduled to be finalized by November 2019, the next JSR will be in 2020. However, Lesotho will continue to have LEG quarterly meetings to report on the ESP implementation as most of the issues in the current ESP are still relevant.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	collaboration with the LEG, and requested updates in the annual progress report.	
Liberia September 2017 US$11.9 million	**Issue or concern** Equity **Recommendation (report-back)** The GPC looked forward to receiving a report-back on the selection of targeted counties, based on clearly defined educational and other criteria related to children's health and well-being. The GPC also underlined the importance of involving teachers and their representative organizations, and other stakeholders, in the process.	**Status:** Completed **Action Taken to Address the Issue in FY19** A paper was presented to GPC in May 2018. The condition has been fulfilled.
Liberia September 2017 US$11.9 million	**Issue or concern** System strengthening **Recommendation (report-back)** The GPC looked forward to reading about progress on the implementation of the ESP and its assessment in the JSR in the annual progress report.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Liberia held its 2017 JSR in Nov 2018, which the Secretariat participate in. It was the first sector review of the Getting to Best Education Sector Plan (G2B-ESP) 2017-2021 and covered all sub-sectors from pre-primary, primary, secondary, technical and vocational education (TVET), higher education, and non-formal education and adult literacy. Outputs of the JESR include an annual performance report, and a JESR summary report, a draft operational plan for 2019. The Secretariat has also received and reviewed two progress reports for the GPE ESPIG.
Liberia September 2017 US$11.9 million	**Issue or concern** Equity: Access **Recommendation (report-back)** The GPC looked forward to reading in the annual progress report about progress in the area of overage enrolment, and specifically in schools targeted by the program, as well as about the evolution of the actual school fees in the schools supported by the project, and progress towards fee-free pre-primary education.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** MOE and the World Bank have completed a draft Policy Note on Overage Enrollment in advance of the mid-term review of the G2B-ESP scheduled for later this year. The draft is now with MOE and LEG members for technical review and feedback. This includes data analysis from the 2016/17 census and a review of current accelerated education programs. There is no progress in terms of overage enrollment or Early Childhood Education (ECE) fee reduction in the targeted schools as the ECE school grant program is planned to begin in Year 2 (2019/2020). Currently, Government of Liberia (GOL) pre-primary fee policy remains the unchanged. The reduction or removal of ECE fees remains an activity in the G2B-ESP. Data collection for Year 2 will begin in September. MOE has proposed using a proportion of the additional MCA to fund accelerated learning for 5,000 overage ECE students in the worst-affected districts.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
Liberia September 2017 US$11.9 million	**Issue or concern** System strengthening **Recommendation (report-back)** In the context of the importance of alignment with and strengthening of national systems, the Committee is eager to learn about the progress on capacity building and measures taken to ensure fiscal sustainability of interventions during ESP implementation in general and specifically of the program.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** MOE adjusted the design of components 2.1, 2.2 and 3.2 to increase sustainability and skills transfer; teacher and principal training is now delivered by Rural Teacher Training Institutes (RTTIs) supported by NGO capacity building service providers. MOE also combined three data collection activities into the School Quality Assessment (SQA) but was not able to conduct the census before the end of the school year. Despite the highly challenging fiscal situation, GOL has managed to sustain the teacher payroll but has reduced resources for investment and development activities aside from the payment of West African Examinations Council (WAEC) secondary examination fees. Project Delivery Team (PDT) consultants are tasked to work closely with counterparts.
Madagascar February 2018 US$46.8 million	**Issue or concern** System: education financing **Recommendation (report-back)** The Committee requests that the government give high priority to its planned efforts to increase the budget for primary education, and that the local education group (LEG) through the coordinating agency (CA) report on this annually through the joint sector review.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Extensive discussions have been held on this issue between the Secretariat, the CA, the GA and the Government. During the last Secretariat mission in Madagascar, the Secretariat organized sessions to discuss the progress of the domestic financing. The report of the JSR that took place in 2019 will therefore include progress on the domestic financing.
Madagascar February 2018 US$46.8 million	**Issue or concern** Equity **Recommendation (report-back)** The Committee commented that the target of 15 percent of disabled children included in the school system is very low. The Committee requests the country report back at JSRs on results achieved through actions implemented in this area, and to see if a higher level of ambition on that matter could be further fostered.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The first JSR since 2014 took place on July 2019. The report will therefore include progress on the ESP policy towards the disabled children in Madagascar
Nepal May 2015 US$59.3 million	**Issue or concern** System: education financing **Recommendation (report-back)** The GPC noted with concern the decrease in budget allocation to the education sector, specifically the implications for the proposed efficiency and equity	**Status:** Ongoing **Action Taken to Address the Issue in FY19** While the economic situation of Nepal over the past years has proven better than anticipated in the financial scenario for the School Sector Development Plan (SSDP) costed plan, the education budget has increased in absolute term although not as a percentage of the national budget. The budget percentage allocated to the sector inclusive of debt service remained at

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	measures. The success of these measures, which are linked to two indicators for the variable tranche, hinges on the availability of sufficient resources to absorb the additional students continuing their education. The Committee requested updates on the progress of the ESP, which the Ministry aimed to complete in 2016, and particularly on domestic financing for education over the medium term (committed and actual expenditure).	12.4% in 2018/19, lower than the 13.7% envisaged and the current 15.1% included in the ESPIG requirement matrix (which excludes debt service). It should be noted that in the context of federalism (decentralization) which came into effect recently, there has been a huge need for the state to allocate budget to support its success. In addition, because of the transition, it has not yet been possible to obtain figures on local governments' budget supporting public schools. Recurrent share of education budget as part of the national recurrent budget stands at 15.9% (this is based on allocated budget and not actual expenditure). Expenditure data from Local Governments (on conditional grant) for FY 2018-19 are still being collected and not available yet. Also compared to FY 2018-19, education budget in FY 2019-20 has increased by around 21.7% compared to the increase in total national budget which is around 16.6%. The Mid-Term Review (MTR) 2019 report provides a detailed analysis of the budget, including how the new provincial and local governments are allocating budget to education. This is a part of the SSDP key performance indicators, and the LEG will continue to monitor the situation, including discussions with the Ministry of Finance as has been traditionally been done every year. However, it is relevant to mention that the figure reported in the MTR are not the same as those reported in the ESPIG requirement matrix as the requirement matrix included budget for school reconstruction in the earthquake affected districts (allocated through the National Reconstruction Authority and not through the Ministry of Education) which is not the case for the figure reported in the MTR.
Rwanda May 2015 US$25.2 million	**Issue or concern** System: education financing **Recommendation (report-back)** The GPC requested a report-back on domestic financing for education (committed and actual expenditure), specifically the amount of domestic financing for education over the medium term (previous three years and projected three years) exclusive of aligned development assistance.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** There were two missions held in FY2019, both focusing particularly on education financing. Discussions were held both with the Ministry of Education and the Ministry of Finance. Besides, the Secretariat has been involved in continued dialogue with the Government and the development partners on the issue of low education financing in Rwanda. The issue has been raised also at the Joint Review of Education Sector (JRES) in November 2018 and June 2019. Meanwhile, the country submitted its ESPIG application in November 2018 without improvement in the downward trend in education financing. The CEO of the Secretariat advised that the country work on better investment in education for the grant application to have a better chance of success with the GPE Board. This, along with recently reported low human capital index for Rwanda stirred the political circles in Rwanda. The new budget reportedly would have better trends based on which the country plans to resubmit the ESPIG. Whether the trends have improved is still to be confirmed. Meanwhile the discussion is on both with the Government and the partners.
Sierra Leone August 2018 US$17.2 million	**Issue or concern** System: education financing	**Status:** Ongoing **Action Taken to Address the Issue in FY19**

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	Recommendation (report-back) The Committee requests the grant agent to report back to the Committee in its annual reports on the primary education budget as well as the actual primary education expenditure as a share of the total education budget and expenditure (recurrent and capital).	LEG is being supported by key Education Donor Partners to monitor budget and budget expenditure. A Public Expenditure Review for the Education Sector in 2019 – 2020 is to be carried out by UNICEF. An Education Sector Diagnostic Analysis will be conducted in 2019 -2020 as part of the ESPIG.
Sierra Leone August 2018 US$17.2 million	**Issue or concern** Equity **Recommendation (report-back)** The Committee requests the grant agent to report back in its annual reports on the number of pre-primary classrooms constructed in the targeted six local councils (Kenema District; Bombali District; Kambia District; Port Loko District; Moyamba District; Pujehun District).	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The Ministry of Basic and Senior Secondary Education (MBSSE) collects data on the construction of preprimary classrooms. Latest available data (2017/2018) shows significant investment in preprimary classrooms in the six local councils, reducing the number of classrooms needed to reach the target for the six districts from 216 (2016, reflected in GPE ESPIG program document) to 73 (2018). ESPIG supported construction is planned to begin in October 2019.
Sierra Leone August 2018 US$17.2 million	**Issue or concern** Learning **Recommendation (report-back)** The Committee requests the grant agent to revisit targets of the two outcome indicators related to Primary 2 (P2) competency to a formulation that focuses on progress rather than the percentage of children who will still not have reached basic learning outcomes, and report-back on this in a revised program document to the Secretariat.	**Status:** Completed **Action Taken to Address the Issue in FY19** The outcome indicators and the targets were revised to focus on progress, as follows: • % increase in children (boys/girls) at the end of Grade 2 who can answer a reading comprehension question [Definition - Respond to literal and inferential questions about the text] • % increase in children (boys/girls) at the end of Grade 2 who can answer a complex calculation question [Solve simple Level 1 and more challenging Level 2 addition and subtraction problems]
Somalia (Puntland) August 2017 US$5.6 million	**Issue or concern** System: education financing **Recommendation (report-back)** The GPC looked forward to reading in the annual progress report about progress on the government's ambition to increase the share of education in the budget by one percent every year, as well as progress on the implementation of specific financing commitments, such as the payment of teacher salaries, EMIS and national examinations.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** In the ESPIG application, the government promised to raise the share of education in the national budget by one percent each year. During Puntland's 4th JSR held in January 2018, the vice-president and the finance minister confirmed that the share of education in the budget has now been increased from seven to eight percent in the 2018 budget. It was promised that a delayed pledge from the Puntland government for the GPE replenishment would include figures to confirm this increase. However, the government failed to produce figures on the actual implementation of the budget, and the Secretariat was informed that the government

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
		hadn't been able to follow up on its commitment to increase its contribution to the payment of teacher salaries in 2018. Puntland's application for an additional MCA in August 2019 included an update on domestic financing. The budgeted education expenditure as a percentage of public expenditure has risen from 5.7% in 2016, to 7.0% in 2017, 7.5% in 2018 and then froze at 7.5% in 2019 (due to the impact of drought). The target values for the subsequent years are indeed 8.0%, 9.0% and 10.0% for 2020, 2021 and 2022 respectively. A review of the actual education expenditure for the same period shows increase from 2.8% in 2016, 3.8% in 2017, to 5.6% in 2018. (Actual expenditure data for 2019 is not yet available.) The Secretariat will closely monitor whether this positive trend in actual expenditure continues. Regarding progress on the implementation of specific financing commitments, such as the payment of teacher salaries, EMIS and national examinations, the program document for Puntland's additional MCA, dated 22 August 2019, states (p. 55-56) that the government will reduce the total budget spent on recurrent costs such as EMIS and examinations, and as part of the GPE program, conduct a feasibility study looking at various ways of reducing the budget spent on the examination, plus undertake in-house exercises to assess how to reduce costs of EMIS. The annual supervision and regional based EMIS technical officers recruited under this program will be included into the government payroll. The government plans to utilize the anticipated increase in the yearly education budget towards fulfilling its commitments to payment of recurrent teacher salaries and bridging the gap in the costs of the recurrent activities to ensure sustainable domestic financing of core education sector management functions (EMIS, examination, supervision).
Somaliland May 2018 US$7.68 million	**Issue or concern** System **Recommendation (report-back)** In the context of the GPE principles of developing country capacity and promoting use of country systems, the Committee is pleased to see the positive engagement of the government in the development of the grant proposal and looks forward to receiving evidence of government ownership of the implementation of the grant in the GA's regular progress reports for the grant duration.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The first progress report for July 18- Jun 19 submitted by the country, showing active involvement of the government in project implementation.
Somaliland May 2018 US$7.68 million	**Issue or concern** System: education financing **Recommendation (report-back)**	**Status:** Ongoing **Action Taken to Address the Issue in FY19**

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
	The GPC commends the government for more than doubling funding for the education sector between 2012 and 2017 and more so for now instituting a growth path of the share of education in the national budget towards 13% by 2020. The GPC requests to be kept informed of progress in this area via the JSR reports for the duration of the grant and encourages the government to move further in the direction of a higher share for education in the national budget to address important needs in the sector with regards to access and quality.	Somaliland produced a JRES report Sept 2018 containing review of 2017. As per the JRES report, "The Government has committed an increasing share of budget to the education sector each year from 7% to 13 % by 2021. As a result of this growing financial capacity, the MOES have been increasing support for the National Examinations from their own resources. In 2017, the amount supported by MOES was 67% with the balance provided by development partners." The next JRES (to review 2018) is tentatively scheduled for August 2019.
South Sudan November 2018 US$35.7 million	**Issue or concern** System: education financing **Recommendation (report-back)** The GPC appreciated the government's decision to increase allocation to education in the national budget from 4% in 2017 to 10% in current fiscal year and deemed the financing trajectory sufficient to meet the domestic financing requirement of an upward trend towards 20%, considering the fragile context. However, the GPC requests the coordinating agency on behalf of the LEG and via the JSR reports to report annually on the education budget and expenditure.	**Status:** Completed **Action Taken to Address the Issue in FY19** Education financing was discussed at the February 2019 JSR. State education ministers asked about the use of additional allocation to education in the national budget. They were especially concerned about how the additional resources would be shared among the states. There is a resource sharing formula, which was not considered when the federal ministry first announced the additional allocation. The federal ministry committed to work with the state ministries in firming up the state share of the new increased allocation.
South Sudan November 2018 US$35.7 million	**Issue or concern** System **Recommendation (report-back)** The Committee observed that not all indicators in the results framework are disaggregated by gender and disability, the two key elements of inequity in South Sudan. The Committee requests the grant agent to include this disaggregation in its regular progress reports in order to track progress in this area, as well as to clarify the total number of out-of-school children reached exclusively by GPE-financed project activities.	**Status:** Completed **Action Taken to Address the Issue in FY19** The GA is revising the results framework, and will submit the revised RF as part of the report back on disaggregated targets for school construction. The total number of out of school children to be reached by project activities has been clarified. The number is 300,000. This number includes children benefitting from new/rehabilitated classrooms, received textbooks, and taught by GPE project trained teachers.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
Tanzania (Zanzibar) December 2017 US$5.8 million	**Issue or concern** System: education financing **Recommendation (report-back)** The GPC recognized that the high sector performance in relation to primary completion mitigated the risks associated with primary budget allocations below 45 percent. Given this, the Committee requested that the annual implementation reports of 2018 and onward include data on the subsector share of domestic financing and expenditure on pre-primary and primary education, access to pre-primary education and primary education completion. Additionally, the committee encouraged clearer demarcation of the pre-primary and primary subsectors in the future.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** Zanzibar followed up the recommendation to obtain a better picture of education financing in the sector. KPMG was contracted by SIDA to develop a very useful Education Sector Financing paper. The report highlights the enormity of the challenge faced through implementing Decentralization by Devolution. The challenges with systemic weaknesses of the Medium Term Expenditure Framework particularly in the outer two years but also in preparation are well stressed by the report. The report highlights how the lack of a sector-wide view and strategic sector-wide financial planning and reporting must be addressed for the system to function more effectively. In terms of demarcation between primary and pre-primary, there remains work to be done. The last mission report from the Secretariat stresses: "The share of the RGZ education budget allocated to primary education appears to be declining: 36% was allocated to preprimary and Primary in 2017/18 (KPMG report). Two different allocation modalities for indirect expenditures bring the share up to 43% or 46%. It would be useful to have an educator examine the items covered under indirect expenditures and make a reasonable assessment of where these expenditures occur: preprimary, primary, secondary or tertiary; and then recalculate the share going to each subsector. Allocating other and indirect costs by budget or by enrolment does not capture allocation by function so a further review will help."
Tanzania (Zanzibar) December 2017 US$5.8 million	**Issue or concern** Learning: JSRs **Recommendation (report-back)** The committee requested evidence of Zanzibar’ s first annual JSR to be presented at the April 2018 meeting.	**Status:** Completed **Action Taken to Address the Issue in FY19** AJESR report was held in 2018 and 2019, reports are available.
The Gambia February 2018 US$5.3 million	**Issue or concern** System: education financing **Recommendation (report-back)** The Committee appreciates that The Gambia has committed to a growth plan to increase the domestic share of resources allocated to education progressively towards 20 percent. The Committee requests an annual report back from the coordinating agency/local education group through the joint sector review on the level of domestic financing allocated to the sector.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The 2019 Joint Donor Review did not include review of the ESP implementation and the domestic education sector financing, therefore the requested information cannot be obtained through the 2019 JDR report. The Coordinating Agency (UNICEF) is supporting MoBSE to collect up-to-date information on the level of domestic financing.

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
The Gambia February 2018 US$5.3 million	**Issue or concern** System: System strengthening/Capacity building **Recommendation (report-back)** In support of ensuring sustainability and progress towards alignment, the Committee requests annual report backs from the LEG/CA through the JSR on the capacity building measures by the project coordination unit in support of the government.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** The institutional strengthening and capacity building allocation on the ESSP is very modest, but the Ministry is priority its capacity building needs to make commitments within the allocated budget. The sector is reviewing and strengthening the accounting system to cater for gaps that have been identified by the financial specialist of the bank, strengthen EMIS, support Gambia College reform process, IT personnel and among other project operational management areas to improve efficiency of project management delivery and educational service delivery especially regarding the use of data to make informed policy decisions at the right time and efficiency in the allocation of domestic and donor resources.
The Gambia February 2018 US$5.3 million	**Issue or concern** Equity: Access **Recommendation (report-back)** The Committee notes with concern the large number of out-of-school children, and it requests an annual report back from the LEG through the JSR on the out-of-school program's progress and reach.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** As part of the implementation of the education sector policy 2016 – 2030, there are key targeted initiatives that are aimed at reducing the incidence of out of schools (OOS): a) The eight districts in Region 5 with the lowest Gross Enrolment Ratio (GER) are specifically provided with some form of incentive and conditional cash transfer to attract and retain students in these 8 districts. b) A country wide Majalis, survey initiated and also supported by the ESSP is being concluded to provide information that support the decision making in providing some form of intervention to target the provision of the out of school around Majalis. c) The Second Chance education that is being implemented in areas with high drop out and out of schools. The Second chance education initiative will give out of schools particularly those that dropped out by given them the opportunity in a flexible manner. These amongst other conventional interventions undertaken in the past education policy would be continued to accelerate the reduction of the number of OOS. d) Free and compulsory basic education. e) Free School Meals (School Feeding Programs) f) Provision of Sanitary Pads for Girls: Project proposal design for inclusive education to bring on board out of school children, those never been, physically challenged/disabled children, severely special needs children, apprenticeship program, basic IT and non-formal skills training as part of the curriculum, and training of the local community of basic literacy skills, English and mathematics. g) Expand access through construction of additional new classrooms to catchment areas/highly remote areas.
Zimbabwe December 2016	**Issue or concern**	**Status:** Ongoing

Country	Issues or Concern and Recommendations	Fiscal Year 2019 Update
US$20.6 million	System: education financing **Recommendation (report-back)** The GPC expressed concern over the high amounts from household income being dedicated to education. It hoped to see this addressed in the ESP.	**Action Taken to Address the Issue in FY19** The reforms of the Education Act, which enshrine the rights of students to "state funded education" and the School Financing Policy are key goals of the ESSP. The aim was to have the documents validated by January 2019, but the process has been delayed (see below).
Zimbabwe (Variable & Multiplier) August 2018 US$18.82 million	**Issue or concern** Equity **Recommendation (report-back)** In the next annual progress report from the grant agent, expected by March 2019, the Committee requests information on the development and implementation of the key equity focused policies under the ESSP (inclusive education, early learning, etc.), supported with GPE 2 financing.	**Status:** Ongoing **Action Taken to Address the Issue in FY19** While the government spending on education represents an important share of overall government expenditures, parents continue to contribute approximately 96 percent of the non-salary costs to education, with resultant issues in terms of equity. The work on policy development continued and made some strides: there is a draft of most policies that were to be developed under the ESSP (e.g., Non-formal education, ICT, School Health, Early Learning and Inclusive Education) and both the Early Learning and Inclusive Education policies are currently being enhanced with a costed implementation plan and technical assistance. The volatile situation of the economy has made it difficult to move forward on the School Financing policy, and in particular with its proposed recommendation regarding the short-term goal to have no-cost schools for the poorest by 2020. The uncertainties of the current financial crisis, coupled with the need to respond to Cyclone Idai, have added to the delays in moving this and other policies forward, however, it is hoped that validation can occur by end of 2019.



Office Location:
1850 K Street N.W.
Suite 625
Washington D.C., 20006
USA

Mailing Address:
Global Partnership for Education
MSN IS6-600
1818 H Street N.W.
Washington D.C., 20433
USA

www.globalpartnership.org