GPE 2020 Country-level Prospective Evaluations

FIRST ANNUAL REPORT: DEMOCRATIC REPUBLIC OF CONGO (APRIL 2019)

Prepared by Muriel Visser and Christine Fenning

Data collection and analysis supported by Claudia Lo Forte and Arlette Nyembo









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Abbreviations and Acronyms

AFD	French Development Agency (Agence Française de Développement)
ALNAP	Active Learning Network for Accountability and Performance
ANAPECO	National Parents and Teacher Association
AUF	Agence Universitaire de la Francophonie
CA	Coordinating Agency
CATED	Technical Support Unit for the Education Sector (Cellule d'Appui Technique à l'Education), has been transformed into SPACE (see below)
CEQ	Country evaluation questions
CIEAS	Learning Assessment Independent Unit
CLPG	Country-level Process Guide
COGES	Management Committee (Comité de gestion)
COMCON	Coordination Committee (Comité de Concertation)
CONEPT	National Education for All Coalition (Coalition Nationale de l'Education Pour Tous)
COPRO	Provincial coordination for confessional networks (Coordination provinciale)
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
CTB	Belgian Technical Cooperation (Coopération Technique Belge)
DCP	Developing Country Partner
DFID	Department for International Development
DLI	Disbursement Linked Indicator
DP	Development Partner
DRC	Democratic Republic of Congo
ECD	Early Childhood Development
ECE	Early Childhood Education
EGRA	Early Grade Reading Assessment

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EGMA	Early Grade Mathematics Assessment
EMIS	Education Management Information System
ENF	Non-Formal Education (Éducation Non-Formel)
EPDG	Education Sector Program Development Grant
EPSP	Enseignement primaire, secondaire et professionnel
EQ	Evaluation Question
EQUIP	Education Quality Improvement Programme (see PAQUE below)
ESIP	Education Sector Implementation Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Programme Implementation Grant
FBO	Faith-Based Organization
FENECO	Teachers' Union
FGD	Focus Group Discussion
GARC	Grant Applications Review Committee
GEQ	Global Evaluation Questions
GRA	Global and regional activities
GoDRC	Government of the Democratic Republic of Congo
GTE	Thematic Group on Education (Groupe Thématique Education)
HDI	Human Development Index
HDSSP	Human Development Systems Strengthening Project
IIEP	International Institute for Education Planning
IRC	International Red Cross
ISCED	International Standard Classification of Education
ITRP	Independent Technical Review Panel
JSR	Joint Sector Review
LEG	Local Education Group
M&E	Monitoring and Evaluation

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MASAHSN	Ministry of Social Affairs, Human Rights and National Solidarity (Ministère des Affaires Sociales, Action Humanitaire et Solidarité Nationale)
MEPS-INC	Ministry of Primary and Secondary Education and Initiation of new Citizenship (Ministère de l'Éducation primaire et secondaire et de l'initiation à la nouvelle citoyenneté)
MESU	Ministry of Higher Education (Ministère de l'Enseignement Supérieur)
METP	Ministry of Technical and Professional Education (Ministère de l'Enseignement Technique et Professionnel)
MINERVAL	School promotion fees (Frais de promotion scolaire)
MONUC	United Nations Organization Mission in the Democratic Republic of Congo
n.d.	no date
NESP	National Education Sector Plan
ODA	Official development assistance
OIF	Organisation Internationale de la Francophonie
OOSC	Out-Of-School Children
PAD	Project Appraisal Document
PAQUE	See EQUIP above. Projet d'Amélioration de la Qualité de l'Education
PASEC	Programme for Analysis of Education Systems
PBF	Performance-Based Financing
PCT	Project Coordinating Team
PDG	Program Development Grant
PEQPESU	Secondary and University Educational Quality and Relevance Project (Projet d'Education pour la Qualité et la Pertinence des Enseignements aux niveaux Secondaire et Universitaire).
PIE	Interim Education Plan (Plan intérimaire pour l'éducation 2013-2015)
PIU	Project Implementation Unit
PRGSP	Poverty Reduction and Growth Strategy Paper
PROSEB	Project in support of Basic Education (Projet de Soutien à l'Education de Base)
PROVED	Educational Province (Province éducationnelle)
PSPE	Primary, Secondary and Professional Education
QAR	Quality Assurance Review

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RESEN	Status report on the national education system (Rapport d'État du Système Éducatif National)
SDG	Sustainable Development Goals
SECOPE	Service of teacher management and teacher payroll (Service de contrôle et de la paie des enseignants)
SERNAFOR	Service National de Formation
SERNIE	National service for the identification of students (Service national d'identification de l'élève
Sous-PROVED	Educational sub-province (sous-province éducationnelle)
SPACE	Local Education Group (Secrétariat Permanent d'Appui et de Coordination du secteur de l'Education)
SSEF	Sector Strategic Plan (Stratégie Sectorielle pour l'Education et la Formation)
SYECO	Teachers Union
TENAFEP	National exam for primary studies (test national de fin d'études primaires)
ToC	Theory of Change
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute of Statistics
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency of International Development
VVOB	Education for Development (Dutch NGO)
WB	World Bank
WGI	Worldwide Governance Indicators

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Terminology

Basic education	Pre-primary (i.e. education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behaviour change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of *motivation* (political will, social norms, habitual processes), *opportunity* (factors outside of individuals e.g. resources, enabling environment) and capabilities (knowledge, skills).[1]
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run.[2] Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curriculums, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system.[3]
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims.[4]
Financial additionality	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g. in terms of predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
Gender equality	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs.[5]
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education.[6]

1 Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

2 Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

3 World Bank. 2003. World Development Report 2004: Making Services Work for Poor People. Washington, DC: World Bank; New York: Oxford University Press.

4 Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p.3. Available at:file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2010-04-GPE-Equity-and-Inclusion-Guide.pdf

5 GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf

6 GPE 2010, p.3.

Executive Summary

A) Overview

1. This is the first of two annual reports to be submitted during the three-year prospective evaluation (PE) of the Global Partnership for Education (GPE) in the Democratic Republic of Congo (DRC) – one of eight country PEs, to be complemented by 22 summative country evaluations that will be carried out between 2018 and 2020. It follows a baseline report on DRC (the complete draft of which was prepared prior to the field visit in May 2018 with the final version submitted on 26 June 2018) and reproduces some of the material that was included in that report. It incorporates the findings of the first PE mission to the country, which took place from 13 to 23 May 2018, and offers tentative conclusions based on the data collection, monitoring and assessment of the GPE support to the DRC at this early stage of implementation.

B) Purpose and Objectives

2. The purpose of the prospective evaluation is to assess whether the GPE's inputs and influence are orienting education sector planning, dialogue and monitoring, implementation and financing towards the intermediary outcomes outlined in its theory of change (ToC). They are forward-looking, and explore what happens, while it happens. They closely observe initial decisions, document the perspectives of decision-makers and focus on the activities and involvement of key stakeholders early in the period under review in order to understand whether progress is being made and whether GPE is making a contribution.

3. The objective of the prospective evaluations is to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level, as well as the validity of GPE's ToC in light of its strategic plan, GPE 2020. They seek to establish if and how GPE inputs and activities contribute to outcomes and potential impact at country level. They are designed to assess GPE's progress on its goals and objectives.

C) Intended Audience

4. The primary intended users of the country-level evaluations are members of the GPE. Secondary users are the GPE Secretariat – in particular, but not limited to, senior management and members of the Country Support Team – as well as developing country partner governments and members of local education groups (LEGs) in the sampled countries. Tertiary intended users include the wider education community at global and country levels.

D) Methodology

5. The methodology for the prospective evaluations is a theory-based Contribution Analysis (CA) approach, and the guiding framework is provided in an Evaluation Matrix (EM) and a country-level ToC, modeled on GPE's existing overall ToC. It envisages a seven-stage process. The first four stages focus on establishing a solid baseline for each country and the subsequent three stages constitute iterative annual country-level reporting.

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6. Data have been collected through desk review of available documentation and datasets, supplemented by interviews conducted with key informants during the first country mission.

E) GPE Engagement

7. DRC joined the Global Partnership for Education (GPE) in July 2012 and has since received two grants of USD 100 million each in support of its sector plans, and two smaller grants for studies and sector plan preparation, as well as two Civil Society Education Fund (CSEF) allocations to the National Coalition for Education for All in DRC (CONEPT – RDC), with another one being determined for 2018.

8. GPE also provides a wide range of non-financial inputs, primarily through the work of the Secretariat, the Grant Agent, the Coordinating Agency, and from the GPE's global-level engagement (e.g. technical assistance, advocacy, knowledge exchange, quality standards and funding requirements).

F) Key Findings

9. **Planning**. The education sector planning process for the Sector Strategic Plan (Stratégie Séctorielle pour l'éducation et la formation (SSEF)) (2016-2025) was found to be participatory and inclusive. The SSEF is a comprehensive document that covers all levels of the education system and includes indicators and a detailed budget. It encompasses four government ministries which are jointly responsible for the education sector, education donors, and representatives of civil society and the private sector. GPE technical and financial inputs were important at the SSEF planning stage. The SSEF seeks to respond to the full range of issues raised by a detailed sector analysis. It is, however, relatively silent on gender issues. Furthermore, in terms of actions moving forward the SSEF provides little sense of prioritization across the many areas that it identifies as needing attention. Technical support and coordination to SSEF is provided by the Permanent Secretariat of Support and Coordination to the Education Sector (Secrétariat Permanent d'Appui et de Coordination du Secteur de l'Éducation = SPACE) which took over the role of the former Technical Support Unit for the Education Sector (Cellule d'Appui Technique a l'Education = CATED) and has a cross-ministerial coordination function. Annual operational plans and budgets – which will have a key role in defining priorities, responsibilities, targets and annual expenditure – remain to be drafted and the processes to make this happen have not yet taken place.

10. **Sector dialogue and monitoring**. Sector dialogue structures have been revised and formalized through a recent ministerial decree dated 13 October 2017.[7] The revised structures reflect the recognition that SPACE has a cross-ministerial function and the need to establish provincial technical committees. The decree formalizes the involvement of all partners in the sector dialogue (including civil society) but there is as yet little evidence that it has resulted in improved dialogue in practice. The Joint Sector Reviews are a key element of the sector dialogue but have been of limited value due to the lack of progress data. Other key aspects of the sector dialogue are the existence of the Thematic Education Group (the equivalent of a Local Education Group), Joint Sectoral Committees, and the Education Donor Group. Overall, at the time of the first annual mission it appears that the quality of sector dialogue and accountability has regressed since the Interim Education Plan (Plan Intérimaire pour l'éducation = PIE) period (2013-2015) and the approval of the SSEF. Most of the sector dialogue structures are functioning infrequently, and others are

[7] Arrête Interministériel No. MINEPSP/CABMIN/1599/2017, MINESCU/CABMIN 0105/2017, MINFPMA/CABMIN?028/2017, MAS/CABMIN/194/2017 du 13/10/2017 portant création, organisation et fonctionnement du cadre de dialogue et de concertation entre partenaires de l'éducation en République Démocratique du Congo dénommé « Cadre Partenarial du Secteur de l'Education », en sigle CPSE.

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not yet operational. Stakeholder interviews reveal a concern that decisions on sector plan implementation and on the use of the GPE funds lack clarity. Across stakeholder groups there is also a concern about a lack of information sharing. The GPE Secretariat is reported to lack visibility and presence in the sector dialogue, in particular compared to the planning period. There are concerns expressed by stakeholders about the lack of engagement of the Grant Agent, and various views that the Coordinating Agent needs to play a stronger role. SPACE is recognized as being an important mechanism but faces challenges in playing its technical coordination role, although much appreciation was expressed for the efforts made by its small nucleus of staff.

11. **Financing**. In DRC, parents pay directly for the majority of education costs through fees which are levied at different levels by educational authorities to 'compensate' for the loss of income following the official abolition of primary education fees in 2010. Government funding to education has increased steadily both nominally and as a share of total expenditure since 2011.[8] However, DRC still spends less on education than comparable countries in the region. Budget and expenditure analysis shows that the vast majority of the budget is allocated to personnel costs. Budget execution for the recurrent budget is high at 94.3 percent (2014); it is much lower for the investment budget at 27.9 percent. The DRC spends 42 percent of its government education budget on pre-primary and primary education, followed by 32 percent on secondary education, and 26 percent on higher education, suggesting a relative lack of prioritization for primary education. ODA covers 50 percent of the funding gap for the SSEF. Of the external funding committed to the SSEF, GPE funding represents 17.8 percent. Only partial data of donors' support to the education sector are available. In the sector, just over one quarter of the external funding comes from the World Bank, followed by GPE, USAID, UNICEF, DFID, Belgium and the French Development Cooperation (AFD).[9]

12. **Implementation.** Sector plan implementation (SSEF) at the time of this annual report is not yet effective, but preparatory activities for the SSEF have been initiated although these are behind schedule. Progress in terms of education indicators is therefore only in evidence from the preceding PIE period, during which the previous GPE grant – PROSEB – was effective. This period has seen some important achievements including an increase in enrollments and a reduction in repetition and drop-out rates. An important direct area of support by GPE during this period was the distribution of primary level text books. Equity remains a considerable challenge, with girls, and pupils from poorer families and rural areas being significantly disadvantaged. Achievements of the PIE were more modest in terms of girls' performance, which continues to lag behind that of boys for most indicators. Only modest progress was made in early childhood education. Areas of educational management (teacher training and salaries) and governance underperformed during the PIE and much remains to be achieved. Particularly concerning is the continued high cost of education for parents in spite of the policy of free primary education.

13. **Progress towards a stronger education system**. Progress was made under the PIE in terms of construction of educational infrastructure at primary level, but decision making on school construction shows inefficiencies. Progress was also made in developing a policy for in-service teacher training. Similar progress remains to be made for pre-service training. Programmes for primary education were produced during the PIE period. A school book policy is in place but selection of books is a current concern. Timely production of education data continues to be a challenge. Data is not comprehensive and production of reports relies on external financing. There is no nationwide learning assessment system in place. There

[8] Government funding for education (as a percentage of the overall budget) stood at 14.8 percent in 2016.

[9] As noted in the external review of the SSEF (Robert & Konaté, 2015) complete data on donor funding to the education sector in the DRC is not available (p.19). This report makes the remark that the absence of information by donors is not in line with the commitments made by donors in the Paris agreement and that it is the role of the Coordinating Agent to aggregate this information.

are considerable challenges of accountability and management in education. Teachers meet minimum criteria of training, but only half score adequately on reading tests. A relatively good pupil-to-teacher ratio conceals issues of efficiency. There has been little progress in increasing the number of female teachers, who are under-represented at all levels. There is a high and increasing number of education managers, compared to teachers, with an increased financial burden on the sector but without commensurate improvements in educational management. Achieving a stronger education system will require a richer collective understanding – among all partners, including between donors – of the governance issues in the sector and commitment to a joint agenda.

14. **Progress towards stronger learning outcomes and equity**. In spite of progress and better performance than in some countries in the region on varied indicators, half of the pupils in grade five face learning difficulties. Learning assessments show that foundational competencies are not acquired in either Mathematics or French which impacts on educational performance later on. Girls perform less well than boys, and there are significant regional differences in learning outcomes. Efficiency issues in education lead to a loss of 3.2 years per pupil in primary and secondary education in the DRC. While access has improved, 26.7 percent of school-age children in DRC remain out of school. Girls and children from poor families are more likely not to be in school. Educational performance shows strong disparities along various criteria including between regions and between types of schools.

G) Conclusions

15. While the preparation process leading to the current sector plan was inclusive, participatory and appreciated by partners, it was inefficient because it duplicated pre-existing processes. Currently the process and partnership do not seem to have brought benefits in terms of durably strengthening country dialogue and accountability mechanisms. Dialogue is assessed as being weak, with little consistent information sharing, a lack of leadership and limited accountability.

16. As described in the report, the management and governance of the education sector in the DRC is considerably more complex than systems in many other countries and this may be putting the GPE partnership to the test, requiring more sophisticated analysis and solutions than in other settings. In addition, the particular challenges of the DRC with an education system that involves many partners who have limited accountability to the official structures, and which generates resources that act as incentives for perpetuating the status quo, would suggest that a strong political economy analysis and a tailored response which is shared among key partners is a key condition for an effective partnership.

17. The SSEF has sought to integrate the numerous priorities of various studies, as well as the many issues that the dialogue brought to the table. GPE support to the planning contributed to an education plan that for the first time accommodates the whole education sector, and which is supported by a technical and coordination structure that spans the four sector ministries that are responsible for education. The SSEF's broad role across the whole sector, and four sector ministries, may in fact have complicated coordination and reduced clarity on responsibilities and accountability. In practice, the SSEF as a plan does not represent a sufficiently prioritized menu of actions, and at this early stage it is not clear how priorities will be defined, in particular in the absence of well-functioning dialogue and mutual accountability structures, and diffuse leadership by the sector ministries. An adequate process was not followed concerning the choice and monitoring of stretch indicators, which are expected to provide an incentive for sector progress, nor was sufficient attention given to the feasibility of achieving them.

18. Government commitment to the education sector has been reflected in a growing budget allocation (in real terms and as a percentage of government spending) and improved disbursements which have benefited the recurrent expenditure (salaries). Less positively, the funding has also been channelled to a

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growing cadre of education management which is reflected in a decrease in the ratio of teachers to managers. It is likely that the partnership had some influence on sustained growth of the government budget but there are concerns about whether commitment to stay at 20 percent of government funding can be sustained, and whether the measures that have been included in the GPE agreement can bring about the envisaged alleviation of the burden of schools fees on parents in the DRC – which is a key contributing factor to dropouts and to inequality in access and performance for Congolese children from poor families, especially for girls.

19. The GPE partnership at present is weak in the DRC with insufficient understanding of the workings of the partnership, and weak commitment. This is exacerbated by a lack of guidance and leadership by the Coordinating Agent and the insufficient communication and engagement by the Grant Agent with other partners. Taken as a whole, the evidence shows that partnership progress may be a bumpy road which appears to have reached a cross-road at the time of this first annual reporting. This raises concerns about the GPE model moving forward, and whether in the absence of functioning dialogue and accountability, and with weak monitoring systems, the sector plan implementation can be successful. This is reflected in the assessment of the ToC assumptions and in the fact that at the first annual report the evaluation finds only very limited support for the plausibility of the ToC.

H) Recommendations

20. At this early stage of implementation, the effects of the GPE are not clear. However, the analysis does point to a select number of recommendations – outlined in Table 1 below – which seek to address the preliminary weaknesses that have been identified.

Table 1 Recommendations

#	TOPIC	RECOMMENDATION
1.	How can GPE's support to DRC be strengthened?	a) The analysis suggests that there is a need for stronger agenda setting and technical support to complement the financial support to the education sector. This may require a different way of working than is normally the case in GPE supported countries. Ideally such additional support would focus on strengthening the LEG.
		b) An in-depth and critical assessment of the coordinating structures would need to be made to assess where changes can be made.
		c) This would need greater clarity than is currently the case on the role of the Coordinating Agency and clear responsibilities for helping the partnership become more effective.
		d) Donor harmonization is weak in the DRC and in the fragile/weak overall partnership context needs specific attention.
2.	How can GPE support to the DRC be made more relevant?	e) Relevance will require a strong analysis of the political economy in the DRC
		f) It will also require moving forward with a clear priority agenda for the sector which concentrates on a select number of priorities.
		g) There is also a need to review the stretch indicators so that these can be refined in such a way that they are able to support the achievement of the education sector goals (at present there is the risk that the stretch indicators will set the country up for failure).

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#	TOPIC	RECOMMENDATION
3.	How could GPE support to DRC be made more effective?	h) The GA needs to be much more accountable and transparent about its processes and work with the existing structures and be part of them. This is commitment that was made at the time that the GA was selected but does not appear to be followed up
		i) A more regular and continuous presence of the GPE secretariat is needed. Additional in-country presence of the GPE is needed given the extreme weaknesses of the structures and the risk that these might set the partnership up for failure.

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1 Introduction

1. This section first provides an overview of significant political, economic and social contextual factors in DRC which are relevant to the evaluation and to understanding the GPE support in the wider country context. Secondly, an overview of the education sector is provided, including main features and trends. A chronology of important national events has been included in Annex H.

1.1 Background

1.1.1 Overview of DRC

2. The Democratic Republic of the Congo (DRC) is Africa's second-largest country with an area roughly the size of Europe (2.3 million square kilometers), and a population of 77.2 million people.[10] It is bordered by South Sudan, Uganda, Rwanda, Burundi, Tanzania, Zambia, Angola, Republic of the Congo, and the Central African Republic. The DRC has a very young population (46 percent of the population is aged 14 years and younger).[11] The fertility rate of 6.6 children per woman[12] is one of the highest in the world.[13] Fewer than 40 percent of DRC's inhabitants live in urban areas. Adult literacy rates stand at 77 percent (2016), with 88.5 percent of adult men (over 15) and 66.5 percent of adult women being literate.[14]

3. With 80 million hectares of arable land and over 1,100 minerals and precious metals, the DRC has the potential to become one of the richest countries on the African continent. In spite of this potential the DRC ranks 176 out of 188 countries on the most recent Human Development Index (HDI) (2016). 77.1 percent of the population live below the poverty line (HDI 2016) with 36.7 percent living in severe multi-dimensional poverty with limited access to basic services. When adjusted for inequality the HDI drops by 36.1 percent, reflecting huge gaps in distribution of wealth. Poverty has declined somewhat in recent years, with gains that are stronger in the urban than in the rural areas. Since 2007, under-five mortality has decreased from 148 to 104 deaths per 1,000 live births.[15]

4. DRC has a Gender Inequality Index value of 0.663, ranking it 153 out of 159 countries in the 2015 index. 72 percent of women reported they earn less than their husband/partner for paid work.[16] Only 8.2 percent of parliamentary seats are held by women and just 14.5 percent of adult women have completed secondary school or higher education compared to 35.0 percent of their male counterparts.[17]

[10] 2015 estimate. World Bank Country Profile (http://www.worldbank.org/en/country/drc/overview), UNICEF Country Profile (https://data.unicef.org/country/cod/), HDR (http://hdr.undp.org/en/countries/profiles/COD) Population estimates vary between 74 million (WFP, 2017) and 83 million (CIA factbook, 22 February 2018, https://www.cia.gov/library/publications/the-world-factbook/geos/cg.html).
[11] UIS 2015.
[12] DHS 2013/2014. Note that the fertility rate is substantially higher in the rural areas (at 7.3 children per women, than the urban areas, at 5.4). The fertility rate increased from the previous DHS survey in 2007.
[13] Democratic Republic of the Congo – Demographic Health Survey 2013-2014. https://dhsprogram.com/pubs/pdf/SR218/SR218.e.pdf
[14] http://uis.unesco.org/country/CD, accessed 13 August 2018.
[15] Democratic Republic of the Congo – Demographic Health Survey 2013-2014. https://dhsprogram.com/pubs/pdf/SR218/SR218.e.pdf
[16] DHS 2013/2014.
[17] Human Development Report 2016 – Development for Everyone, Briefing Note Congo (Democratic Republic of): http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/COD.pdf.

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5. Since the 1990s, the DRC has been affected by a series of conflicts which have had a profound impact on the country's economic and social situation. Presidential and parliamentary elections planned initially for November 27, 2016 have been delayed and are now planned for late 2018. The recent period has seen an upsurge of violence in the country. In the usually quiet Kasai province in southern DRC, it is believed that 3,000 people have been killed and 1.3 million people displaced since late 2016.[18] The UN estimates that approximately 4.5 million people are internally displaced and 2 million children suffer from severe acute malnutrition.[19]

6. Economic growth which had been strong, with a Gross Domestic Product (GDP) growth rate of 9 percent in the 2013-2014 period (excluding inflation), decelerated to 6.9 percent in 2015, then to 2.4 percent in 2016, mainly due to declining prices of the two main export materials (copper and cobalt) which account for 80 percent of the country's export revenue. This has fueled inflation of almost 24 percent, as well as a growing fiscal deficit of -1.6 percent of GDP against -0.2 percent in 2015. Lacking access to domestic and international financial markets, the Government had to drastically reduce public expenditure to contain the deficit (although as will be seen in the later sections of this report this did not affect education to the same extent as other sectors).

7. DRC embarked upon decentralization reforms in 2006 with the purpose of improving governance and accountability, and addressing issues of corruption and personal rule, and promoting local development. This increased the number of provinces from 11 to 26. The reforms have been accompanied by limited decentralization of resources by government.[20] Analysis of the success of the reforms shows that it has been mixed at best. There is evidence that decentralization has increased the degree to which the state extracts the resources and incomes of its citizens,[21] and that it has fostered provincial centralization at the expense of local governments.[22] This has happened across the board, and also in the education sector which has seen a rapid multiplication of various types of fees and levies and an increase in the financial burden to parents.[23]

8. According to Worldwide Governance Indicators,[24] which reports six dimensions of governance for 215 countries, DRC is on the list of "failed states". DRC ranks among the lowest performing countries, especially weak in the areas of political stability and absence of violence/terrorism, as well as the rule of law. The World Bank's indicators for government effectiveness and control of corruption in the DRC declined between 2008 and 2014, suggesting that corruption is getting worse. Corruption and political instability together with poor infrastructure have affected development, and they also affect the governance of the education sector.[25]

9. DRC is the second highest official development assistance (ODA) recipient in Africa after Ethiopia, receiving five percent of ODA to Africa, USD2.89 billion in 2015.[26] It was one of the few countries to receive a funding boost in 2015.[27] Only partial data of donors' support to the education sector are

[18] https://theglobalobservatory.org/2017/07/congo-drc-corruption-kabila-aid/
[19] Data as of February 2018. http://www.unocha.org/drc.
[20] Englebert, P. & E. Mungongo (2016). Misguided and Misdiagnosed: The Failure of Decentralization Reforms in the DR Congo - 2016. (Engelbert & Kasongo, 2016)
[21] Provinces are allowed to keep 40 percent of government revenue raised within their territories and to levy their own taxes.
[22] Ibid.
[23] Groleau. G. (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo – 2017 (Groleau, 2017).
[24] Worldwide Governance Indicators Project 2016: http://info.worldbank.org/governance/wgi/#home
[25] Geoffrey Groleau: Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo – 2017 (Groleau, 2017).
[26] Development Aid at a Glance – Statistics by Region, Africa 2017. http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/Africa-Development-Aid-at-a-Glance.pdf
[27] Amongst the few countries that received a funding boost in 2016, the DRC was the second biggest with an increase of $244 million.

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available. In the sector, just over one quarter of the external funding comes from the World Bank, followed by GPE, USAID, UNICEF, DFID, Belgium and the French Development Cooperation (AFD).

1.1.2 Education context

10. The education system in DRC encompasses pre-primary (ages 3-5), primary (ages 6-11), secondary (ages 12-17) and tertiary (18-22) education (see Annex Table 12 below). Only six years of schooling are compulsory (from age 6 to age 11). It is estimated that 3.5 million or 26.7 percent of primary age children are out of school, of which 2.75 million live in rural areas.[28]

11. **Responsibility for the education sector** and the implementation of the sector strategic plan lies with four ministries: the Ministry of Primary and Secondary Education and New Citizenship (MEPS-INC), the Ministry of Technical and Professional Education (METP), the Ministry of Higher Education (MESU), and the Ministry of Social Affairs, Human Rights and National Solidarity (MASAHSN). Administrative structures are complex in DRC, and are shown in Annex Figure 5 in Annex J.[29] Annex Figure 6 in Annex J shows the structure of the education sector.

12. According to the 2006 constitution, education in DRC is both a central and a decentralized government responsibility. At the central level, each ministry is managed by a Minister appointed by the President, while at the provincial level, provincial ministers are appointed by the respective governors. There are 30 educational provinces, with the ministry represented by provincial and sub-provincial divisions. Under this framework, the central level is responsible for setting norms, school inspection and national statistics. Provinces are responsible for the administration of the education system within those norms.

13. **School types.** The Congolese education system encompasses public schools and private schools. A distinguishing feature of the Congolese system is that the public schools are divided into state schools, known as “écoles non conventionnées”, and confessional schools or “écoles conventionnées”, the latter being run by faith-based organizations (FBOs). About seven out of ten primary schools are confessional schools and thus run by the FBOs. Fewer than two out of ten schools are state schools.[30] The remainder of the (non-public) schools are private schools.[31] Private schools are primarily present in urban areas and in pre-primary education, where they accounted for 52 percent of children enrolled in 2012.

14. **Management and administration of education.** The State has the primary role in administering all schools in the education system, but faith-based institutions retain significant independence in the day-to-day oversight and management of schools in their networks. Both “conventionnées” and “non-conventionnées” schools are supported by the state budget but the manner in which they are managed differs significantly.

[28] https://www.globalpartnership.org/country/democratic-republic-congo

[29] République Démocratique du Congo. Ministère de l’Enseignement Primaire Secondaire et Professionel (2017). Mise en Œuvre du Plan Intérimaire d’Education – Rapport de Suivi no. 3 (GoDRC, 2017c.

[30] As is noted in the evaluation baseline report, these schools get the same support as non-confessional schools. However, with a school system that has very little funding for anything else but salaries in practice, the money – as we have explained in the report – for recurrent expenditure (and even for teacher salaries) comes from the different types of school fees that schools charge.

[31] Groleau, G (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo? Policy & Practice Discussion Paper. International Rescue Committee (Groleau, 2017).

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15. **Educational governance.** Responsibility for management of education is divided between many different units.[32] Schools are supervised by a hierarchy of national, provincial and local offices, known as bureaux, but these differ for schools that are conventionnées and those that are non-conventionnées. The conventionnées schools are managed by four networks reflecting different religious denominations.[33] Thus, the Roman Catholic network is supervised by the "coordination nationale des écoles conventionnées et catholiques", headed by a national coordinator who is nominated by the Catholic authorities and appointed by the government. The coordination nationale disseminates national guidance and instructions from the Ministry of Education to its provincial and sub-provincial bureaux. At the provincial level, the Roman Catholic network has 13 provincial coordinating offices[34] and each is headed by a provincial coordinator who is also nominated by the network and appointed by the government. There are also 83 sub-provincial bureaux in the Catholic school network which supervise the schools at the local level. These bureaux play an essential role in the management of the schools, including making decisions about recruitment, deployment, and promotion of teachers. The selection of teachers is carried out at the school level and approved by the director and submitted to MEPS-INC's Service de Contrôle de la Paie des Enseignants (SECOPE), the teacher payment oversight service in charge of hiring teachers and issuing an identification number used for salary payments, which is, by law, a cost assumed by the central ministry. The non-conventionnées schools (which are a minority) are under the administrative control of the PROVED, the provincial-level education bureau, which is under the local governor's administration but is also accountable to the MEPS-INC and the Sous-PROVED at the sub-provincial level. The school head is appointed by the governor upon recommendation of the PROVED. The school heads, together with the school-based management committees, are in charge of the academic, administrative and financial management of funds received – either from the state or from parental contributions. Recruitment is also done at local level and communicated to the SECOPE.

16. The situation described above results in numerous parallel structures and makes education in the DRC a complex affair. To quote from a recent report on educational governance: "*One result of those numerous parallel structures across DRC is that the division of roles and responsibilities between these structures is unclear, causing duplications and inefficiency. Another issue is that the effectiveness of these various structures and the quality of their management can be highly variable, and they typically suffer from a general lack of operating resources. For example, both deconcentrated MEPS-INC structures and religious network structures perform school inspections for pedagogical and managerial oversight purposes in confessional schools. Nonetheless, they do not share information systematically, while trust and collaboration among them is limited... Another issue is that despite an extensive network of local offices, key functions of the MEPS-INC, including payroll registration and information management, remain highly centralized. They are also affected by recurrent managerial and technical issues, including significant delays in the transmission of files and information from local to national levels.* (Groleau, 2017, p.20).

17. **Decentralization.** The country embarked upon decentralization reforms in 2006 with the goal of improving governance and accountability.[35] The new constitution gave the country's eleven provinces exclusive jurisdiction in some fields of public policy (mostly education, health, agriculture, and rural development) and shared authority with the central government in some others. Among other measures, decentralization allowed provinces to retain 40 percent of government revenue raised

[32] This section draws from the description of the structure in the World Bank Education Sector Public Expenditure Review i.e. The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington (WB, 2015)

[33] The four main FBO networks are the Catholic, Protestant, Kimbanguiste and Islamic school networks (Groleau, 2017).

[34] One office in each administrative province except for Equateur and Kasaï-Oriental which have two each.

[35] Pierre Englebert and Emmanuel Kasongo Mungongo (2014). Misguided and Misdiagnosed: The Failure of Decentralization Reforms in the DR Congo. African Studies Review. Volume 59 / Issue 01 / April 2016, pp 5 – 32.

within their territories and to levy their own taxes.[36] Towns, communes, rural sectors and chiefdoms have become "Decentralized Territorial Entities" (ETDs) with their own elected local councils and executives and authority in matters such as markets, sewers and parking.[37] These reforms have resulted in an increase in "predatory extraction, provincial centralization of power, unbridled lack of accountability, and widespread rent seeking by provincial elites."[38] In the education system, decentralization, combined with the introduction of free education (and the loss of income to schools which was not adequately compensated for by funding from central government) has gone hand in hand with the proliferation of many different types of levies and fees. This has put a considerable burden on parents and families who in practice directly finance two thirds of the resources supporting the primary education system. The numerous fees prescribed at school, provincial and central levels add up on average to USD43 per child per year.[39] Administrative structures and their staff capture 20 to 40 percent of the fees charged to parents to top up their salaries and cover operational expenses.

1.1.3 National education policies and plans

18. The main policies, laws, and official documentation relevant to the education system in DRC include those listed in Table 2.

Table 2 Education policies and official documents

Policy	Year
Strategy for the Development of Primary, Secondary and Professional Education (EPSP)[40]	2010-2011/2015-2016
National Education Law	2014
Interim Education Plan (Plan intérimaire pour l'éducation)[41]	2013-2015
Sector Strategy for Education and Training (Stratégie Sectorielle pour L'éducation et la Formation)	2016-2025

19. The PIE (Plan Intérimaire pour l'Éducation)[42] was a three-year transition plan with three objectives: a) to increase access and equity in primary education; b) to improve learning conditions in primary education; and c) to strengthen sector management and promote greater accountability by introducing new management practices at the local levels.

20. The current education sector strategy ("Stratégie sectorielle pour l'éducation et la formation" (SSEF)) covers the period 2016-2025 and presents an integrated planning framework as well as reform objectives for the whole sector. It is structured by three strategic objectives: 1) Developing access and ensuring equity; 2) Improving the quality of learning; and 3) Improving governance and oversight of

[36] Immediately following the decentralization, provinces seized upon their new taxation rights with voracious appetite. In Bas-Congo, two 2007 edicts established seventy-four taxes for the province and fourteen for ETDs. Taxes range from a levy on school fees, on rental income, building permits, deliverance of certificates of non-contagion of human cadavers, a tax on forestry reconnaissance, and a tax on the cutting of trees, etc. (Englebert, P. & E. Mungongo (2014). One Thing Led to Another… Donors, Decentralization and the Consequences of Partial Reform in the DR Congo

[37] Pierre Englebert and Emmanuel Kasongo Mungongo (2014). Misguided and Misdiagnosed: The Failure of Decentralization Reforms in the DR Congo. African Studies Review. Volume 59 / Issue 01 / April 2016, pp 5 – 32.

[38] Pierre Englebert and Emmanuel Kasongo Mungongo (2014). Misguided and Misdiagnosed: The Failure of Decentralization Reforms in the DR Congo. African Studies Review. Volume 59 / Issue 01 / April 2016, p. 6.

[39] Seen in the context of the fact that 57 percent of household earn less than 600 dollars per year, and 81 percent less than 1200 dollars per year, and that they typically count 6 to 7 children, this is a substantial burden.

[40] http://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/congodrstrategie20102016.pdf

[41] The Interim Plan is the plan for implementing the EPSP.

[42] GoDRC, 2012

the system. Objective 1 prioritizes the expansion of the free primary education policy. Objective 2 aims to improve quality assurance and monitoring as well as the learning environment across the system. Objective 3, which is focused on governance, aims to strengthen the education system by implementing transparent norms and mechanisms for managing resources, and improving management at all levels.[43]

1.1.4 GPE in DRC

21. DRC joined the Global Partnership for Education (GPE) in July 2012 after its Interim Education Plan 2013-2016 (Plan Intérimaire de l'Éducation (PIE)) was endorsed.[44] The country has received two grants of USD 100 million each in support of its sector plans, and two smaller grants for studies and sector plan preparation, as shown in Annex Table 9 of Annex H, as well as two Civil Society Education Fund[45] (CSEF) allocations[46] to the National Coalition for Education for All in DRC (CONEPT – RDC), with another one being determined for 2018. In addition, DRC is also involved in the Global and Regional Activities (GRA) program which supports research, capacity development and knowledge sharing at the regional and global levels through technical workshops, peer-learning events and conferences, focusing on learning outcomes, education financing and out-of-school children. Annex Table 10 in Annex H lists the different activities that included DRC.

1.1.5 Evaluation background

22. In June 2016, GPE's strategic plan (GPE 2020)[47] aligned its vision and mission to the SDGs, and recognized that education is pivotal to the achievement of all other SDGs. It also articulated this vision into actionable goals as well as both country and global objectives (a broader background to GPE is at Annex B). GPE adopted a monitoring and evaluation (M&E) strategy for the 2016-2020 strategic plan period, including a results framework for monitoring progress across three goals and five strategic objectives in GPE's theory of change (ToC) and a set of 37 indicators (fully detailed in Annex C). The strategy comprises independent evaluation studies, including programmatic, thematic, and country-level evaluations, which will inform an evaluation of the entire GPE portfolio.

The country-level evaluations

23. The country-level evaluations comprise independent prospective and summative analyses. Prospective evaluations focus on eight selected countries to assess whether GPE inputs to the education sector during this time are conducive to the intermediary outcomes in the country's ToC. Summative evaluations assess ex-post the contribution of inputs to intermediate outcomes, outcomes and potential impact in a diverse sample of 22 countries.

24. The primary aims of the country-level evaluations are to assess: (i) GPE's contributions to strengthening education systems and, ultimately, achieving education results within developing country partners (DCPs) in the areas of learning, equity, equality, and inclusion; and (ii) the relevance, efficiency, and effectiveness of GPE's ToC and country-level operational model.

[43] Geoffrey Groleau: Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo, 2017 (Groleau, 2017).
[44] QAR I
[45] CSEF is a global program supporting civil society engagement in education sector policy, planning, budgeting and monitoring. It is managed by the Global Campaign for Education on behalf of GPE and gives grants to national civil society coalitions to support their advocacy activities, build their capacity to strengthen planning, implementation and impact, and promote cross-country learning and networking. https://www.globalpartnership.org/funding/gpe-grants
[46] DRC CSEF Profile (GPE, n.d.)
[47] GPE, 2016e

Prospective evaluations

25. The purpose of the prospective evaluations is to assess if GPE's inputs and influence are orienting education sector planning, implementation and monitoring towards the intermediary outcomes as outlined in the ToC. They are forward-looking, and explore what happens, while it happens. They closely observe initial decisions, document the perspectives of decision-makers and focus on the activities and involvement of key stakeholders early in the period under review in order to understand whether progress is being made and whether GPE is making a contribution.

26. The objective of the prospective evaluations is to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level, as well as the validity of GPE's ToC in light of its strategic plan GPE 2020. They seek to establish if and how GPE inputs and activities contribute to outcomes and potential impact at country level. They are designed to assess GPE's progress on its goals and objectives towards its mission and vision of inclusive and equitable quality education and lifelong learning opportunities for all.

27. In this context, GPE support is defined as both financial inputs deriving from GPE grants and related funding resources, and non-financial inputs deriving from the work of the Secretariat, the grant agent, the coordinating agency, and from GPE's global level engagement (e.g. technical assistance, advocacy, knowledge exchange, quality standards and funding requirements).

28. Table 3 below shows the timeline of the policy cycle, GPE activities and the current evaluation timeline

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Table 3 Timeline of events in the DRC education sector, 2010-2020

Category	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Legislation	Free & mandatory primary education (Article 43 of new constitution				National Education Law 2014						
Planning				Interim ESP 2013-2015			Sector Strategic Plan (SSEF) 2016-2025				
Implementation Plans	EPSP 2010-11				National Education Law	EPSP 2015-16					
				Development of ESP 2016-2025 starts				Learning Assessment independent unit (CIEAS) established			
GPE events, grants			DRC joins GPE	PROSEB 2013-17							
						PDG 2015-16	ESPDG 2016	Education Sector Programme Implementation Grant (ESPIG): EQUIP 2017-21			
Evaluation Fieldwork for Prospective Evaluation Reports									1st Field visit (April 2018)	2nd Field visit, 2019	
GPE Prospective Evaluation Reports									1st Annual Prospective Evaluation Report July 2018	2nd Annual Prospective Evaluation Report, 2019	
Review processes					JSR 1	Public Expenditure Review (PER) JSR 2		JSR 3	CONEPT review of DRC financing of education		
Monitoring					Evaluation of PIE 2014 & RESEN	Evaluation of PIE 2015 + Evaluation of the ESP (SSEF) + MTE of the PROSEB		Audit report of PROSEB			

Source: Compiled by authors during literature review and consultations.

1.1.6 Methodology and Tools

29. There are three Key Evaluation Questions for the GPE country-level evaluations (both the prospective and summative evaluation streams) which are presented below. The full detail of the evaluation questions is presented in an evaluation matrix (included in Annex C).

- Key question 1: Has the GPE's support to DRC contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? [48] If so, how?
- Key question 2: Has the achievement of country-level objectives[49] contributed to making the overall education system in the reviewed country more effective and efficient?
- Key question 3: Have changes at education system level contributed to progress towards impact?

30. The methodology for the prospective evaluations is a theory-based Contribution Analysis (CA) approach, and the guiding framework is provided in an evaluation matrix and a generic country-level ToC, developed according to GPE's overall ToC. It envisages a seven-stage process. The first four stages focus on establishing a solid baseline for each country and subsequent three stages constitute iterative annual country-level reporting. This is further described in Annex C and in the inception report.[50]

31. This approach is consistent with that of the summative evaluations and thus contributes to eventual aggregation for a summative 2020 evaluation. In the application of CA, prospective evaluations are forward-looking and assess if inputs and influence into the education sector planning are conducive to intermediary outcomes, as per the ToC. Conversely, summative evaluations trace the ToC ex-post to assess the contribution of inputs to intermediate outcomes, outcomes and impact.

32. The focus for data collection and analysis is relevant to the key indicators in GPE's results framework and additional indicators described in the respective countries' education sector plans. The evaluation team has not collected primary quantitative data but instead has drawn upon secondary data so that evaluation findings have a solid quantitative base. In addition, three rounds of data collection have been/will be conducted in 2018, 2019, and 2020. Each of these will contribute to their respective annual reports.

1.1.7 About this annual report

33. This report frames the country-level evaluation through 2020. It provides the first annual report for DRC under this evaluation and describes the progress made thus far during the evaluation period. It includes: a country-specific ToC; a stakeholder mapping; an analysis of GPE alignment, coherence and harmonization at baseline and any available information on the current policy cycle's education sector planning and implementation thus far; the country-specific work planning and data collection, and relevant analytical approaches; and a stocktaking of available data for all levels of the ToC, highlighting data gaps that could be addressed in subsequent reporting.

34. The anticipated risks and related potential limitations that may negatively affect the conduct of the progressive and summative country evaluations, as well as proposed mitigation strategies, are detailed in Annex E.

35. This first annual report constitutes the baseline in-country analysis and will contribute to the first synthesis report (November 2018). The second annual country mission and report for DRC are foreseen for the second quarter of 2019 and the report will contribute to the cross-country synthesis for the last quarter of 2019. The third annual country mission and report for DRC will occur between

[48] OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.
[49] GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring
[50] *Design and Implementation of GPE 2020 Country-level Evaluations 2017-2020: Final Inception Report.* Universalia, Results for Development, Itad and Mokoro, December 21, 2017 (Universalia et al., 2017).

March and April 2020. The report will feed into the final synthesis being finalized between April and May 2020.[51]

1.2 Country-specific theory of change

1.2.1 Objective

36. The evaluations are based on a generic country-level ToC that elaborates the key changes targeted by GPE and their main causal explanations, factors, and alternative hypotheses that determine them. The generic ToC assumes a scenario where a country would benefit from all available types of GPE financial and non-financial support for the complete policy cycle. It is therefore a high-level document that has been tailored to each country's context in the form of a country-level ToC.

1.2.2 Methodology

37. The country-specific ToC is based on the generic country-level ToC and is further tailored and enriched with the information and data gathered in stages 1-4 of the evaluation methodology, including the first country mission. These include:

- **Stage One**: Including the assessment of data availability and quality, the preliminary input mapping against the generic ToC, stakeholder mapping and country calendar.
- **Stage Two**: Gathering further evidence on the country-specific ToC through an in-country mission including discussions with relevant stakeholders.
- **Stage Three**: Review of stakeholders, data availability and evaluation foci across countries with a strategic perspective.
- **Stage Four**: Assessing the ToC on the basis of the evidence assembled to construct a baseline TOC for each country in the prospective evaluation sample.

38. The assessment of the ToC underpinning GPE's support to DRC is based on key informant interviews that were undertaken with key stakeholders in DRC between 14-23 May 2018. The assessment also makes use of a document review of secondary data sources and literature.

39. What is presented in this evaluation is an emergent ToC. It reflects the information gathered for DRC during the review period. This ToC will continue to be reviewed and updated during the course of the evaluation.

1.2.3 Country-specific theory of change

40. This evaluation is based on a ToC approach as shown in Figure 1 below. This ToC has been informed by project documentation, a broader reading of other relevant documentation and from key informant interviews in the DRC. The purpose of the ToC is to map out the causal chain by which the GPE's interventions, along with those of other stakeholders, are to bring about change in DRC.

41. A key element of the ToC is the identification of assumptions (as documented in Table 4 below). Some of these are external and beyond the control of GPE. Others may have implications for the design and implementation of programmes. At each annual mission the evaluation will review these assumptions and may find that some assumptions were inaccurate, that other assumptions were missing in the initial assessment, or that assumptions about causality were correct and are therefore indicative of appropriate design.

[51] Findings across the country-level evaluations will be analysed in two annual and the final synthesis reports to facilitate learning across countries.

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42. The ToC below is based on a set of causal pathways, which if they are demonstrated to be valid and are followed will lead to the achievement of the stated objective of the GPE, namely that the sector will deliver inclusive quality education for all.

43. The ToC includes assumptions about the mix of inputs required to address the educational needs of the country. It makes explicit that the multiple stakeholders provide inputs to the sector. On the GPE side, support includes financial and non-financial support. Other stakeholders, including the Government of the DRC, other donors, NGOs, CSOs, and FBOs provide financial and also non-financial inputs. As a large share of education costs in the DRC are funded by parents (70 percent) the financial contribution of parents is also a major portion of the inputs.

44. The ToC shows that provided that stakeholders meet their commitments these inputs feed into a range of outputs and intermediate outcomes that improve education decision making, planning and management (including alignment and harmonization among different partners).

45. The financial support is mainly targeted to primary education; however, the non-financial support will likely be broader than just primary education as it targets strengthening of decision making and partnerships across the whole education system.

46. The outputs lead to the intermediate outcomes which directly relate to the GPE inputs and activities and outputs, and finally to the intermediate outcomes and impact. Specifically, these outputs are expected to bring about a range of outcomes which are achieved through GPE support, as well as through the support of other partners. The immediate outcomes rest on the assumption that the successful delivery of the expected outputs will shape changes in the sector.[52] If GPE quality standards and reporting mechanisms contribute to officials establishing monitoring systems to provide data, then these officials will report on data once it is available and will use this to strengthen education sector planning, monitor learning outcomes and ultimately ensure better accountability and transparency in the sector. Similarly, if a mechanism is developed to ensure a greater sense of funding commitment, improving financial management etc., this will encourage development partners to ultimately increase their financial support to the sector.

Table 4 Key assumptions in the theory of change

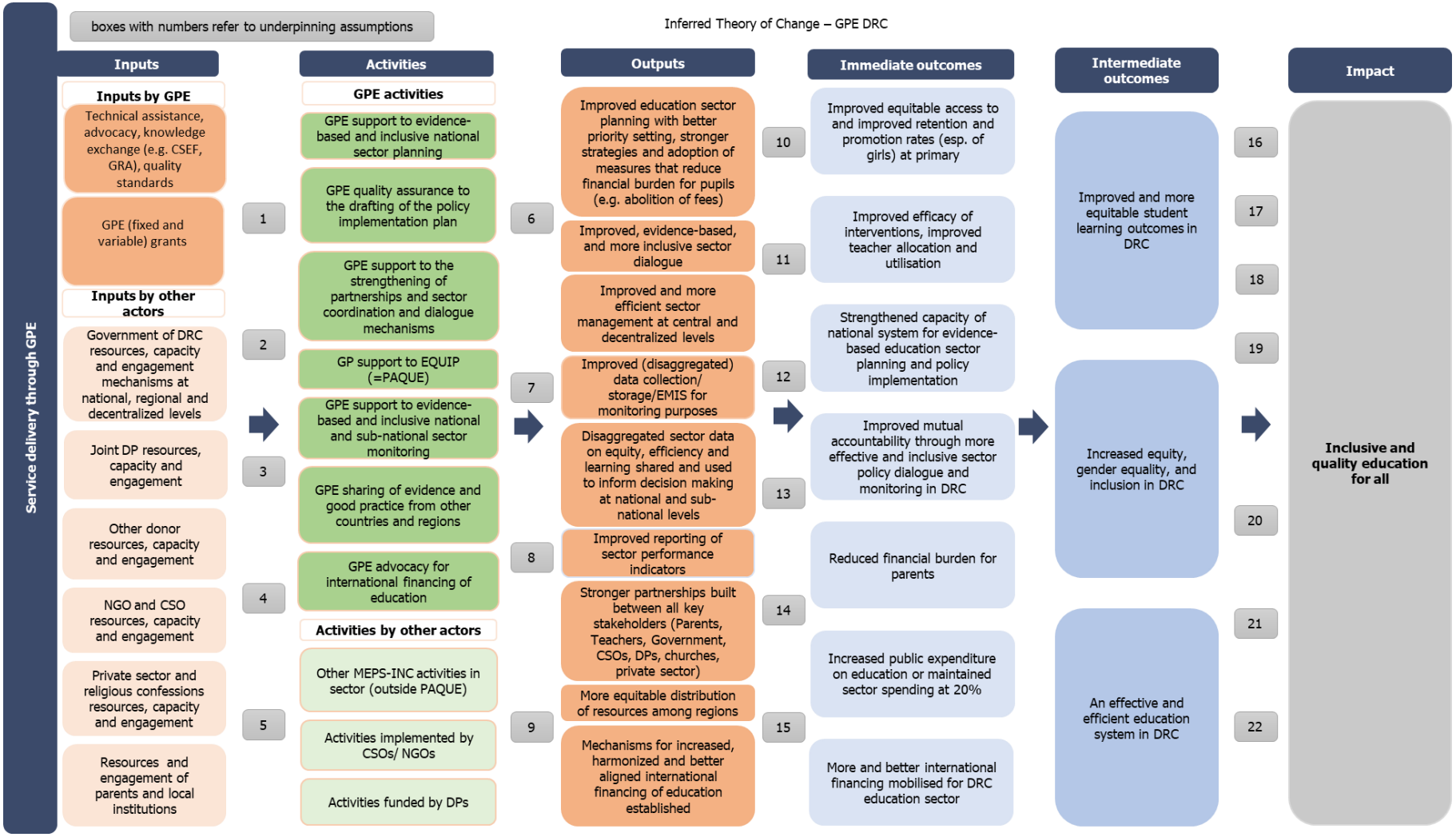
Inputs to activities	
1.	There will be continued support and commitment by the Government of DRC to increase education expenditure, and to strengthen and improve the national education system.
2.	The interventions by DPs, Government, CSOs, faith-based organizations, and the private sector continue to align with and be complementary to, the MEPS-INC's overall objectives as defined in the NESP (SSEF). Country-level partners align and work through SPACE.
3.	Development Partners honor their financial commitments to the sector.
4.	The Government deploys adequate human resources to coordinate the implementation of the SSEF.
5.	Available funding is sufficient to implement all elements of the sector plan and mechanisms for priority setting through reviews make it possible to focus on the most critical elements of the plan when funding is not sufficient.
Activities to outputs	
6.	Relevant actors have adequate technical capacity to implement all elements of the sector plan.
7.	There is sufficient national capacity (or relevant technical assistance) to analyze available data and maintain and improve EMIS.

[52] The DRC TOC is aligned to GPE's generic TOC (see Annex Figure 2 of Annex C). It reflects the objectives set in the SSEF, which are summarised under three thematic areas (see Table 8)

8.	Country-level partners work inclusively through the SPACE to support government and take part in regular, evidence-based joint sector reviews.
9.	GPE has sufficient leverage to influence domestic and international education sector financing.
Outputs to outcomes	
10.	External (contextual) factors permit national and international actors to increase/improve the quantity and predictability of education sector financing.
11.	There is political will and institutional incentives to use evidence and best practice in sector analysis and planning.
12.	Civil society organizations and teacher organizations have the capacity to monitor sector plan implementation.
13.	Government has the political will to create space for country-level stakeholders - including teachers and civil society organizations, faith-based organizations, the private sector, and patents associations - to engage in policy dialogue, priority setting and monitoring.
14.	All stakeholders (government at all levels, donor partners, NGOs, faith-based organizations, private sector …) work together and improve coordination and communication.
15.	Changes in personnel due to staff turnover or redeployment would not be at a level that diminishes the effectiveness of staff and institutional capacity development.
Outcomes to impact	
16.	Education sector plan implementation leads to improvements of previous shortcomings in the education system.
17.	Government support (across ministries) for reformed sectoral planning and budget processes and demand for timely data grow.
18.	Government has capacity to facilitate policy reform quickly and scale up domestic financial resources for the education sector.
19.	Political and economic situation is conducive to service delivery.
20.	Other obstacles to education, such as violence, hunger, health issues such as cholera, Ebola, etc. that children may face are addressed adequately and in a timely manner, and mitigated through access to suitable and safe water sources and other measures.
21.	Efforts to remove barriers to school participation are sufficiently effective to impact on learning, equity, equality and inclusion
22.	There is political will to make institutional, management and governance changes that ensure the education sector is effectively managed at all levels (national, sub-national and school level).

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Figure 1. Inferred Theory of Change for GPE in DRC



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1.2.4 Assembling the contribution story

47. Figure 1 above shows that the contribution that the GPE seeks to make to the DRC consists of both financial and a non-financial support. GPE financial support to DRC consists of a grant of USD100 million which has a 30 percent variable tranche. As is depicted in Figure 1, the GPE support is not the only support to the sector. Other contributions include financial and non-financial inputs from the four ministries of education (MEPS-INC, the METP, the MESU and the MASAHSN), which constitute the bulk of financial inputs into the sector (as this includes teachers' salaries[53]), as well as financial and non-financial inputs from other development partners, CSOs, NGOs, the private sector, FBOs, and parents (who in the DRC bring a major proportion of education financing, as will be discussed later).

48. The existence of a range of different inputs from different partners will require a qualitative assessment to evaluate the contribution of the GPE in this multi-actor context. The qualitative assessment of GPE's contribution – which will take place incrementally over the annual reporting – will focus on recording and establishing to what extent GPE support (financial and non-financial) can be credited with having brought about noticeable changes in the education sector. As can be seen from the ToC in Figure 1 above, areas where GPE support seeks to produce results include improving sector planning, among other things through improved data, strengthened mutual accountability through sector dialogue and monitoring, improved sector financing and more equitable distribution of resources, and strengthened sector plan implementation.

49. As is shown in the ToC, GPE support in the DRC is targeted at improving the quality of primary education[54] and strengthening the management of the education system.[55] From a financial perspective the prospective evaluation will examine whether the specific activities that were foreseen for the GPE grant have been implemented as planned and whether they have been able to contribute to improving the outcomes that are envisioned.

50. In terms of non-financial support, the evaluation will examine evidence that GPE inputs in this area have complemented and enhanced the financial inputs. The expectation is that key non-financial inputs related to: quality assurance in drafting of the education policy and implementation plans; facilitation and strengthening of sector dialogue to enhance partnerships and support to the sector lesson learning; promotion of evidence-based decision making; sharing of lessons learned from other countries; and leveraging of international financing for the sector, will contribute to and support the implementation of the sector plans and successful delivery of outputs, and ultimately contribute to the immediate and intermediate outcomes that are highlighted in Figure 1 above. In making this assessment the evaluation will at each annual measurement seek to distinguish the GPE contribution from that of other partners and seek to determine to what extent the contribution by GPE has been meaningful.

51. Table 5 below lists the contributions claims, underlying assumptions (numbered as per Table 4 above) and some key indicators to be tracked.

[53] Recurrent expenditures comprise mostly salaries (wage bill) which is equivalent to 48 percent of recurrent expenditures in 2013 (WB PER).

[54] Areas of focus for the GPE grant include expanding ECD; improving the effectiveness of teachers (teacher training, teacher management and teacher support); improving access to learning materials (by distributing books, and strengthening the supply chain).

[55] In this area, the focus is institutionalizing a system for learning assessment, supporting girls' education, and strengthening management, monitoring and evaluation of the education system.

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Table 5 Contribution Claims, critical underlying assumptions, indicators

Explanatory Mechanism	Critical Underlying Assumptions	(Implicit) Contribution Claim
BECAUSE (1) GPE provides Education Sector Plan Development Grants and guidance, quality assurance, capacity development and technical guidance, and (2) promotes evidence-based and adaptive planning – DCP governments produce and own credible and evidence-based sector plans focused on equity, efficiency and learning.	#1, 2, 3, 4, 5, 6, 7, 16, 17	**Contribution claim C:** GPE (financial and non-financial) support and influence contribute to the *development* of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.
BECAUSE (1) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels, (2) GPE promotes and facilitates mutual accountability for education sector progress and (3) GPE promotes and facilitates cross-national sharing of evidence and good practice – there is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring.	#6, 8, 12, 21	**Contribution claim B:** GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to *mutual accountability* or education sector progress.
BECAUSE (1) GPE advocates for increased, harmonized and better coordinated international financing for education, and (2) GPE funding requirements include the promotion of improvements in domestic financing for education – there is more and better financing for education is mobilized in the country.	#3, 9, 10, 21	**Contribution claim C**: GPE advocacy and funding requirements contribute to more and better financing.
BECAUSE – (1) there is GPE funding through PDGs and ESPIGS, and (2) GPE quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation, (3) there is mutual accountability for education sector progress, (4) the country has developed a credible and evidence based sector plan, and (5) more and better domestic and international financing for education is available – the country implements and monitors realistic evidence-based sector plans based on equity, efficiency and learning.	#3, 7, 8, 9, 10, 11, 13, 14, 21	**Contribution claim D**: GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.
BECAUSE (1) countries implement and monitor realistic, evidence-based education sector plans based on equity, efficiency and learning – the education system becomes more effective and efficient towards delivering equitable quality educational services for all. **BECAUSE (1) sector plan implementation includes provisions for strengthened EMIS and LAS, and (2) because GPE promotes and facilitates sharing of evidence and mutual accountability**	#7, 8, 11, 16, 17	**Contribution claim E**: The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system.

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Explanatory Mechanism	Critical Underlying Assumptions	(Implicit) Contribution Claim
for education sector progress – country produces and shares disaggregated data on equity, efficiency, and learning.		
BECAUSE of improvements at the level of the overall education system, there are improved learning outcomes and improved equity, equality and inclusion in education.	# 11, 12, 20	**Contribution claim F**: Education system-level improvements result in improved learning outcomes and in improved equity, gender equality, and inclusion in education.

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1.2.5 Stakeholder mapping

52. A stakeholder mapping exercise (see Annex M) has identified and mapped key stakeholders at the national level that are to be consulted during the evaluation; it assesses each stakeholder's role and influence with regards to GPE activities.

53. The stakeholder consultations during the first annual visit validated the stakeholder mapping and confirmed that the stakeholder landscape had been appropriately identified.

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2 Assessment of GPE contributions to Education Sector Planning and Policy Implementation, Financing, and Sector Dialogue/Monitoring in DRC

2.1 Situation analysis at Year 1

54. This section of the report briefly summarizes the situation at the outset of the evaluation and provides a measurement against which the contribution of the GPE to developments in the education sector in the DRC can be further assessed in subsequent reporting.

2.1.1 Education sector planning

Summary

- *The education sector planning process for the SSEF was participatory and inclusive. It presents for the first time a full sector strategy, which encompasses all stakeholders including the four ministries responsible for education. GPE technical and financial inputs were important at the SSEF planning stage.*
- *The resulting strategy is a comprehensive document which covers all levels of the system and which includes indicators and a detailed budget.*
- *The SSEF seeks to respond to the full range of issues raised by the detailed RESEN sector analysis. It is, however, relatively silent on gender. In terms of actions moving forward, the SSEF provides little sense of prioritization across the many areas that it identifies as needing attention.*
- *Technical support and coordination to SSEF is provided by SPACE, which took over the role of the former CATED and has a cross-ministerial coordination function.*
- *Annual operational plans and budgets – which will have a key role in defining priorities, responsibilities, targets and annual expenditure – remain to be drafted and the processes to make this happen have not taken place.*

Assessment of sector planning

55. The education sector strategy 2016-2025 – the Stratégie Sectorielle de l'Éducation et de la Formation (SSEF), endorsed by DPs and CSOs in January 2016 – is the key guiding document for the sector in terms of planning. It is structured around three strategic objectives: 1) Developing access and ensuring equity; 2) Improving the quality of learning; and 3) Improving governance and oversight of the system. Objective 1 prioritizes the expansion of the free primary education policy. Objective 2 aims to improve quality assurance and monitoring as well as the learning environment across the system. Objective 3, which is focused on governance, aims to strengthen the education system by implementing

transparent norms and mechanisms for managing resources, and improving management at all levels.[56] The details of the SSEF objectives are further discussed in the baseline report.[57]

56. The QAR assessment found good alignment between the GPE objectives and the strategic actions of the SSEF.[58] While the SSEF has a broad scope and covers all levels of education, the strategic objectives are clearly geared towards access and quality of primary education, aligning it very closely with the priorities of the GPE, and indeed with the 2030 Agenda for Sustainable Development. However, while the overall strategic direction of the SSEF is well aligned with that of the GPE 2020 agenda, the SSEF is relatively silent on gender. It should also be noted that the DRC is one of the countries with the greatest gender disparities in the region, making it important to ensure that the strategies that were drafted under the previous education plan with support from GPE are implemented in the current phase. This issue has been picked up in the subsequent planning for the current GPE grant which includes a specific sub-component on gender.[59] However, the GPE grant covers only a selection of provinces and actions, suggesting that ensuring a strong gender lens in the priorities, implementation, monitoring and reporting of the SSEF should be a broader concern for all stakeholders in the sector.

57. The SSEF is a comprehensive plan that covers the whole education sector, bringing together subsector education strategies into one overarching strategy. The SSEF presents an integrated planning framework and the reform objectives for the whole education sector. The SSEF is accompanied by a five-year budgeted action plan, which is expected to be reviewed and updated annually.

58. SSEF drafting was informed by a number of studies which brought together key findings on sector progress and informed the priorities identified. The *Rapport d'état du système éducatif national* (RESEN) carried out in 2014 with the support of the Pôle de Dakar (UNESCO / IIPE)[60] synthesized insights and implications from the Multiple Indicator Cluster Survey (MICS) (2010), Early Grade Reading Assessment (EGRA) and Early Grade Mathematics Assessment (EGMA) 2012. Importantly, the RESEN also included a chapter focussing on conflict and other risks. In the context of DRC, this is a critical chapter that is not normally part of the classical RESEN report.

59. The sector planning process for the first time encompassed all four ministries (MEPS-INC, the METP, the MESU and the MASAHSN) involved in the sector.[61] The SSEF was the outcome of a transparent, inclusive and participatory planning process which took place over an extended period of time.[62] The baseline report noted a generally positive assessment in the QAR I with considerable intended alignment and coherence in the programme design. Drafting of the new sector plan included a participatory process of consultations with four provinces between April and August 2015, as well as consultations with CSOs which were reported to have received ample opportunities for feedback

[56] Geoffrey Groleau: Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo, 2017 (Groleau, 2017).
[57] Mokoro, 2018.
[58] Source: QAR I, December 2015, p. 12.
[59] This issue has been picked up in the subsequent planning for the current GPE grant. Thus "the QAR has recommended that, if necessary, the new program should contribute to the implementation of the girl's education strategy, developed under the current program, as well as ensure the continuation of the EMIS reinforcement. The QAR II noted that: (i) the success of the program will depend on articulations between the program components, sub-components, and activities; (ii) it would be more realistic to focus on early grades, including preschool education; (iii) it would be important to clarify other donors' contributions to the implementation of the sector plan to ensure complementarities and coordination of activities; (iv) the results framework should be strengthened; and (v) the technical risks should be further analysed because of the complexity of the program. QAR II also provided further technical recommendations to improve the program design." (QAR III, page 14).
[60] UNICEF & UNESCO, 2014
[61] A ministerial decree dated 4th of November 2015 established a number of working groups that encompassed all sector stakeholders and were critical in the discussion and approval phases of the document (Robert & Konaté, 2015).
[62] Robert & Konaté, 2015.

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and suggestions.[63] Independent reviews suggest some challenges in the de facto participation because of a variety of factors including that the teacher unions are usually being poorly represented and CSO participation has been limited to a small circle of individuals connected to CONEPT and the "Observatoire Indépendant de l'Éducation" (OIE). The same report notes issues with the credibility and legitimacy of many CSOs in the DRC.[64]

60. The sector plan appraisal highlighted good donor coordination and collaboration, and involvement of the donor community in the preparation of grants to reach consensus on program objectives and content among partners.[65] When the SSEF was subjected to an independent appraisal in 2015[66] representatives of all stakeholder groups (including parents' associations, NGOs, CSOs, FBOs, provincial representatives, other ministries, etc.) unanimously expressed appreciation for the wide consultation that took place in the drafting of the SSEF. Education stakeholders who were interviewed during the first annual mission largely agreed that the planning process for the SSEF had been inclusive.

61. Importantly, during the SSEF preparation process the CATED (Technical Support Unit for the Education Sector – Cellule d'Appui Technique à l'Éducation)[67] was transformed into SPACE (Secrétariat Permanent d'Appui et de Coordination du secteur de l'Éducation), an important development as it put in place a technical support structure that covers all education sub-sectors (thus all four ministries). SPACE's mandate and responsibilities have been laid down in a ministerial decree, which is further discussed in section 2.1.2. The aforementioned evaluation concluded that "the preparation of the SSEF resulted in a transparent and mobilizing process which not only opened the road for effective sector dialogue, but also produced a key strategic reference document which will guide the interventions in the sector".

62. In terms of Indicator 16 of the GPE Results Framework, the purpose of which is to assess the quality and credibility of education sector plans against a set of criteria,[68] the GPE Secretariat rated the DRC ESP as meeting seven out of seven standards. Details of the assessment can be found in Table 6 below.

Table 6 Rating by GPE Secretariat of DRC SSEF against Indicator 16 of the GPE Results Framework

Criteria	Quality Standard Status
Criterion 1 - Overall Vision	Met
Criterion 2 - Strategic	Met
Criterion 3 - Holistic	Met
Criterion 4 - Evidence-based	Met
Criterion 5 - Achievable	Met
Criterion 6 - Sensitive to Context	Met
Criterion 7 - Attentive to disparities	Met

Source: Data provided by GPE Secretariat, assessment revised in 2019

63. Operationalisation of the strategy into plans is the responsibility of key actors in the education sector. As noted above, annual planning should identify priorities for each year, with a corresponding budget. At provincial level this includes provincial plans. The Joint Sector Review (JSR) – which brings together all actors – is the basis for an annual review of progress (against agreed upon indicators) and

[63] QAR – Phase 1 report, 2015.
[64] Groleau, 2017
[65] Robert & Konaté, 2015.
[66] The independent appraisal took place to enable development partners to endorse the SSEF as the basis for continued support to the sector (Robert & Konaté, 2015, 2015).
[67] It is important to note that the focal point for CATED is also the focal point for the GPE.
[68] Indicators 16 a, b, c, & d are assessed against a series of standards including the extent to which the plan is guided by an overall vision, is strategic and holistic, is evidence-based and achievable, is sensitive to context, and is also attentive to disparities. For more detail see the GPE Results Framework Technical Guide (June, 2017) pp.38 – 43.

for planning and priority setting for the next period. It provides an opportunity for stakeholders to provide their inputs and to raise any key concerns.

64. An external change worth noting in regard to education sector planning is the change in leadership in the MoE, which has a new Minister of Education, who took up the position in September 2017.

65. The discussions with stakeholders during this first annual GPE mission underscored the aspirational nature of the SSEF. However, the discussions also revealed a predominant view from stakeholders that while the overarching new sector strategy offers a single view and approach to the whole sector, the leadership, coordination and inclusiveness of the plan's operationalization into more specific annual plans are facing challenges.

66. There is a predominant view – triangulated among the different stakeholder groups – that the specific sector planning processes and the necessary priority setting are at present lacking clarity and transparency. Across the different stakeholder groups there are concerns that the key coordination meetings which were formalized in a decree (see section 2.1.2) are not taking place.

67. The interviews underscore challenges in implementing a strategy across multiple ministries which are all at an equal level. This poses challenges in terms of convening meetings and having authority, as there is no single ministry that has the leadership of the process.

68. The technical nature of SPACE, which is staffed by consultants and which has only a small number of permanent staff members,[69] makes its supportive role to convening meetings and supporting implementation challenging. In addition, SPACE staff all come from the MEPSP and are more technically knowledgeable on issues related to primary education. Nonetheless, there was in all the interviews substantial recognition of the important efforts that SPACE staff have been making.

69. These challenges need to be seen in light of a key observation made at the time of the external evaluation of the plan which noted concern that: “The SSEF does not provide details on the day-to-day practical and precise responsibilities for implementation. We have raised the point on multiple occasions that the text of the SSEF by using the passive voice does not adequately reflect chains of decision that would ensure the implementation of the numerous activities and reforms that are envisioned through the strategy.”[70]

GPE contribution to sector planning

70. This section reviews evidence to date that the GPE financial and non-financial support to sector planning contributes to the development of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning which is a key contribution claim (see section 1.2).

71. The evidence reviewed (documentary and interviews) is strongly supportive of the view that the GPE played an important role in the sector planning process. Stakeholders interviewed consistently mentioned the key role of GPE (through the Secretariat and the coordinating agency) in the stakeholder discussions and consultations, as well as the importance of the financial support that was made available through the preparation grants for PAQUE and through support from other development partners which allowed for a highly consultative planning process. The Education Sector Development Grant (ESPDG) was used to prepare the ESPIG, and that feedback about the process was generally positive and participatory.

[69] The mission also noted that for an extended period in 2017, staff of SPACE did not receive any payment.
[70] Robert & Konaté, 2015, p.26.

2.1.2 Mutual accountability through sector dialogue and monitoring

Assessment of sector dialogue

Summary

- *Sector dialogue structures have been revised and formalized through a ministerial decree. However, some of the provisions of the decree are not being implemented in practice.*
- *The revised structures in the decree reflect the recognition that SPACE has a cross-minsterial function and establish provincial technical committees. The Joint Sector Reviews are a key element of the sector dialogue, as is the existence of the Thematic Education Group (the equivalent of a LEG), Joint Sectoral Committee and the Education Donor Group.*
- *Overall, at the time of the first annual mission it appears that the quality of sector dialogue and accountability has regressed since the PIE period and the approval of the SSEF. Most of the sector dialogue structures are functioning infrequently or not at all, and others are not yet operational.*
- *Stakeholder interviews reveal a concern that decisions on sector plan implementation and on the use of the GPE fund are lacking in clarity. Across stakeholder groups there is concern about a lack of information sharing.*
- *The GPE Secretariat is reported to lack visibility and presence in the sector dialogue, in particular compared to the planning period.*
- *The GPE as a partnership is also not visible because of the lack of sufficient engagement by the key partners.*
- *SPACE is recognized as being an important mechanism but faces challenges in playing its technical coordination role, although much appreciation was expressed for the efforts made by its small nucleus of staff.*

72. Key DRC platforms of dialogue in the education sector were formalized by Ministerial Decree on the 13th of October 2017. The decree formally establishes a number of dialogue structures as well as parameters for their modus operandi (e.g. accountability, frequency of meetings, type of reporting, linkages between the different structures, etc.).

- The first group, called the Thematic Education Group (*Groupe Thématique Éducation*), which is a policy group consisting of representatives of the key actors in the education sector and which is in charge of providing the political leadership for the sector through a partnership approach and ensuring harmonization among partners. It includes all the ministers in charge of education (four in total), key donor representatives (World Bank, AFD, Belgian Cooperation, DFID, USAID, UNICEF, UNESCO), and representatives of CSOs and teachers' unions. It serves the role of a Local Education Group (LEG). It is chaired by UNICEF.
- The Joint Sectoral Committee (Comité Sectoriel de Concertation – ComCon) consists of experts from government, donor partners, and civil society. It has working and ad hoc groups that evolve around the key thematic areas of the sub-sector strategies. The ComCon formulates thematic recommendations to the Thematic Education Group (see above) on the basis of analytical work. ComCon produces technical notes and other technical inputs and functions through working groups open to all organizations and associations that are active in the sector and are interested in the themes that are discussed in these working groups. The teachers' unions are represented in ComCon as are all the donor partners (World Bank, AFD, Belgian Cooperation, DFID, USAID, UNICEF, UNESCO). ComCon is chaired by the Secretary General of the EPSINC and the lead donor in education (UNICEF). It is expected to meet four times a year.

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- The third group, the Education Donor Group, promotes coordination and alignment of donor support around the priorities of the education sector plan. The group of education sector donors is presided over by USAID. It provides space for dialogue among education donors and the means for aligning interventions in support of the priorities in the education sector plan.

73. Additional changes formalized through the ministerial decree include the establishment of provincial technical committees which will be chaired by provincial ministers in charge of education and the provincial ministers in charge of social affairs to monitor the implementation of the education sector plan. These provincial structures will do the planning for sector plan implementation. The structure reflects a number of revisions, namely:

- ComCon has been expanded to include representatives of the sub-sectors, the Directorate for monitoring and budget preparation of the Ministry of Budget (in charge of the budget preparation process), the Directorate of the Public Treasury of the Ministry of Finance, the Directorate of Programming and Budgeting of the Ministry of Planning (in charge of the government investment budget) the Directorate in charge of decentralization of the Ministry of Decentralization, and the Directorate of General Services of the Ministry of Public Administration (in charge of the management of career development).
- The donor partners and civil society are part of the technical committees at sub-sector level to ensure that the action plans of different sub-sectors are consolidated and coherent with the objectives of the Action Plan for the Strategy, and to guarantee the supervision of the implementation of activities by the persons in charge of programmes.

74. As mentioned in the preceding section, support to the dialogue and monitoring process also included the reconfiguration of the CATED into SPACE to ensure better sectoral dialogue and provide technical support. SPACE is to come together every four months with partners in the education sector. SPACE includes representatives of the four ministries that play a role in the education sector and development partners.

75. Joint Sector Reviews (JSRs) are expected to play a key role in sector dialogue as well as in mutual accountability (i.e. monitoring of results and adjustment of plans). The status with respect to the JSRs in the DRC is further discussed under the assessment of sector monitoring below (¶89 ff.).

76. The current state of affairs (at the time of the Annual Mission by this evaluation in May 2018) is that most of the sector dialogue structures are functioning infrequently or not at all, and that others are not yet operational.

77. Overall, at the time of the first annual mission it appears that the quality of sector dialogue and accountability has regressed since the SSEF was approved. The situation was considered by almost all stakeholders to have deteriorated considerably.

- The main sector dialogue structure – the Thematic Education Group – has met only sporadically, and as a result partners in the education sector interviewed at the time of this annual mission report being poorly informed of what is happening in the education sector.
- Some of the structures proposed by the decree have yet to become fully effective (e.g. the provincial technical committees). Provincial planning exercises were reported to have just started but are only covering a small number of provinces.
- While donor coordination meetings have taken place, this has not led to agreement among donors (as reported by donor respondents themselves, as well as by external observers). The donor group at present appears to be split into sub-groups and to outside observers reflects little of the principles of partnership and donor harmonization which the GPE model seeks to promote.
- Religious organizations, which account for about 80 percent of basic education services, report not being part of the dialogue process and not feeling consulted. For example, the religious organizations reported not having been invited to a recent national meeting on school fees.

- The GPE Secretariat is reported to lack visibility and presence in the sector dialogue, in particular compared to the planning period when its presence was considerably more in evidence.
- The role of the coordinating agency (CA) is recognized as being important, but a substantial number of stakeholders were of the opinion that the current CA is not engaging in the role in a way that brings about coordination in the real sense of the term. These stakeholders acknowledge that coordination is a challenge but were of the view that in the complex context of the DRC strong coordination is critical if progress is to be made on key issues.
- The World Bank – which is the grant agent for the current GPE ESPIG grant – has been absent from key meetings. Stakeholders report a lack of clarity in the decision-making process and the progress in implementation of the GPE grant.[71] As the GPE grant is a key source of funding for SSEF implementation, this is an important concern for sector stakeholders.
- A number of stakeholders also expressed concerns about the lack of effective communication between the GPE Secretariat and the donors. This is a reflection of insufficient information sharing by the GPE Secretariat to the country, for example on GPE missions (which are reported to arrive without advance warning) and of reported weakness in communication from the CA to the donors and to other partners. The CA interpretation of communication appears to be limited to forwarding emails, which a number of partners strongly suggests is not sufficient to ensure adequate communication and coordination of positions.

78. In summary, a few potential strengths of the dialogue and mutual accountability arrangements are in evidence in the DRC but can only become effective/be fruitful if they are fully operational in a conducive environment. Among the strengths to highlight are a strong and inclusive planning process for the sector plan (see section 2.1.1) and the formalization of the dialogue structures by ministerial decree.

79. Weaknesses include insufficient donor harmonization;[72] absence of a functioning LEG which should be the key structure for sector decision making; lack of clarity on how decisions are made currently with respect to the SSEF; structural weaknesses in the coordination of the four education ministries; limitations to the role that SPACE can play in supporting sector planning and implementation because of its own structural weaknesses (insufficient staff, issues of payment, and staff not senior enough to make a difference); and lack of implementation of the various arrangements that are foreseen in the ministerial decree.

80. With respect to the CSOs, the main structure for representation is CONEPT, but as highlighted in the baseline report, there are concerns about the degree to which CONEPT represents civil society.[73] Without significant CSO efforts to promote the importance of education and strong involvement from provincial organizations, it will be hard to implement key policies and reforms that seek to achieve

[71] It may be noted in this context that the at the time of the selection of the World Bank as the grant agent a number of recommendations were made by the LEG, including: "increase its [staffing] capacity as grant agent, improve its communications with other development partners, have an execution plan for the current GPE program goals, strengthen linkages between the current GPE program and the new one, and propose a strong system for evaluating the programs." These were flagged in a letter from the Coordinating Agency (UNICEF) to the Minister of Primary and Secondary Education in July 2015.

[72] In light of the kind of engagement and commitment that the LEG made in endorsing the SSEF, it could be deemed particularly important that donors engage in a common analysis of the political economy and underlying governance issues in the education sector which were highlighted in this evaluation's baseline report. This does not seem to have happened during the sector planning process, and there is no evidence that it is happening in implementation.

[73] independent reviews underscore challenges in the de facto participation of CSO because teacher unions are generally poorly represented and that CSO participation has been limited to a small circle of individuals connected to CONEPT and the "Observatoire indépendant de l'Éducation" (OIE). The same report notes issues with the credibility and legitimacy of many CSO in the DRC (Groleau, 2017).

results on access, including on girls' access – this is important as gender is an area on which the SSEF is relatively silent.

81. In light of these findings it is worthwhile highlighting an observation from the QAR III report for the current GPE grant which stressed that: *"the success of the new program will depend on the reinforcement of donor coordination around key reforms and the LEG's capacity to engage in policy dialogue and to monitor key reforms, particularly the variable part stretch indicators."*[74] From the information collected at the time of the first annual visit, this does not seem to be happening.

Assessment of sector monitoring

Summary

- *In spite of a comprehensive results framework which includes 85 process and output indicators, and a detailed budget, the monitoring of the implementation of the SSEF, and of the stretch indicators, presents serious weaknesses at the time of this first annual review.*
- *Data collection systems are weak and do not provide up to date country-wide information.*
- *Regular monitoring of the sector plan implementation is not, at present, in place.*
- *There is little evidence of a specific GPE contribution to sector monitoring at this stage.*

82. A key aspect of sector monitoring is the reliability and availability of sector data for which the main source is the annual education statistical yearbook. According to Groleau, 2017, this is the main data source on key education indicators such as the total number of schools, teachers and students. However, there are concerns about data collection and compilation which affect the reliability of the data and the usability of the information. The data presented in the statistical yearbook is based on questionnaire prepared by the Directorate of Planning of the MEPS-INC. This questionnaire is printed in Kinshasa and sent out to all the schools across DRC by ground transportation. *"Once distributed to all schools and filled out, it is then sent back to Kinshasa where responses are compiled. Given the size of the country, limited transportation infrastructure and the large number of schools, this process is time consuming (the data is available years later), unreliable and expensive. Indeed, many schools never submit back their responses and others get lost on the long way back to Kinshasa."* (Groleau, 2017, p. 30). Because of the high non-response rate the yearbook relies on estimates to derive aggregated data. The absence of a formal quality control process for the manual entering of the thousands of questionnaires also calls into question the reliability of the data.

83. The QAR I report[75] which was the basis for the preparation of the current GPE grant support highlighted that the SSEF offered a framework that showed strong alignment with the priorities, strategic objectives and priority actions of the GPE. However, it also emphasized that a number of specific actions would need attention in implementation, including ensuring a favorable environment (regulations, procedures and funding by government); a solid monitoring and evaluation system to be able to conduct on-going monitoring and course correction; and conditions for piloting reforms. The QAR III noted that: "*The new plan's comprehensive results framework will enable the country to monitor progress achieved at the activity, process, output and outcome levels."* In addition, the comprehensiveness of the results framework and the existence of a detailed budget are both noted as strengths in the external evaluation of the SSEF.[76] However, the external evaluation also notes that the lack of clear attribution of responsibilities to particular sub-sectors is a source for concern. It emphasizes that in bringing together the whole sector and in seeking to respond to the key findings of the RESEN

[74] QAR III, p. 21.
[75] QAR Phase 1 report.
[76] Robert & Konaté, 2015.

(2014), the SSEF has opted for presenting a broad menu of different measures – for example to address challenges of quality – without sufficient prioritization among them.

84. An annual JSR should be the main forum for monitoring sector plan implementation, for reporting and review. Three have taken place since 2014.[77] All three were focussed on the implementation of the Interim Education Plan, and only one of them fell within the time-frame of the implementation of the SSEF (this is the third JSR which took place from 22-24 February 2017). The sector reviews have included national and provincial level representatives, other ministries (finance etc.), and are generally deemed to have been inclusive although there are some concerns about insufficient CSO representation.[78]

85. The conclusions of all three sector reviews have been reflected in relatively short aide memoires, with recommendations. The first sector review included detailed discussion of the budget and of progress against objectives. It also included a comprehensive section on conclusions and recommendations, with 11 priority actions for the Interim Education Plan (as the sector plan was called at the time).[79] The aide memoire for the second JSR[80] – three pages in length – presented three groups of recommendations. In terms of sector governance these referred to the need to introduce performance contracts to improve implementation, the importance of establishing an independent observatory for education, and the need to modernize the administration of the education system.[81] Overall these recommendations read less strategically and did not clearly designate responsibilities for implementation or a timeframe. The last JSR (held more than a year before the Annual Review mission which produced this report) focussed on lesson learning from the implementation of the PIE and preparations for putting in place the new SSEF. Availability and reliability of data was one of the issues on the table of the JSR with the conclusion that further efforts needed to be made to prioritize regular data collection – in particular through its stronger decentralization – and efforts to enhance the quality of data through electronic data processing in all provinces.[82] The last JSR – while specifically mentioning that it included a review of the implementation of the recommendations of the previous two JSRs – makes only very limited reference (in one place in the report) to recommendations from the previous JSRs and does not provide a comprehensive overview of which of the prior JSR recommendations were implemented. It is important to note also that the recommendations are formulated in very general terms and not clearly actioned, nor accompanied by an indication of who is responsible and what the specific timeframes are.

86. A fourth JSR which was initially scheduled for May 2018, has been moved to October 2018. One of the reported reasons for the rescheduling is the absence of data to report on progress which is leading to concerns (in particular among donors) about organizing a potentially expensive event when there is little to discuss.

87. An important monitoring tool from the perspective of the GPE grant consists of the stretch indicators, the attainment of which will trigger up to 30 percent of the GPE grant. The QAR III report notes in this context that: "*The LEG will monitor program implementation in the context of the stretch indicators' verification, as well as through sector monitoring. The LEG should include the variable part monitoring in its action plan, and if possible, envisage strategies to reinforce its capacity due to*

[77] The first JSR was from 20 to 22 August 2014; the second from 27 to 28 August 2015; and the third from 22 to 24 February 2017.
[78] Groleau, 2017.
[79] MEPSP (2014). Mise en œuvre du Plan Intérimaire de l'Éducation - *Rapport de suivi n°1*
[80] Ministère de l'Enseignement Primaire, Secondaire et Initiation à la Nouvelle Citoyenneté. (2015). Aide-mémoire de la seconde revue conjointe du PIE - *Zongo, les 27 et 28 août 2015.*
[81] The first two actions were subsequently implemented as reported in the third JSR report (MEPSP, 2017). The report highlighted the need for further work to achieve the envisioned outcomes for both these initiatives.
[82] MEPSP (2017). Troisième Revue conjointe du Plan Intérimaire de l'Éducation.

increasing responsibilities".[83] Evidence concerning the degree of follow-up of this recommendation is discussed in section 2.1.2 of this report.

88. A key strength highlighted in the independent evaluation of the SSEF is the existence of a detailed multi-annual results framework and a detailed budget.[84]However, the monitoring of the implementation of the SSEF and of the stretch indicators presents serious weaknesses at the time of this first annual review. These include:

- Regular monitoring. Since the adoption of the SSEF only one JSR has taken place (in 2017) but as noted this JSR focussed on the previous PIE and the preparations for the SSEF.
- The indicator framework of the SSEF with eighty-five indicators does not facilitate an easy assessment of progress as there is no prioritization among the indicators. In addition, it does not provide clarity on which entities within the education system are responsible for achievement of specific indicators.[85] Attribution of responsibilities and arrangements for reporting were also assessed to be weak at the time of the external review of the SSEF.[86] As one CSO partner noted: "Since the PAQUE was approved we have not had opportunities for new engagement. We have not had meetings in the education sector, it means that we can't monitor how things are evolving."
- The SSEF is expected to inform the drafting of budgeted annual plans, reports of reforms and activities, backed up by data. There has been no report as of yet of the implementation of the SSEF. To date no annual plans or reports of progress against indicators have been drafted or shared with stakeholders.
- The last JSR again highlighted the weaknesses in data collection and processing in the education sector (see above). This is recognized in the QAR II and III which both point to the importance of strengthening the EMIS. Some work by UNESCO is on-going in this area but at present the data systems continue to be very weak, and according to some informants are practically non-existent (the most recent reliable data are presented in the aforementioned RESEN which used 2012 data).
- Meetings of the LEG and other meetings to specifically monitor progress against the variable tranche have not taken place as regularly as envisaged.

89. In addition, there are considerable structural weaknesses due to the lack of reliable education sector data. Various interviewees underscored the inherent complexities of any data collection in the DRC; because of the size of the country, the lack of systematic data collection, the weaknesses of the data collection system (which does not cover all provinces) and issues of security, the situation is considerably more challenging and onerous (needing more time, effort and resources) than in other countries. Weaknesses in the data systems have been noted throughout various reports leading up to the approval of the GPE grant as well as in the grant application itself.[87] The absence of data is reportedly contributing to reluctance on the part of some key stakeholder to convene a JSR as the fear is that "there will be little to review and discuss in the absence of data" (quote from key informant) and that it reduces accountability.

[83] QAR III, p. 16.

[84] There is not discussion in that evaluation report as to the coherence of the SSEF's detailed budget to those of specific government budget documents and reporting frameworks, nor is it clear – from the evaluation report – how specific expenditure reports will be generated.

[85] The indicator framework only mentions which departments are responsible for collecting the data for each indicator (Robert & Konaté, 2015, p. 25).

[86] Robert & Konaté, 2015

[87] Cf: Robert & Konaté, 2015; GoDRC, 2015e; GPE, 2016d.

90. The baseline report[88] noted that inclusiveness of monitoring – in particular in light of the fact there have been new structures and arrangements put in place for the implementation of the SSEF to include other ministries, as well as the decentralized (provincial) levels – would need to be assessed through in-country interviews at the annual assessment stage, as documentation was not clear on this aspect.

91. The fact that there is insufficient priority setting in the SSEF itself and little clarity on the processes for decision making, as well as reduced accountability add up to the conclusion that many of the elements which the GPE process deems necessary for effective strategy implementation are not yet in place in the DRC.

GPE contribution to sector dialogue and monitoring

92. This section reviews how GPE advocacy and funding seek to contribute to stronger sector dialogue and better monitoring in the DRC. The plausibility of this contribution is then assessed based on the baseline situation, progress thus far and the wider evidence base.

93. On the GPE grant itself, there are concerns among a number of stakeholders that there is insufficient information sharing on progress in implementation of the grant and a lack of clarity on how decisions are being taken, and that the grant agent has shown insufficient commitment to participating in coordination meetings. The other concern is that implementation of the SSEF is at risk because of the delays in the start-up of PAQUE.[89]

94. The stretch indicators which for the current grant are a key tool for monitoring are similarly the subject of concern, and this at different levels. The identification of the stretch indicators at the time of the grant proposal is reported to have taken place in a rushed manner and in particular while most donor partners were not in country.[90]

95. Considerable concerns were expressed to the evaluation team over the choice and the feasibility of achieving stretch indicators. Of particular concern was that the purchasing of school books was allocated to the variable part, whereas the purchasing of school books could in fact lead to the achievement of other stretch indicators. Other concerns, from the perspective of the MEPSP, are that the budgetary support for the abolition of certain levies at school level depends on the collaboration of other ministries (in particular finance). In both cases concerns were expressed that these targets would not be attained.

96. In addition, it would appear that the agreed upon processes for monitoring progress of the variable part indicators are not effective given the generally weak dialogue and consultation structures[91] and the absence of specific meetings to monitor progress against the variable tranche.[92] Finally, the stretch indicators themselves require a significant investment in resources for establishing independent baselines and regular monitoring. It is the understanding of this evaluation that these baselines have not yet been established, which effectively reduces the period over which the measurement will take place and the chances that the changes identified will be verified when subsequent measurements take place. However, the country may request a revision of the variable part objectives once the baseline has been established.

[88] Mokoro, 2018

[89] Because the first batch of indicators are process indicators e.g. establishing of independent unit for learning assessment. For efficiency, the indicator is a study on out of school. The second level indicators are more challenging.

[90] Evidence triangulated through various interviews. The discussion of the stretch indicators coincided with the holiday period and was 'rushed through' so that the grant proposal could be reviewed by the next GPE Board.

[91] According to the GPE Secretariat, and following the Secretariat' s recommendations, the SPACE has tried to organize meetings with donors to explain how the variable part will be monitored (baseline, verification methodology, etc.) but the meetings have never happened because of the unavailability of the lead donor.

[92] It should be noted here that the stretch indicators for the first disbursement are mostly of a process nature and therefore relatively 'light' and easy to achieve. However, views on the choice of indicators for subsequent disbursements were mixed at best, and concerns were expressed that the achievability of these indicators was questionable.

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97. GPE technical and financial support to the preparation of the SSEF is reported to have been strong during the planning phase – with appreciation expressed by stakeholders for both the technical and the financial inputs of the GPE Secretariat, and a consistent presence through participation by Secretariat staff as well as the grant agent and the coordinating agent during the process. Stakeholders highlighted the importance of the extensive consultations, and the participatory nature of the dialogue. They also expressed appreciation for the quality of the reports that were shared and which informed thinking about the priorities for the SSEF and the GPE grant.

98. At implementation phase, based on the available evidence, the GPE contribution is, however, assessed as being minimal. Stakeholders (MoE and other donors) expressed the view that the GPE Secretariat should provide stronger support to ensuring effective LEG meetings and provide better guidance on the role of the coordinating agent. While there has been some – reportedly limited – input on expectations for sector coordination through the sharing of terms of reference, this was not sufficient to address the real challenges in effective coordination and monitoring. There are also views that there needs to be clarity about the process for decision making around the use of the GPE grant and strong technical support to the drafting of budgeted action plans and report preparation as well as to strengthening the data systems. Government, donor and CSO stakeholders all emphasized that the GPE Secretariat's lack of in-country presence in a context where sector coordination presents significant weaknesses is a strong limiting factor. Finally, the delays in the start-up of the GPE grant have meant that expected baselines for stretch indicators are not yet in place which may affect measurement of progress and the planned disbursement.

2.1.3 Education Sector Financing in DRC

Summary

- *In the DRC, parents pay directly for the majority of education costs through fees levied at different levels by authorities to 'compensate' for the loss of income when primary education fees were officially abolished in 2010.*
- *Government spending to education has increased in absolute and relative terms. However DRC still spends less on education than comparable countries in the region.*
- *Budget and expenditure analysis show that the vast majority of the budget is allocated to, and spent on, personnel costs.*
- *Budget execution for the recurrent budget is high at 94.3 percent (2014), it is much lower for the investment budget at 27.9 percent.*
- *The DRC spends 42 percent of its government education budget on pre-primary and primary education, 32 percent on secondary education, and 26 percent on higher education.*

Assessment of sector financing

99. The macro-economic context in the DRC has seen some setbacks after a number of years of consistent growth. After an average annual growth in GDP of 7.7 percent between 2010 and 2014 growth slowed in 2015 to 6.9 percent, and even more in 2016 to 2.5 percent. In light of the high population growth, and somewhat slower economic growth, this is likely to translate into a reduction in GDP per capita in years to come.[93]

100. Government spending on education increased from 6.7 percent of the budget in 2005 to 8.3 percent in 2011 and 14.8 percent in 2016 (see Table 7 below).

[93] JSR, 2017.

Table 7 Evolution of the budget allocated and spent on the EPSP (primary, secondary and vocational education) as a proportion of state budget, 2011 to 2016

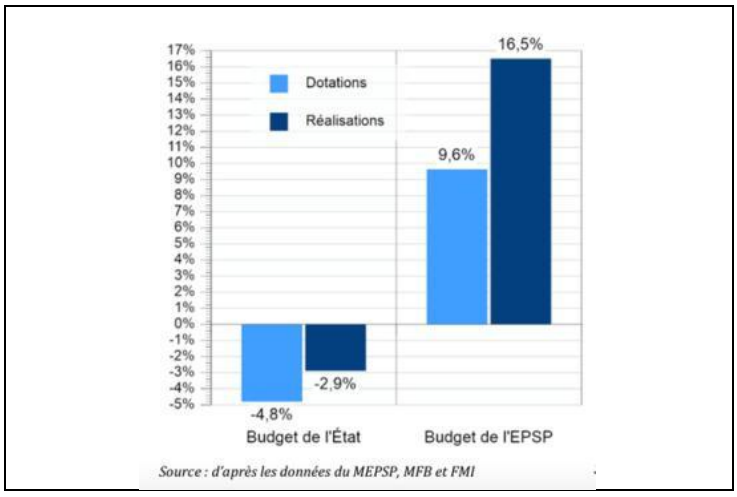
	2011		2012		2013		2014		2015		2016	
	Dotation	*Utilisation*	*Dotation*	*Utilisation*	*Dotation*	*Utilisation*	*Dotation*	*Utilisation*	*Dotation*	*Utilisation*	*Dotation*	*Utilisation*
Fonctionnement	**11,2%**	**9,5%**	**13,3%**	**12,3%**	**12,5%**	**12,8%**	**12,2%**	**14,0%**	**13,4%**	**14,4%**	**15,9%**	**16,3%**
Dépenses de personnel	26,8%	22,8%	23,7%	23,6%	22,4%	25,0%	25,1%	26,1%	26,3%	27,2%	28,0%	28,3%
Biens et matériels	2,6%	1,0%	3,0%	14,1%	6,4%	0,6%	9,8%	0,9%	9,4%	0,8%	4,8%	0,8%
Dépenses de prestations	3,8%	2,1%	6,5%	2,2%	10,3%	1,6%	5,7%	2,6%	5,8%	0,6%	8,4%	1,3%
Transferts et interventions	0,8%	0,0%	4,5%	0,1%	2,1%	0,5%	2,0%	1,9%	1,9%	1,7%	1,7%	0,7%
Investissements	**6,1%**	**4,3%**	**8,1%**	**0,4%**	**18,4%**	**6,6%**	**9,1%**	**9,6%**	**1,6%**	**6,1%**	**4,2%**	**3,3%**
Construction et réhabilitation	5,9%	1,6%	11,9%	0,3%	28,4%	10,8%	11,1%	11,3%	0,0%		2,8%	4,8%
Équipements	6,6%	8,1%	4,8%	0,6%	11,7%	1,7%	7,8%	7,2%	2,6%	13,5%	5,1%	2,7%
Total	**8,7%**	**8,3%**	**10,7%**	**9,9%**	**15,1%**	**11,8%**	**11,0%**	**13,5%**	**8,9%**	**13,5%**	**13,0%**	**14,8%**

Source : d'après les données du MFB

Source: PIE 2017 (GoDRC, 2017c)

101. In nominal terms, the budget of the MEPS-INC has increased at a rate of 27 percent per year. At 2010 constant values this corresponds to 9.6 percent annually. The budget evolution for the education sector is significantly higher than the overall state budget for which annual allocations went down by 4.6 percent and budget execution by 2.9 percent, between 2011 and 2016. Nonetheless, the DRC still allocates and spends significantly less as part of its GDP on EPSP than the Sub-Saharan Africa average:[94] at 2 percent of the GDP the education budget in DRC is still far below the recommended international target.

Figure 2. Education budget progression versus that of the Government as a whole



Source: GoDRC, 2017c[95]

102. Budget execution showed considerable improvement between 2012 and 2016. The execution rate of the government budget on education in 2016 was at 79 percent (CDF 4.350 billion spent out of CDF 5.497 billion allocated)[96] – the highest over the period of 2011-2016. Budget execution has been significantly higher in the education sector than overall for the government.

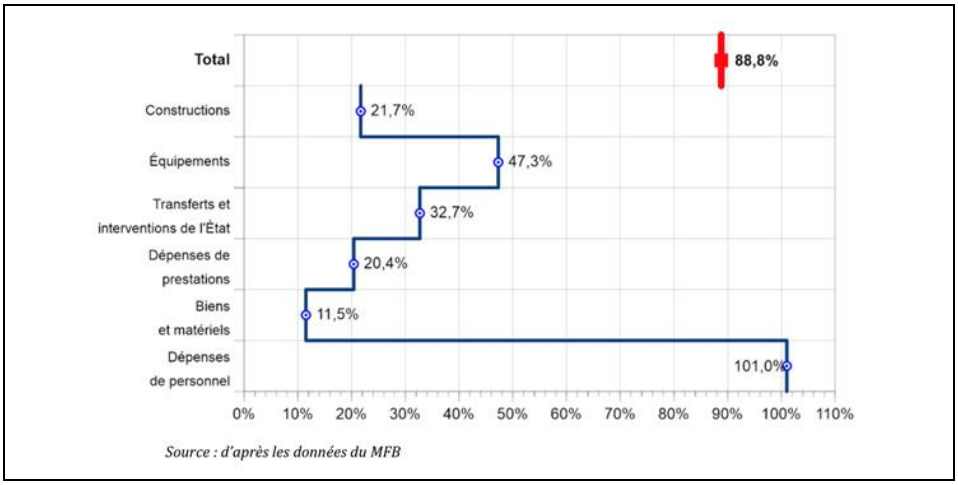
[94] The World Bank Public Expenditure notes that DRC spends 1.8 percent of GDP on education, compared to the average of 4.6 percent for Sub-Saharan Africa.

[95] République Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionnel (2017). Mise en Œuvre du Plan Intérimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c), p. 29

[96] Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionnel (2017). Mise en Œuvre du Plan Intérimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c).

103. The level of expenditure varies by budget category and a more detailed analysis is revealing. It shows that while budget execution for the recurrent budget is high at 94.3 percent (2014), it is much lower for the investment budget at 27.9 percent. It also shows that there is significant variation among other sub-categories.

Figure 3. Expenditure by budget category (2014)[97]



Source: GoDRC, 2017c[98]

104. In terms of the different levels of education, the DRC spends 42 percent of its total government budget on pre-primary and primary education, followed by 32 percent on secondary education, and 26 percent on higher education. The share of public funding to primary education (including donor resources) is just below the GPE recommended target of 45 percent.[99]

105. A detailed review of the budget also shows that salaries represented 94 percent of EPSP spending between 2013 and 2015. In fact, the envelope spent on salaries has tripled between 2010 and 2016 from CDF 169 billion to CDF 572 billion. Although the budget voted by the government specified that salaries would be below 60 percent of the budget in 2014, the salary share reached 80 and 84 percent in 2015 and 2016 respectively.

106. As noted in a recent study,[100] higher spending for personnel has absorbed nearly all the additional resources allocated to the sector. The main explanatory factor for the increase in spending on salaries is the very substantial increase in number of administrative personnel recruited into the education system.[101] As a consequence, almost no resources were made available for operating expenses; non-salary recurrent budget expenditures are minimal.

107. The GPE endorsement letter[102] of the DRC government, signed by the Minister of Finance and the Minister of the Budget, contained specific budgetary undertakings that aim to increase the effective public spending allocated to the education sector between now and 2025. This entails increasing funding to the sector to 20 percent of the total executed budget (after excluding public debt

[97] République Démocratique du Congo. Ministère de l'Enseignement Primaire, Secondaire et Professionnel (2017). Mise en Œuvre du Plan Intérimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c), p. 31
[98] République Démocratique du Congo. Ministère de l'Enseignement Primaire, Secondaire et Professionnel (2017). Mise en Œuvre du Plan Intérimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c), p. 31
[99] The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington (WB, 2015).
[100] Groleau, G. (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo. (Groleau, 2017)
[101] Groleau, 2017.
[102] Government - GPE endorsement letter, 21 January 2016. (GoDRC, 2016c)

expenditures), compared to an average of 15.4 percent over the 2011-2015 period.[103] At the time of the annual visit, the outlook for reaching this was pessimistic in the assessment of knowledgeable interviewees in government. Analysis shows that disbursements for recurrent expenditure are far below allocated amounts

108. Data on donor financial support to education is – according to various sources – incomplete for the DRC.[104] Partial data (various donors did not provide information) suggests that ODA to the sector between 2013 and 2020 will amount to approximately USD823 million distributed among the components of the Interim Education Plan which has been finalized and the current SSEF.[105] PIE reporting also reflects lack of comprehensive donor reporting on commitments and expenditure. For example, for 2014, donor budgets were drawn up without information from "Belgium, UNESCO and other partners".[106] For 2016, a similar situation was noted, with no information being available for two key donors (UNICEF and UNESCO).[107]

109. As a percentage of the total SSEF budget, the commitments by donors represent 7 percent of the total estimated cost for the implementation of the SSEF (corresponding to USD563 million of the total USD8071 million estimate for implementing the sector plan). Seventy percent of the ODA funding is provided by three main donors: the World Bank, GPE and USAID, but data on donor contributions in the past and into the future remain incomplete which complicated getting a clear view of trends with respect to education financing for the future.[108] Development funding to the education sector as a percentage of the overall budget is set to decline in the current period. Because of the importance of development funding for non-salary spending in the sector this could pose a significant limitation in terms of implementing the SSEF.

110. All support to education is implemented through project modalities of support which do not use government systems. Most projects are funded by single donors, although there are some examples of joint programmes such as the DFID and USAID funded Accelere! Program but with implementation modalities that are very different from PAQUE. These projects are not included in the public budget.

111. GPE funding (at USD100 million) amounts to 1.2 percent of the overall budget of the SSEF. The GPE contribution for the SSEF represents 17.8 percent of projected donor funding for the SSEF. ODA commitments (i.e. what is currently known about donor commitments) represent just over 50 percent of the external funding needed, leaving a USD544 million funding gap for the SSEF. Given the very small amount of government budget allocated to investment expenses, this means that in practice there is a rather large shortfall in funding for key investment and critical quality enhancement activities. This, together with the cautionary notes from the external review of the SSEF reflected in the GPE ESPIG grant application, and a large number of reforms and the lack of adequate prioritization, should be cause for attention.[109] Concerns about the funding gap were also clearly voiced during the interviews for this annual visit.

[103] In 2016 the CSO coalition for education for all (CONEPT RDC) also called for an increase of government spending to 25 percent of the budget,[103] in addition to starting a campaign for the abolition of school fees Source: Education pour Tous Magazine. Février-avril 2017. (CONEPT, 2017)

[104] Robert & Konaté, 2015; GoDRC, 2017b; République Démocratique du Congo. Ministère de l'Enseignement Primaire, Secondaire et Professionnel (2017). Mise en Œuvre du Plan Intérimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c)

[105] MEPSP (2017). Troisième Revue conjointe du Plan Intérimaire de l'Éducation.

[106] MEPSP (2014). Deuxieme rapport du suivi de la mise en oeuvre du PIE, p.42.

[107] MEPSP (2014). Deuxieme rapport du suivi de la mise en oeuvre du PIE, p. 43

[108] The Independent Review of the SSEF noted in this respect that the simulation model of the SSEF does not include adequate attention to the possible evolution of ODA to the sector and states that this is in contradiction to the commitments that donors made through the Paris Declaration in 2005 (Robert & Konaté, 2015, p. 23).

[109] GPE (2015). Requête de financement pour la mise en œuvre du programme sectoriel de l'éducation.

112. The QAR I assessed the extent to which PAQUE was likely to be aligned with national systems (see Annex Table 15 in Annex K). This shows that GPE financial support is to a significant degree managed through procedures that are parallel to the DRC PFM system and not using country systems.

113. A discussion of the financing of education is not complete without an analysis of the substantial contribution in the form of fees that parents make. As noted in the World Bank Public Expenditure Review and in other documentation in the DRC, parents pay directly for three quarters of the education spending through private household out of pocket contributions. Thus in 2013, the total cost in the education sector amounted to USD2.184 million, of which over USD1.594 million (73 percent) was funded by parents. In the same year 23 percent of the funding came from the government and four percent from donors.

114. In fact, "since the start of fee abolition for primary education (2010), education authorities across the system have sought to recoup what they call "le manque à gagner" (loss of profit) through a multitude of fees and charges which were rapidly introduced in upper primary classes and secondary schools to compensate for shortfalls after school fees were officially abolished.[110] A recent study identified over 130 types of school fees charged at primary level.[111]

115. As a result, between 2010 and 2016 school fees for parents have doubled in primary and almost tripled in secondary schools.[112] It is logical that the sheer volume of fees combined with the high fertility rates in the DRC – which mean that families may have five children in school at the same time – absorb a major proportion of the household budget.

116. The school fees also expose parents and children to situations where they have to borrow money or find ways to make in-kind payments. Non-payment may subject families to situations of duress and lead to expulsion. Multiple reports have raised the issue of disproportionate contributions of school fees, which have been found to be at the heart of children not going to school, or dropping out.[113] A recent study established that **households contribute to just under two thirds of the direct costs of school for primary education and just over half of the costs for public primary education** (54 percent).[114]

117. The numerous fees prescribed at school, provincial and central levels add up to an average of USD43 per child per year.[115] Three main reasons that household contributions to education finance are so high are that (i) only about 67 percent of public school teachers are on the official payroll;[116] (ii) teacher salaries are still low in comparison with other public sector employees, leading households to compensate teachers already on payroll with supplementary salaries (frais de motivation); and (iii) the education sector does not budget adequate funds to cover operating costs borne by public schools and the public school system.[117] Administrative structures and their staff capture 20 to 40 percent of the fees charged to parents which are used to top up their salaries and operational expenses. This amounts to an upward movement of money collected from communities that is not subject to systems

[110] Verhage, J. (2017). The school fee landscape in the DRC - *A voyage into the world of the strong and the weak.*
[111] Verhaghe, J. (2016) *The school fee landscape in DRC,* Cambridge-DFID.
[112] Ibid.
[113] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. (UNICEF & UNESCO, 2014).
[114] Herdt, T., Marivoet, W. and F. Muhigirwa. (2015). Situation des Femmes et Enfants en RDC – Vers la réalisation du droit à une éducation de qualité pour tous (SITAN). IOB and CARF.
[115] Seen in the context of the fact that 57 percent of household earn less than 600 dollars per year, and 81 percent less than 1200 dollars per year, and that they typically count 6 to 7 children, this is a substantial burden.
[116] As explained in the World Bank Public Expenditure Review, only 68 percent of the teachers are on the payroll of SECOPE (the government payroll system due to delays in absorption of teachers).
[117] The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington.

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of accountability and control. This reality is linked to many of the issues of access and completion in education which are discussed in subsequent sections of this report.

118. The independent assessment of the SSEF[118] draws attention to this issue and recommends that donor dialogue with the Government should concentrate on ways for reducing the financial burden and ensuring accountability of the funds collected.[119] It includes a number of concrete recommendations for enhancing oversight, amongst others through better parliamentary oversight and the involvement of the independent observatory for education. The fact that in practice this critical dialogue does not take place in a formal and structured manner and with the latest available evidence – and that studies that shed important light on this matter are not openly distributed[120] – at best highlights reservations about having this kind of discussion and may also be illustrative of reservations about the fora that have been established for this kind of dialogue (see section 2.1.2).

119. Although the questions listed in the evaluation matrix (Annex C) will continue to be verified during field visits in the next two years, the available documentary evidence and interviews suggest that it is unlikely that the GPE will move to a more aligned financial modality.

GPE contribution to sector financing

120. While there has been a positive trend in terms of the increase in government funding for education (see section 2.1.3), it is not possible to make a concrete assessment at this time as to whether this can be directly attributed to GPE.

121. On the other hand, the evidence that the cost of schooling has grown over the period for parents should be cause for considerable concern.[121] Specific conditions were agreed with the Government of the DRC at the time of the grant signature. These target three specific fees (SERNIE, TENAFEP, Minerval) among the numerous levies that are charged to parents. The abolition of these three fees is supposed to go hand in hand with an increase in funding by the government to schools to address the loss of income. The expectation is that over the grant period there should be a gradual relieving of the financial burden on families and this should contribute to addressing both the needs of population and issues around equity.

[118] Robert & Konaté, 2015.
[119] Ibid, p. 24.
[120] This comment refers to a study commissioned by DFID on school fees which was finalized in 2017 but has not been formally shared with other partners for discussion.
[121] Key informants mentioned to the review team that since 2017 one of the main fees – the MINERVAL – has been increased from 100 francs to 1000 francs, in a trend that – if confirmed – would be contrary to the official agreement on reducing such levies.

2.1.4 Education sector plan implementation

Summary

- *Sector plan (SSEF) implementation at the time of this annual report is not yet effective, but preparatory activities for the SSEF have been initiated.*
- *The PIE period (during which the previous GPE grant – PROSEB – was effective) has seen some important achievements, including an impressive increase in enrollments and a reduction in repetition and drop-out rates. An important direct area of support by GPE during this period has been the distribution of text books at primary level. Achievements of the PIE were more modest in terms of girls' performance, which continues to lag behind that of boys in most indicators. Only modest progress was made in early childhood education.*
- *Areas of educational management (teacher training and salaries) and governance underperformed during the PIE period and much remains to be achieved. Particularly concerning is the continued high cost of education for parents in spite of the policy of free primary education.*

Assessment of sector plan implementation[122]

122. GPE has provided support to the DRC with two main grants to date. The first PROSEB (July 2013 – February 2017) supported the implementation of the PIE. The second, the current ESPIG (September 2017 – February 2021), supports the implementation of the SSEF.[123]

123. Three monitoring reports ('*rapports de suivi*') were produced on the implementation of the PIE, and one final evaluation report. The reports contain a substantial amount of detail. Taking together this reporting, combined with interviews during the first annual visit of this PE, suggests that:

- The PIE period saw continued progress in terms of key results related to improving enrollment at primary level, reducing repetition and improving completion rates.
- The PIE faced challenges in terms of implementation of other results areas. Thus, results were much more modest on access to pre-primary, on free primary education, girls' education and out-of-school children. Some progress was made in terms of teacher training and teacher service conditions, but only towards the end of the plan period and without substantively affecting the quality of education. In the area of governance, while some progress was made on aspects related to decentralization and the modernisation of the Ministry, as well as in capacity building and piloting in the education system, the report concluded that 'much remains to be done to achieve the targets of the plan'.
- In general, reporting on the implementation of the PIE suggests that while policy reforms were initiated on a large number of fronts, they more often than not have failed to be taken forward and followed through. The PIE lacked priority setting and capacity for implementation, as reflected by the large number of policy initiatives which were initiated but which were either not completed in terms of policy papers or have not moved beyond drafting stage to implementation. In this context, the third progress report of the PIE lists 18 reforms that have been initiated in terms of policy statements but that have either not been entirely approved or that lack (further

[122] For more details see the DRC Baseline Report (Mokoro, 2018).
[123] For details on GPE grants see Annex Table 8 of Annex G.

action in view of) implementation.[124] However, the progress report does not analyze the issues that underpin the lack of progress.

- There has only been limited progress in strengthening the EMIS.[125]

124. Key overarching concerns are that the SSEF provides insufficient guidance on priorities among its long menu of ambitions and activities, and that the current information systems will not allow for effective monitoring. The fact that the plan is insufficiently funded is an additional concern.

125. At the time of the first annual visit for this evaluation progress on the implementation of the sector plan remained unclear. As noted earlier, the SSEF still needs to be operationalized in annual plans and budgets. No reports were identified that could shed comprehensive light on implementation of the SSEF.

126. While the technical team at SPACE in interviews with the team mentioned various provisions such as the establishment of a 'comité de pilotage' for each project and the existence of a 'comité de suivi' for the preparation of the sector meeting, other stakeholders were distinctly less optimistic in their interviews and pointed to a lack of a) clarity on processes for decision making; and, b) progress in implementation.

GPE contribution to sector plan implementation

127. The most recent grant of US$100 million - the ESPIG which funds the DRC Education Quality Improvement Project (EQUIP) - effectively started in September 2017, and consists of a fixed (70 percent) and a variable tranche (30 percent), with the key objectives of improving the quality of primary education, and strengthening sector management. Table 8 below lists the three components of the latest GPE grant and what their main focus is in light of the three key thematic areas of the NESP/SSEF.

128. The interventions under the EQUIP (=PAQUE) project are targeted to the same four provinces as were targeted under the previous program, the PROSEB, namely Kasaï-Oriental 3 (Lomami), Katanga 3 (Tanganyika), Equateur, and Kasai Occidental. The selection process is described in detail in the World Bank's Project Appraisal Document (PAD).[126] Furthermore, an agreement was reached during project preparation that the same project implementation unit at the MEPS-INC that was responsible for the implementation of the PROSEP, the first GPE project, would be responsible for the implementation of the EQUIP project as well. This arrangement takes advantage of the structures and expertise already in place, particularly regarding fiduciary safeguards, financial management and procurement.[127]

[124] The third progress report for the PIE suggests a priority plan of seven essential key reforms which will be directly supervised by the Secretary General, and monitored by the thematic groups of the ComCon, and for which directorates of the EPSP are assigned responsibility in terms of implementation.

[125] On this issue the PIE states that: "le MEPSP dispose à présent d'un SIGE opérationnel. Toutefois, des difficultés liées à la disponibilité à temps des financements impliquent des retards fréquents dans la production et la diffusion des données. Des retards importants sont à signaler pour la mise à disposition de l'annuaire 2013 - 2014. Il est donc nécessaire de disposer d'un financement national sécurisé qui doit permettre à la DEP de ne plus dépendre de financements extérieurs pour assurer ses missions régaliennes. Un projet d'appui (UNESCO - BM) a été mis en place pour assister la DEP dans ses fonctions à partir de l'année 2016." (p.95).

[126] Project Appraisal Document (WB, 2016c), p. 76

[127] World Bank Implementation Status & Results Report, August 2017 (WB, 2017b)

Table 8 Components of NESP, PAQUE, their focus and the latest update

SSEF Thematic Area	PAQUE Component	Focus	Update (as of May 2018)[128]
I. Improving quality of education	**Component 1** Quality of Learning in Primary Education	To improve the quality of teaching and learning in primary education, through a conducive education environment enabled by the strengthening of early childhood education (ECE), improved training and support to teachers, and the provision of instructional materials.	**Sub-component 1.1 – Strengthening the ECE system for Quality Service Provision:** Implementation of activities under this sub-component has not fully started yet and most of the activities are currently planned for 2019. **Sub-component 1.2 – Enhancing Teacher Effectiveness:** The report on "Humanités Pédagogiques" which will serve as a cornerstone to lead to reform has been commissioned but has not started yet. However, some important institutional reforms such as the creation of the "training directorate" have been acted upon and the new directorate now exists in the current ministry's organigram. The establishment of the teacher training institutes is yet to start as it is contingent upon the attainment of objectives in the variable part. The reinforcement of teachers' in-service training through a cascading mechanism has not yet been implemented and under current plans is expected during the upcoming summer break. **Sub-Component 1.3 – Supporting the supply chain of learning and teaching materials**: This sub-component is delayed because the ministry has not yet fully settled on the textbooks to use. During Project's preparation the ministry leaned towards using textbooks developed under ACCELERE! (a USAID financed project). However, recently the ministry announced that it has not yet arrived at a final decision. This is mainly because textbooks from ELAN, supported by the Organisation Internationale de la Francophonie (OIF), are competing with ACCELERE!'s. PAQUE will procure the textbooks that the ministry will choose.

[128] This update is taken from the latest Implementation Status & Results Report (WB, 2018b).

SSEF Thematic Area	PAQUE Component	Focus	Update (as of May 2018)[128]
II. Strengthening the management of the system and piloting of innovations	**Component 2** Strengthen sector management	To improve knowledge of sector performance and to build systems of accountability to be leveraged in support of improved learning outcomes at the school level, with special emphasis on learning for girls. Concurrently, the component operationalizes a strategic position advocated by the SSEF to improve education quality by relying on school-level initiatives and the use of incentives for improved performance.	**Subcomponent 2.1: Institutionalizing standardized student learning assessment**. The independent unit in charge of large-scale assessments (Cellule Indépendante de l'Évaluation des Acquis Scolaires, CIEAS) has been created. The Ministry has also found office space for the CIEAS which shows a strong commitment from the ministry as main units do not have proper offices. As of now the challenge has been to staff the unit. A Request for Expression of Interest has been issued for the head of the unit and until now the process has not been closed because of the lack of qualified candidates. The unit will be operational once it is fully staffed which means not only finding a qualified head but also filling some key positions such as psycho-metrician, statistician, IT specialist to name a few. The Project unit is working hard to pre-identify suitable candidates even though the task proves arduous in such a low-capacity environment. Once the head of the CIEAS is in place a call for proposal for international technical assistance will be issued. Even though the CIEAS is not fully operational an international firm has been hired to carry out the first large-scale assessment which will be carried out in 2,000 primary schools in the Project's educational provinces. **Sub-component 2.2 - Institutionalizing Accountability in the Administrative and Pedagogical Support Chain down to the School Level through Performance-based Financing:** This sub-component is moving at a reasonable pace as CORDAID's contract has been cleared in the system and CORDAID which has a solid international reputation implementing PBF schemes will support the ministry in the implementation of a PBF in the Project's provinces. CORDAID will start its works anytime soon. All 1,350 schools which will be included in the mechanism have been identified along with 650 schools which will not benefit from the mechanism but will serve as a control group to help inform the ministry whether PBF in the current setting helps or not improve teaching and learning

SSEF Thematic Area	PAQUE Component	Focus	Update (as of May 2018)[128]
			environment and learning outcomes. The ministry will then take an informed decision to scale up the mechanism across the education sector. **Sub-component 2.3 – Support to Girls' Education:** Full implementation of activities under this sub-component has not yet started.
III. Developing access and ensuring equity	**Component 3** Management, Monitoring and Evaluation of the Program	*At the program level.* The project will support activities to ensure effective project execution and coordination, and the monitoring and evaluation of project outcomes. *At the sectoral level*. The project will support a study to improve the evidentiary understanding of school, household, and individual determinants of dropouts to inform strategies to improve retention and encourage re-enrollment of students that have dropped out of the system.	The Project Coordination Unit is now operational albeit a few positions need still to be filled. The PCU is a strong unit and has managed PROSEB, the former GPE Project. The main data collection effort to support M&E activities and be the source of information for the project will be under way soon. The international firm to carry out the effort has already been hired and is in place.

Source: WB, 2016c, WB, 2018b.

129. For the results-based variable part of the grant (30 percent), DRC has selected the indicators[129] presented in Table 9 below, which also includes the latest update[130], to be implemented in the nine project provinces.

Table 9 Stretch indicators

Stretch Indicator	Description	Activities	WB Update (as of May 2018)
Stretch indicator 1	Improved reading test scores in French and national languages for children on a standardized early grade (grades 2 and 4) assessment done by the teachers and supervised by the parents' committee (COPA). The results are publicly discussed and available **Learning Outcomes Dimension**	An independent agency (CIEAS) in charge of national standardized learning assessments is set up. The agency organizes the learning assessments in a representative number of public primary schools for grade 2 and 4 in reading. The CIEAS develops the assessments which are administered by the teachers and supervised by the parents' committee (COPA). The assessments results are made available to the public, discussed with COPA, and they are used for education policy-making at all levels	The implementation of a large-scale assessment which has not been realized yet but for which all the critical parts are already in place for the assessment to happen.
Stretch indicator 2	Reduce the dropout rate at the end of Grade 1, especially in low efficiency provinces **Efficiency Dimension**	Carry out a study to operationalize the strategies for the reduction of dropout identified in the SSEF which include (a) school fees reduction, (b) improvement of the quality of education, (c) sensitization of parents, teachers, and school directors, and (d) adapting the school calendar to the geographical setting and season. Implementation of the approaches as identified by the study to reduce drop-out, especially in provinces with low internal efficiency.	A study to operationalize strategies to fight dropouts was planned and a draft of the report is available.
Stretch Indicator 3	Elimination of all direct fees (SERNIE, TENAFEP, Minerval) in primary schools and reduction of households' out-of-pocket for education especially the poorest **Equity Dimension**	Generalization and effective suppression of SERNIE and Minerval throughout the country and for the entire primary cycle (grades 1 to 6). Effective elimination of TENAFEP starting school-year 2018-2019. Progressive inclusion of previously unpaid primary school teachers on government's payroll to displace and reduce parental contributions.	1,488 primary-school teachers who were previously not paid have been now integrated into the civil service out of a target of 1,600 for the current year.

Source: Project Appraisal Document (WB, 2016c, p. 120ff.)

130. Table 10 below shows the costs assigned to each of the program's components:

[129] Project Appraisal Document (WB, 2016c, p. 120ff.)
[130] Implementation Status & Results Report (WB, 2018b)

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Table 10 ESPIG components and associated costs

Component	Description	Cost (US$, millions)
Component 1	Quality of Learning in Primary Education	65.7
Subcomponent 1.1	Strengthening the Early Childhood Education (ECE) system for Quality Service Provision	
Subcomponent 1.2	Enhancing Teacher Effectiveness	
Subcomponent 1.3	Supporting the supply chain of learning and teaching materials	
Component 2	Strengthen sector management	21.9
Subcomponent 2.1	Institutionalizing standardized student learning assessment	
Subcomponent 2.2	Institutionalizing Accountability in the Administrative and Pedagogical Support Chain down to the School Level through Performance-based Financing	
Subcomponent 2.3	Support to Girls' Education	
Component 3	Management, Monitoring and Evaluation of the Program	12.4

Source: Project Appraisal Document (WB, 2016c, p. 13ff.)

131. It is too early to be able to make an assessment of the GPE contribution to the implementation of the SSEF. However, there are concerns about the apparent lack of GPE support to implementation, in particular with respect to the variable part indicators and associated monitoring. Furthermore, GPE (and GA) presence to support processes is very thin on the ground.

132. Given that issues covered by the variable tranche constitute an important part of the funding and support to education sector planning and priority setting are critical to the success of the SSEF, both should be areas of specific attention.

2.1.5 Alternative explanations and unintended/unplanned effects

133. Changes in education sector planning, dialogue and monitoring, financing and implementation can result from a wide variety of factors. In order to be able to assess if GPE has contributed to changes at the endline, potential alternative explanations are identified and evidence confirming or refuting each alternative explanation will be sought during the evaluation period.

Confirming and refuting alternative explanations

134. An important caveat is that with the implementation of SSEF being behind schedule and concerns about capacity for priority setting, it is too early to tell whether or not alternative explanations are justified. In any case, on sector plan implementation, the direct support to the country by GPE appears limited (beyond financial inputs), compared to the engagement at planning stage, in particular when taking into account the complexity of the operating environment (multitude of actors, different levels, fragile governance environment, etc.). And as noted earlier, a key preliminary concern is that there appear to be very significant weaknesses in sector dialogue and mutual accountability, which are critical to drive the GPE model at country level. Without a GPE presence in country (here meaning the combined action of the Secretariat and a strong CA and GA), and without partners being able to identify a way forward to address these challenges (which in the current context of poorly functioning structures may be very difficult), it is difficult to see how these mechanisms will be improved.

Unintended consequences of GPE financial and non-financial support

135. Interviews and discussions during the field visit in May and during follow-up remote interviews identified a number of (potential) unintended consequences:

- Quality assurance processes by the GPE are generally considered to be of high quality and useful. However, the processes replicate those that are used by the World Bank. As the World Bank is the GA for GPE in the DRC this has produced unnecessary duplication of work all round.
- An important focus of the SSEF has been to extend the scope of the sector plan to cover the four ministries that are responsible for education and to reform CATED into SPACE with a broad inter-ministerial coordination and technical function. While this is not solely attributable to the GPE there has been support by GPE partners to these processes. The extended scope of the SSEF and the establishment of SPACE are both considered to be an achievement. However, this may in fact have complicated coordination and reduced clarity on responsibilities and accountability in a country that already has considerable challenges in educational management and accountability.
- Relatively strong presence of GPE during the design phase of the grant and the consultation processes has created expectations about its continued involvement during the implementation phase. This may require reflection on the relative weight of inputs into design versus the kind of support that can realistically be provided at implementation in particular in a context where the GPE partnership is weak as is the case in the DRC.
- Given the complex issues that underlie fee systems in the DRC, there is a risk that the focus on the abolition of only a sub-set of school fees will shift rent seeking to other school fees or other means of securing financial contributions from parents. Again, this point is not specific to the GPE, but the negotiation around the GPE grant has included attention to the issues of school fees, and therefore this point merits attention here.
- Experience from other countries would suggest that the use of stretch indicators needs careful reflection and strong buy-in. The pressure to submit the DRC proposal to the GPE board resulted in shortcuts being taken in the discussion around these very important indicators. As a result, key partners in the process do not feel they have ownership of this part of the agreement. This has likely contributed to further undermining the already weak GPE partnership and poses a risk for the successful implementation of the plan from the perspective of having indicators that are not realistically achievable and for which key partners may not feel accountable.

136. The extent to which these unintended consequences continue to pose a risk will need to be tested in future Annual Reports.

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2.2 Progress towards a stronger education system

Summary

- *Progress was made under the PIE in terms of educational infrastructure at primary level but decision making on school constructions shows inefficiencies.*
- *Progress was also made in developing a policy for in-service teacher training. Similar progress remains to be made for pre-service training.*
- *Programs for primary education were produced during the PIE period. A textbook policy is in place but selection of books is a current concern.*
- *Timely production of education data continues to be a challenge. Data is not comprehensive and production of reports relies on external financing.*
- *There is no nationwide learning assessment system in place. This PIE priority is to be picked up during the SSEF implementation.*
- *There are considerable challenges of accountablity and management in education.*
- *Teachers meet minimum criteria of training, but only half score adequately on reading tests.*
- *A relatively good pupil-to-teacher ratio conceals issues of efficiency.*
- *There has been little progress in increasing the number of female teachers, who are under-represented at all levels.*
- *There is a high and increasing number of managers, compared to teachers, with an increased financial burden on the sector but without commensurate improvements in educational management.*
- *Achieving a stronger education system will require a much more joint understanding – among all partners and including between donors – of the governance issues in the sector and commitment to a joint agenda.*

Assessment of progress towards a stronger education system

137. This section of the report looks at education systems from the perspective of progress in terms of infrastructure, educational policies and programs, education data (key to decision making) and learning assessment, education management, and teachers, as well as the overall policy framework.

138. The PIE period saw an important increase in the number of schools and classrooms, which enabled an influx of 3 million primary school pupils and 1 million secondary school pupils between 2010 and 2014. In 2015, the number of primary schools had reached 51,657 (373,650 classrooms) and there were 25,581 secondary schools (192,550 classrooms). Between 2010 and 2015 almost 15.770 additional primary schools were built. This represents an annual increase of 7.6 percent in the number of primary schools. The increase in classrooms was most pronounced in the provinces of Bandundu, Kasai Occidental, Equateur, and Maniema (GoDRC, 2017b).

139. The third JSR (Aide memoire of 2017 JSR) reported that the construction was mostly funded by the government-launched Projet de Réhabilitation et de Construction de Infrastructures Scolaires (PRRIS)[131] and PROSEB. A total of 531 schools were completed under PRISS (representing 50 percent of what was planned) at the time of the evaluation of the PIE, and 149 were completed by PROSEB

[131] The project was launched in April 2013 with a budget of USD 100 million.

(corresponding to 900 classrooms and representing the totality of what was planned).[132] While this has provided an important increase in the number of classrooms, the PIE targets which were higher were not achieved (Aide memoire of 2017 JSR). A key issue in terms of construction continues to be that standards for construction are not being adhered to and there also is a lack of compliance by many conventionné schools (despite the moratorium in place on new construction) with agreed standards such as the minimum number of students required to open a school, the student-teacher ratio, and the appropriate teacher-administrative staff ratio. This directly produces inefficiencies such as low PTR and the disproportionately excessive hiring of teachers relative to student enrollment (WB, 2015).

140. Progress has been made during the PIE period in developing a policy for in-service teacher training and an action plan for implementing main priorities. In spite of having been planned for the PIE period, progress remained to be made for pre-service training at the time the PIE was evaluated. Work on pre-service teacher training has therefore been planned as a priority under the SSEF.

141. Programs for primary education were produced during the PIE period although after considerable initial delays. Despite being part of the PIE plans no progress was made on revising the curriculum for secondary education. A school book policy was put in place during the PIE for primary education, and PROSEB contributed to the distribution of approximately 20,000 books. However, for the current GPE grant, the selection of books (which the Ministry of Education needs to do) appears to be one of the reasons for delays in implementing the GPE grant.

142. There is currently no national learning assessment system in place. This was one of the priorities of the PIE but was not achieved. The creation of an independent agency (CIEAS) which will organize regular national learning assessments is part of the PAQUE.

143. Timeliness and availability of education data are challenged in the DRC. The country still lacks a comprehensive system for tracking educational indicators and performance. The EMIS is weak and overly reliant on external support, which results in delays in reporting. The World Bank Status Implementation Report of 2016 notes that "learning assessments have been undertaken […] but they are not systematic and are dependent on external financing."[133] While some progress has been made during the PIE period, this progress has not been sufficient to contribute to regular, sector-wide production of education data. As noted in the preceding section, lack of data availability limits capacity for sector monitoring and contributes to weak priority-setting.

144. The complexity of the education system, with multiple actors and overlapping structures, reduces the efficiency of educational management and accountability. An external assessment[134] of sector management/governance documents found weaknesses in many areas including teacher management and payroll, as well as in accountability of the money that parents contribute to education. On the payroll, poor individual file management, a centralized database that is not secure, and long delays for registering or changing the status of teachers and administrators complicate education management. Teacher recruitment is done at local level, with concerns about the clarity and transparency of the allocation criteria. For example, in almost half of the cases teacher assignment to primary schools does not take into account the number of pupils.[135] A similar pattern is found at secondary level. The process for registering schools and administrative structures also continues to lack proper oversight.

[132] Approximately one quarter of PROSEB's budget was spent on school construction corresponding to USD 24.4 million for 900 classrooms.
[133] World Bank. (2016). Implementation Status Report 2016. Pp. 5. (WB, 2016f)
[134] Groleau, 2017
[135] Groleau, 2017

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145. Teachers are at the heart of improving service delivery, but as noted above cannot be the only solution to the problem. The baseline report[136] has highlighted various challenges to teacher quality and management. Over 25 percent of the 545,233 teachers who were registered in the official system in 2017 were older than 50[137] and 4.8 percent had passed the age of retirement. Female teachers make up just over a quarter of the primary teaching force. Their presence in the workforce has increased only modestly in past years from 27.1 percent in 2010 to 28.3 percent in 2015, failing to reach the 35 percent target that had been set for the PIE.[138] Female teachers are even less well represented at higher levels – only 10 percent of secondary teachers are female, and less than five percent are female in higher education.[139]

146. There is a relatively good pupil-to-teacher ratio of 36.8:1 at primary level and 15.0:1 at secondary level. [140] As noted in the RESEN,[141] the main explanatory factor for this is that a significant percentage of the teacher workforce is actually paid by parents. If one removes the community-paid teachers, the pupil-to-teacher ratio in primary jumps to 63.5:1.[142] The 2015 Public Expenditure Review comments that the relatively low PTR is indicative of efficiency challenges (i.e. scarce resources being used ineffectively) with the optimal levels being 40:1 and 25:1 for primary and secondary respectively.[143] Data on pupil-to-trained teacher ratio (PTTR) is incomplete as shown in Annex Figure 15, Annex Figure 16, and Annex Figure 17 of Annex O, but it is likely to be in the range of the pupil to teacher ratio as in 2013-2014; more than 95 percent of primary school teachers held the required diploma, but did not demonstrate the required skills (QAR III).

147. Assessments of the skills of teachers using EGRA (2012) showed that only 50 percent of teachers successfully completed the reading comprehension test items and only 36 percent successfully completed the written portion. This suggests considerable inadequacy of pre-service instruction and examination, as 93 percent of teachers have been certified either through the D4N or the D6N exam.[144] An in-service teacher training study in 2013 cited in the third monitoring report of the PIE identified the objectives and priorities for teacher training and the need for a blend of face to face and distance education approaches. Implementation of the distance education component after initial delays has seen progress with a system of resource centres (CRESD) being rolled out at decentralized levels and a central service, SERNAFOR, being supplied by the directorate in charge of in-service education. Meanwhile various donors also support in-service training.[145]

148. In terms of governance some progress has been made. A revised payroll registration procedure is in place and a proposal to restructure the central MEPS-INC has been drafted but remains to be implemented. A National Observatory on Education has been put in place and the role of COPAs and

[136] Mokoro, 2018.
[137] A retirement plan that was drafted in 2005 remains to be implemented. A plan to pay compensation to those retiring was put in place but has not been successful due to difficulties in paying the compensation and the pensions (PIE, 2017).
[138] République Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionnel (2017). Mise en Œuvre du Plan Intermédiaire d'Éducation – Rapport de Suivi no. 3. (GoDRC, 2017c)
[139] The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington.
[140] République Démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar (UNICEF & UNESCO, 2014).
[141] Ibid.
[142] UNICEF & UNESCO, 2014
[143] The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington (WB, 2015).
[144] A primary school teacher is considered qualified if s/he has a D4N or a D6N certificate. Source: Groleau, G. (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo. (Groleau, 2017)
[145] For example, USAID and the United Kingdom Department for International Development (DFID) jointly fund a five-year USD180 million education program called ACCELERE! which focusses on improving reading outcomes through professional development of teachers.

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COGEs through official government regulations – which ensure participation of stakeholders at local level – has been formalized. Nonetheless, there remain numerous initiatives for which more work is needed before the objectives outlined in the PIE can be achieved, a point illustrating the limited ownership of this plan by national authorities.[146]

149. In recent years, the number of education administrators has increased at a much faster rate than that of teachers. In 2016 there was one administrator for ten teachers, whereas the same ratio was one for twelve in 2011. This is in contradiction with the SSEF, which prioritizes paying teachers,[147] and is a considerable source of inefficiency for the education system.

150. In addition, despite the reform of the salary payment system, numerous teachers, especially in rural areas, do not receive their whole salary or face significant delays. Estimated numbers of teachers that remain unpaid vary. According to one measure slightly more than seven out of ten teachers are paid, whereas based on another, only six out of ten are paid at all.[148]

151. The drafting of the SSEF, as noted in previous sections, has provided the education sector with an overarching plan. The SSEF includes among its many priorities measures related to teacher deployment, improving teacher conditions, and strengthening data management and information sharing. However, implementation of the SSEF, and through it the achievement of a stronger education system, is contingent upon having a joint agenda, collective prioritization among the many different activities, adequate budgeting and financing, and strong monitoring. Harmonization among donors and a joint agenda of partners will be very important in driving this process. As noted in a recent independent report: *"If school construction and teacher training are important interventions, they are not sufficient on their own to sustainably improve quality and access. This also requires understanding how the school system is managed and how accountable school directors and this system are to parents. Shared knowledge and acknowledgement of the governance problems that matter for educational outcomes by DRC education stakeholders is a necessary condition to addressing them. This is essential to move beyond high-level commitments for sector reform and toward specific interventions and actions".*[149]

ESP contribution to System-Level Change

152. Future Annual Reports will need to see whether any noticeable changes have taken place within the system and to then assess to what extent these have been influenced by implementation of the sector plan.

[146] Groleau, 2017.
[147] In higher education there are more administrators than teachers (WB, 2015). The report also notes that cutting the rate of administrators by half would bring savings of up to 15 percent in the wage bill, equivalent to 0.3 percent of GDP.
[148] Groleau, 2017.
[149] Verhaghe, 2017, p. v.

2.3 Progress towards stronger learning outcomes and equity

Summary

- *In spite of progress and better performance than in some other countries in the region, half of the pupils in grade five face difficulties in their education.*
- *Learning assessments show that foundational competencies are not acquired in either Mathematics or French which impacts on educational performance later on.*
- *Girls perform less well than boys and there are significant regional differences in learning outcomes*
- *Efficiency issues in education lead to a loss of 3.2 years per pupil in primary and secondary education in the DRC.*
- *While access has improved, more than 25 percent of school age children in the DRC remain out of school. Girls and childen from poor families are more likely not to be in school.Educational performance shows strong disparities in different areas, including between regions and between types of schools*

Assessment of progress towards stronger learning outcomes and equity

153. In this section of the report we outline findings to date relating to learning outcomes, equity and inclusion in the sector. As already noted in the baseline report, considerable challenges remain with regard to availability of data that is current.

Access and enrollment

154. In 2014 there were 14.3 million children in primary school, compared to approximately 5.5 million 12 years earlier.[150]

155. Gross enrollment rates increased from 90.8 percent in 2010 to 106.8 percent in 2014. Net enrollment increased from 61 percent in 2007 (59.4 percent for girls, and 62.5 percent for boys) to 80.4 percent in 2014 (79.3 percent for girls, and 81.6 percent for boys).

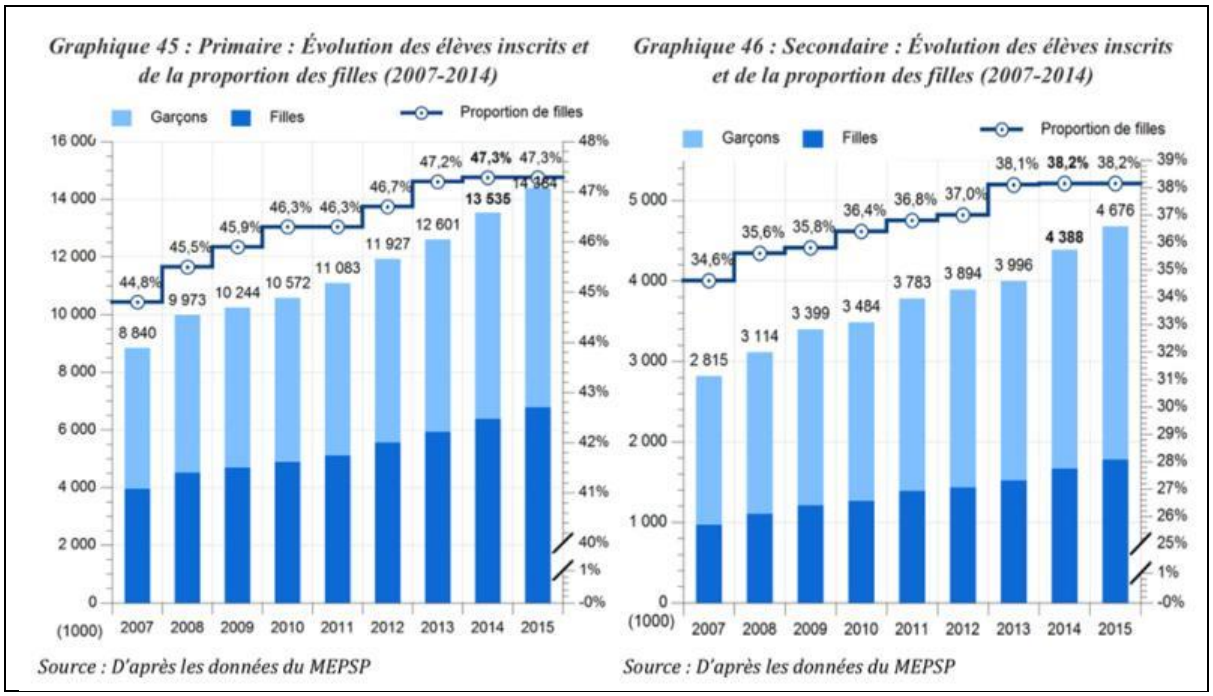
156. The increase in net enrollment has been higher in rural areas (from 51.4 percent in 2007 to 77.3 in 2014) than in urban areas (74.3 percent in 2007 to 87 percent in 2014). [151]

157. The participation of girls has improved in primary and secondary since 2007 but has stagnated since 2013 (see Figure 4 below).

158. Coverage of education has improved at all levels, but continues to be modest in primary education (with only 4.5 percent of children accessing pre-school in 2012 at this level. Access to higher education on the other hand has strongly increased and multiplied by 2.5 in ten years (2002 to 2012) reaching 512 students per 100,000 inhabitants.

[150] MEPSP/SPACE (2017). Revue conjointe du Plan Intérimaire de l'Éducation – Le PIE 3 ans après : éléments pour un bilan. Presentation for the third JSR (February 2017).
[151] République Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionnel (2017). Mise en Œuvre du Plan Intermédiaire d'Éducation – Rapport de Suivi no. 3.

Figure 4. Numbers of pupils registered in primary and secondary education and percentage of girls



Source: PIE 2017 (GoDRC, 2017c)

Access gaps by group

159. "Equity" refers to ensuring that all children regardless of their conditions and characteristics have access to quality education and have the same chances when they are in the education system. The RESEN (2014)[152] analysis highlights that in the DRC disparities in these chances exist along different dimensions.

160. Multivariate analyses of the factors explaining retention rates in primary education conducted in 2013[153] show that that the strongest explanatory factors affecting school attendance are:

- Income of households – children in the highest quintile are 25 times more likey to access higher education than those in the poorest quintile.
- Distance to school in rural areas
- Education level of the head of the household.

161. Disparities in access between boys and girls have stabilized in primary as there have been strong gains in access for girls, but these gains are subsequently lost because of higher levels of dropout during primary for girls and the low rate of transition from primary to secondary. Over the PIE period (2013-2017), the gender parity index (GPI) only improved across all levels of education with the exception of upper secondary where it went down. The GPI increased from 90 to 96 percent in primary, 62 to 74 in lower secondary, 48 to 73 in higher education and decreased from 73 to 59 percent in upper secondary.[154]

162. Overall, there are no significant differences in access to primary education between boys and girls. However, girls from rural areas are more likely to be out of school. Learning outcomes for girls

[152] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. (UNICEF & UNESCO, 2014)
[153] UNICEF. (2013). p. 143, & MEPS-INC. (2014). p. 239.
[154] WB, 2015. Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington.

are also lower than for boys, starting in primary, which disadvantages them throughout their learning career.

163. Retention rates in primary show strong variations by province. The Orientale and Equateur provinces have retention rates in primary of less than 45 percent and a socio-economic situation which works against retention of pupils in primary. On the other hand, provinces such as Bandundu or Maniema have retention levels of over 100 percent which reflects that these provinces, for example, draw pupils from provinces that are affected by conflict.[155]

164. The effect of gender, income and location are cumulative. Thus, the parity index between poor rural girls and rich urban boys is 0.84 in terms of access to primary, and drops to 0.31 at the end of primary, and to 0.06 in secondary. Thus, only 4 percent of poor rural girls will reach the end of secondary education, compared to 67 percent of rich urban boys. [156]

Completion

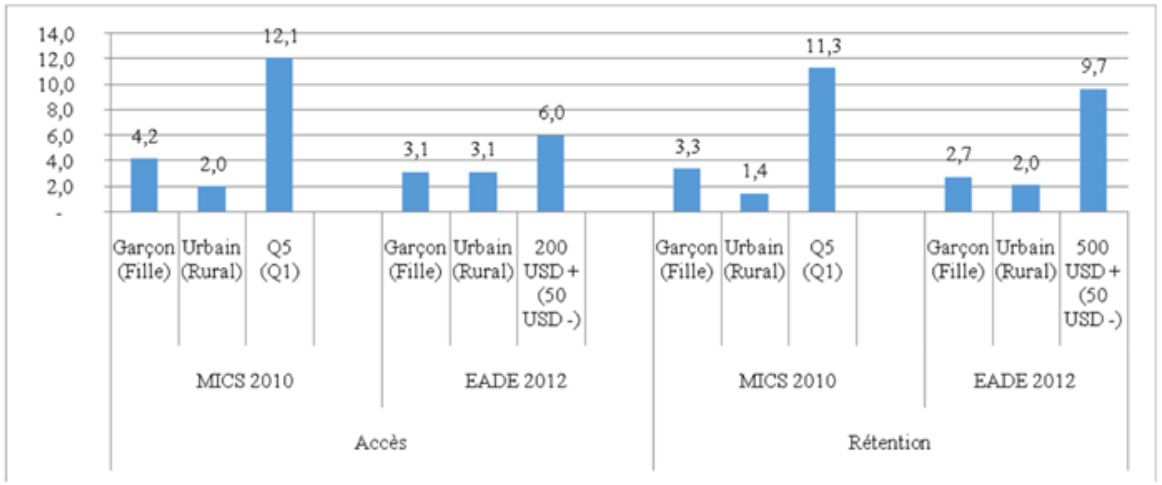
165. Between 2010 and 2015 there has been an increase in completion rates at primary from 56.7 to 68.9 percent. The education sector report (RESEN)[157] finds that many of the gains in completion rates have been boosted by higher enrollments rather than by greater internal efficiency. The report notes a high rate of wastage in the system because children start school when they are already over age for their grade and because repetition rates remain high. Efficiency issues are reflected in the fact that while 94 percent of children (independently of their age) will start first grade, only 67 percent will reach the sixth grade of primary.[158] Recent studies have shown that repetition results in the loss of 3.2 years per pupil in primary and secondary.[159] As with other indicators there are strong variations in completion rates between provinces. Completion rates in primary are considerably higher for boys (86 percent) than for girls (59 percent). Similar differences are in evidence for lower secondary with 66 percent completion for boys versus 42 percent for girls, and in upper secondary with 34 percent for boys versus 18 percent for girls.[160]

166. Figure 5 below highlights determinants of access to, and retention in secondary education. It shows that boys, children in urban areas, and those in the highest income quintile have significantly higher chances of access and retention at this level of education.

[155] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. (UNICEF & UNESCO, 2014)
[156] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. (UNICEF & UNESCO, 2014)
[157] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. (UNICEF & UNESCO, 2014)
[158] Herdt, T., Marivoet, W. and F. Muhigirwa. (2015). Situation des Femmes et Enfants en RDC – Vers la réalisation du droit à une éducation de qualité pour tous (SITAN). IOB and CARF.
[159] The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington.
[160] CONEPT. (2015). Rapport alternatif des progrès de l'Education pour tous en République Démocratique du Congo : 2000-2015.

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Figure 5. Determinants of accessing and retention in secondary education (odds ratios)



Source : MICS4 2010 et EADE 2012. Calculs des auteurs.

Source: UNICEF & UNESCO, 2014

Out-of-school children

167. The percentage of school-age children who are out of school has dropped considerably, from 40 percent in 2005 to 25 percent in 2012. However, because of a relatively large school-age population the absolute numbers of children still remain significant.[161]

168. Girls are still the largest proportion of children and adolescents who are out of school although reporting does not provide specific statistics.[162] Out-of-school children (OOSC) are more likely to come from poor families,[163] to come from rural areas, and to live in provinces that are affected by conflict.

169. High school fees are largely responsible for leaving 3.5 million children out of school in DRC. Among families with a monthly income of less than USD50 per month, 34 percent of the children between 6 and 11 years are not in school. This proportion reduces for every subsequent income group and reaches 7 percent for families that have an income of EUR 500 to 1000 euros per month. There do not appear to be any out of school children among families that earn more than USD1000 per month. [164]

Learning outcomes

170. This section of the report examines learning outcomes. The analysis is limited by the fact that more recent data is not available.

171. The most recent comprehensive discussion on learning outcomes is reflected in the *Rapport d'État du Système Éducatif National* (RESEN).[165] The RESEN analysis draws on three sources: the regional tests that compare student performance – Early Grade Reading Assessment (EGRA), Early Grade Mathematics Assessment (EGMA) and the Programme for Analysis of Education Systems (PASEC); the official exams in DRC (TENAFEP at the end of primary and the State Exam at the end of secondary);

[161] USAID (2016). USAID ECCN Alternative Education in the DRC Final Research Report.
[162] USAID (2016). USAID ECCN Alternative Education in the DRC Final Research Report.
[163] The persistence of school fees in the DRC is widely cited as the main driver of the out-of-school phenomenon. The poorest families are most affected: children in families making less than USD 50 per month are 33 percent more likely to be out of school than children from families with higher incomes (USAID, 2016).
[164] Groleau. G. (2015). Governance in the Primary Education System of the Democratic Republic of Congo (PPT presentation). Rescue International.
[165] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. UNICEF & UNESCO, 2014

and movements in the literacy rate. The DRC RESEN data goes no further than 2014 and therefore does not reflect progress that might have been made during the latter part of the implementation of the PIE.

172. The RESEN data cited shows that in spite of progress in enrollment and completion rates as well as other selected indicators, learning achievements by students in the DRC have remained weak; key points are as follows.

- Approximately 9 years of schooling are needed for students to be sufficiently literate. At 15 years of age the probability of being literate is 47.3 percent which places the DRC lower than comparable countries.[166]
- 26 percent of students have difficulties with their learning[167] in grade 2 (PASEC scores), suggesting that problems start at the beginning of the primary cycle.
- EGRA tests showed that 52 percent of pupils in fourth grade were incapable of reading a single word.
- Regional differences exist for both mathematics and reading. In grade 2 half the pupils in Katanga have learning difficulties in grade 2, a statistic that worsens to 65 percent of children in grade 5 (as measured on the PASEC test). On the other extreme in Bandundu only 18 percent have learning difficulties in grade 2, and 42 percent in grade 5.
- 51 percent of students at the end of grade 5 are facing difficulties with their learning according to the same definition (PASEC test), again with the aforementioned regional differences.
- After completing grade 6, only 47 percent of students are considered literate, relative to a figure of 59 percent for comparable countries in the sub-region.

173. The strong gaps in foundational competencies are considered to impact performance at higher levels of the system.[168] Nonetheless, in comparison to its peers in the region, the DRC is not among the worst performers. Comparison of PASEC rates (2010) shows that the DRC comes in third among ten countries for French and fifth among the same countries in Mathematics.[169]

174. Underlying poor education performance is a complex web of systemic issues, including educational management (teacher training and support to teachers which impacts on how teachers teach and what resources are available), teacher working conditions, and other key factors.

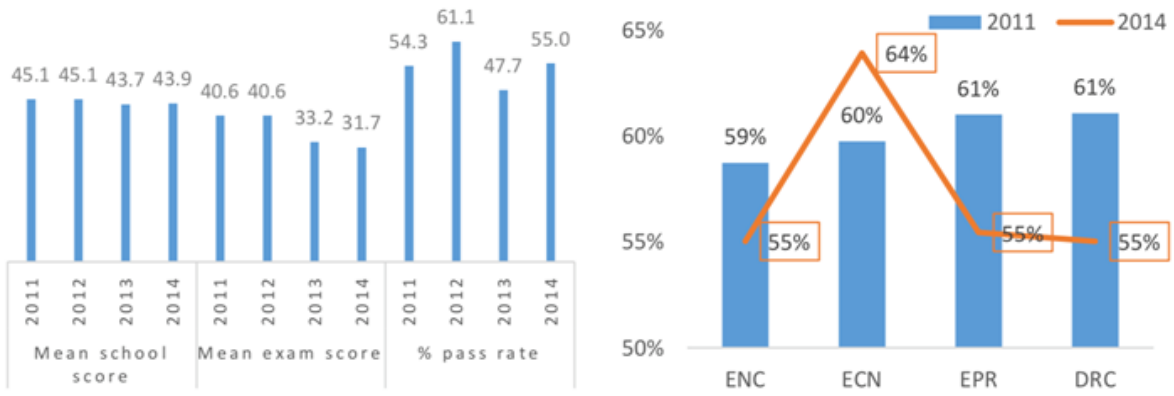
175. Analysis of the national secondary school leaving exam (the State Exam) highlights the following with respect to learning outcomes:

- Girls represent 32 percent (2012) of the pupils sitting the final exam.
- At secondary level the overall mean exam score declined between 2010 and 2014; only the non-conventionnée schools showed an increase. Overall, the pass rate fell by six percentage points from 2012 to 2014.[170] However the results have fluctuated considerably, and the time period is probably not sufficient for very clear trends.
- 61 percent of pupils pass the secondary exam, with lower results in the technical stream (56.5 percent).

[166] RDC comes out lower than Rwanda and Tanzania in the comparison, and just slightly higher than Niger.
[167] Difficulties in learning are defined according to the RESEN study as pupils who obtained an aggregate score under 40 percent on PASEC and EGRA/EGMA tests in grades 2 and 5 (grades at which these tests are applied. The study notes that each of these tests measures different things and that the tests are therefore not comparable.
[168] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. UNICEF & UNESCO, 2014
[169] Groleau, G. (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo. (Groleau, 2017)
[170] Variations in the difficulty of the exam each year may contribute to pass rates fluctuating considerably (between 47 and 61 percent in the period from 2010 to 2014).

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Figure 6. Mean school score, mean exam score and pass rate (left) and pass rate by type of school (right)



Source: World Bank, DRC Education Sector PER 2015, based on Examen d'État results from MPESP.
Key: ENC = École Non-Conventionnée, ECN = École Conventionnée, EPR = École Privée, DRC = all schools.

Learning outcome gaps by group

176. DRC has relatively recent comprehensive information on the gaps between different groups in learning outcomes. Educational performance at primary level shows strong disparities in various areas, among others:

- Between regions of the country. At primary level the gap is almost 30 points betweeen the highest and lowest performing provinces on national school leaving exams. In secondary education the gap is more than 20 percentage points between the lowest and highest performing provinces.[171] The six provinces affected by conflict have the lowest primary completion rates, and their quality and learning are also considerably affected.[172]
- The TENAFEP results by type of school indicate that overall, private schools tend to perform marginally better, and that between the two public school regimes, the conventionnées schools tend to outperform the non-conventionnées.[173]
- Between boys and girls in public education: girls perform less well than boys and their performance drops more at the end of the first cycle of education, suggesting that gender issues are exacerbated as children move up the education system.[174]
- In private schools, girls perform better than boys (which may be the result of the profile of girls who go to private schools).
- Between public and private schools: national primary exam results indicate that children in private schools do marginally better than those in public schools.[175]
- Children from poor families score lower on tests of educational perfomance than those from wealthier families.[176]

[171] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. UNICEF & UNESCO, 2014
[172] UNICEF & UNESCO, 2014
[173] The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington.
[174] For example, girls scored lower on the final primary exam, TENAFEP; 63.2 percent of girls who sat the exam passed it against 65 percent of the boys.
[175] The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington.
[176] République démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar. UNICEF & UNESCO, 2014

177. As noted, obtaining reliable and up-to-date information on performance of the education system remains a challenge in the DRC. As a result, in terms of learning outcomes, the EGRA/EGMA data (collected in 2010 and 2013) does not cover the most recent period (i.e. since 2013). To address this, the establishment of a unit for measurement of learning was declared a priority. A study was done in 2015 to identify a way forward for establishing such a unit, with an action plan, a timeframe and provisional budget, and partners identified to support this.[177] A decree was passed in February 2017 to allow the establishment of the Learning Assessment Independent Unit (CIEAS), which will be responsible for evaluating learning outcomes.[178]

Link between Impact-Level Trends and Observed System-Level Changes

At present the evaluation can not assess the link between system-level changes and impact. This is due to the lag in outcome level data (the most recent data actually reflect the situation at the start of the PIE and not at the start of the SSEF) and the likely time lag between specific improvements and impact level change.

2.4 Plausibility of the ToC at year 1

Key findings:

- Only one of the contribution claims is assessed as being (partly) plausible at this stage.
- However, the analysis of plausibility is conditioned by the early stages of the implementation of the plan.

178. This section assesses the plausibility of GPE's contribution claims, and then makes further comments on the plausibility of the ToC that was presented in section 1.2.

Box 1. Assessment of plausibility of contribution claims

CONTRIBUTION CLAIM	ASSESSMENT OF PLAUSIBILITY
Claim A: "GPE (financial and non-financial) support and influence contribute to the development of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning."	Partly plausible. Overall, and as noted in various places in this report, inputs by GPE were critical to the SSEF, which provides a comprehensive sector analysis that brings together evidence from a range of studies and focusses attention on measures to improve equity, efficiency and learning. However, the SSEF does have some weaknesses which are significant, namely insufficient prioritization and a lack of consistent attention to gender. These may affect contribution claims D, E and F, and affect the credibility of the document in practice.
Claim B: "GPE financial and non-financial support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress."	Not plausible at this stage. The evidence suggests that the sector planning and monitoring structures are very weak at present, and that there are challenges to coordinating a very complex set of education actors in the DRC. Various worrying signs include absence of joint planning and monitoring for SSEF and PAQUE implementation; lack of clarity on (responsibilities for) decision making; poor information sharing about processes; weak use of data and weak

[177] GPE (2016d). Controle de Qualité, Phase II, Evaluation du Programme. Demande de financement presentée par la République Démocratique du Congo. Rapport du Secretariat du GPE. Février 2016.
[178] World Bank (2017b). DR Congo - Education Quality Improvement Project (EQUIP) (P157922), August 2017.

CONTRIBUTION CLAIM	ASSESSMENT OF PLAUSIBILITY
	monitoring systems; weak structures for mutual accountability which do not appear sufficiently inclusive or in which key partners are not participating; and divided agendas among donors.
Claim C: "GPE advocacy and funding requirements contribute to more and better financing for education in the country."	Not plausible at this stage. While domestic education sector funding has kept up good levels in spite of recent economic challenges, the direct link to GPE advocacy and funding is difficult to conclude given that the upward trend existed before GPE support to the DRC. Levels of donor funding have not increased to date, and there is no evidence at present that the GPE advocacy and funding have mobilized new or innovative sources of funding. The new GPE grant comes with specific incentives (including through the variable part) that seek to relieve the burden of school fees that are charged to parents (and which fund the majority of the education bill). However, these are judged by those with close understanding of the functioning of the sector not to be sufficient to address the perverse incentives that are part of the current system of funding which directly funds costs up the education system. In addition, the target of 20 percent of government funding to education is judged unlikely to be achieved and there are significant doubts that the government will be able (and that there is the political will) to meet the costs of a 'true' abolition of school fees.
Claim D: "GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans."	Not plausible at this stage. Effective and efficient implementation of sector plans is assessed to be unlikely at the present point of measurement based on available evidence. The effect of the financial and non-financial inputs of the GPE risks being weak at best in light of the significant weaknesses of the structures that are responsible for implementation, the weak capacity for implementation, the absence of a joint agenda and strong leadership, the reality that much of what happens in the education sector is outside of the control of the government structures, and the reality of strong incentives to maintain the 'status quo' in the sector (with political economy issues not sufficiently reflected in the GPE's analysis). These factors combined with the considerable needs in the country, the large funding gap for the implementation of the SSEF and the relatively small portion of funding that is directly provided by the GPE risks further attenuating the contribution of the GPE.
Claim E: "The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system."	Not plausible at this stage. As noted above the implementation plan is not prioritized and this weakness has not been addressed. The review of the PIE presented a picture of very limited success and there are insufficient indications that conditions are in place to allow for strong implementation.
Claim F: "Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education."	It is too early to tell whether the SSEF will meet greater success than the PIE so it is not yet known whether this claim is plausible. The PE will continue to monitor data to the extent possible given weak data systems and the likely lag in effects.

179. In Box 1 above it can be seen that only the first claim is deemed partly plausible at this stage. The plausibility of the other claims cannot be confirmed at this early stage.

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180. The assessment at this first Annual Report stage is that a select number of claims with regard to GPE support are plausible, and that some of the assumptions behind the pathways in the ToC are also plausible (see Table 11 below). However, not all assumptions at this point appear to be valid and thus alternative explanations may need to be sought if these assumptions remain invalid when re-examined in the next two PEs.

Table 11 Key assumptions in the theory of change

#	Assumption	Initial Assessment at Year 1
Inputs to activities		
1.	There will be continued support and commitment by the Government of DRC to increase education expenditure, and to strengthen and improve the national education system.	Partially valid. Commitments have been made but interviews suggested a mitigated view as to feasibility.
2.	The interventions by DPs, Government, CSOs, faith-based organizations, and the private sector continue to align with and be complementary to, the MEPS-INC's overall objectives as defined in the NESP (SSEF). Country-level partners align and work through SPACE.	Partially valid. Partners have committed to alignment and complementarity but coordination and dialogue mechanisms are weak.
3.	Development Partners honor their financial commitments to the sector.	Interview data suggests continued commitment by donors to funding the education sector. Will need to be verified in further annual reporting against data of actual donor disbursement.
4.	The Government deploys adequate human resources to coordinate the implementation the SSEF.	Partially valid, there are some concerns about staffing of SPACE.
5.	Available funding is sufficient to implement all elements of the sector plan and mechanisms for priority setting through reviews makes it possible to focus on the most critical elements of the plan when funding is not sufficient.	Unlikely to be valid. Information to date suggests that implementation is behind schedule. There are concerns that the SSEF is underfunded and the mechanisms for priority setting are not at present judged to be operational.
Activities to outputs		
6.	Relevant actors have adequate technical capacity to implement all elements of the sector plan.	Partially valid. There are concerns about coordination of provincial plans, and the technical capacity for monitoring including EMIS.
7.	There is sufficient national capacity (or relevant technical assistance) to analyze available data and maintain and improve EMIS.	Contested. Considerable concerns emerge at year 1 with respect to the quality and comprehensiveness of data systems.
8.	Country-level partners work inclusively through the SPACE to support government and take part in regular, evidence-based joint sector reviews.	Partially valid. Partners work through SPACE but there has not yet been a JSR and coordination mechanisms are weak.
9.	GPE has sufficient leverage to influence domestic and international education sector financing.	Contested. The GPE Secretariat has little presence in DRC in the implementation phase and its influence is not being felt. The GPE partnership involving all partners is assessed as weak with insufficient leadership/coordination being exercised by the CA and the GA, and insufficient ownership by the other partners.

#	Assumption	Initial Assessment at Year 1
Outputs to outcomes		
10.	External (contextual) factors permit national and international actors to increase/improve the quantity and predictability of education sector financing.	Too early to tell.
11.	There is political will and institutional incentives to use evidence and best practice in sector analysis and planning.	Too early to tell - at year 1 as there has not been a JSR and little progress on priority setting for the SSEF.
12.	Civil society organizations and teacher organizations have the capacity to monitor sector plan implementation.	Partially valid. Indications that there is the will to monitor sector plan implementation, but that the CS lead (CONEPT) is not representative of the full CSO and teacher organization landscape.
13.	Government has the political will to create space for country-level stakeholders - including teachers and civil society organizations, faith-based organizations, the private sector, and patents associations - to engage in policy dialogue, priority setting and monitoring.	Partially valid. Stakeholders very actively participated in the SSEF design but this has not continued into the implementation phase.
14.	All stakeholders (government at all levels, donor partners, NGOs, faith-based organizations, private sector …) work together and improve coordination and communication.	Contested. There are challenges to coordination and transparency which are reflected in gaps in information sharing, irregular meetings, and lack of harmonization.
15.	Changes in personnel due to staff turnover or redeployment would not be at a level that diminishes the effectiveness of staff and institutional capacity development.	Too early to tell.
Outcomes to impact		
16.	Education sector plan implementation leads to improvements of previous shortcomings in the education system.	Too early to tell.
17.	Government support (across ministries) for reformed sectoral planning and budget processes and demand for timely data grows.	Too early to tell.
18.	Government has capacity to facilitate policy reform quickly and scale up domestic financial resources for the education sector.	Too early to tell.
19.	Political and economic situation is conducive to service delivery.	Too early to tell.
20.	Other obstacles to education, such as violence, hunger, health issues such as cholera, Ebola, etc. that children may face are addressed adequately and in a timely manner, and mitigated through access to suitable and safe water sources and other measures.	Too early to tell.
21.	Efforts to remove barriers to school participation are sufficiently effective to impact on learning, equity, equality and inclusion.	Too early to tell.
22.	There is political will to make institutional, management and governance changes that ensure the education sector is effectively	Too early to tell.

#	Assumption	Initial Assessment at Year 1
	managed at all levels (national, sub-national and school level).	

2.5 Available evidence at year 1

2.5.1 Data availability and quality at baseline

181. A comprehensive literature and data review was part of the baseline report.[179] During the review, gaps in documentation and data were identified where relevant. The scoping exercise for documents and data at baseline stage was generally satisfactory as most of the data for a preliminary assessment was found to be available, although it was clear – and this was reported at the time – that there was a time lag in reporting against education indicators, in particular at the level of access/equity indicators and learning outcomes.

182. A number of gaps in data and documentation were followed up on during the first annual visit and relevant reports were collected to fill these gaps. These include the report of the last JSR which had not been made available at the time of the baseline report, as well as some additional external studies on education-related issues which the team had not been able to obtain during the desk phase. The evaluation team confirmed during the annual visit that there was no new EMIS data (the publication of which is delayed) and this is reflected in the reporting.

183. Overall, the information at the time of the first annual mission was satisfactory, with the exception of minutes of coordination meetings which have not been made available (see below) and the time-lag with respect to education data which is mentioned in ¶195 above and discussed in section 3.3 below.

184. At the time of the writing of this first annual report the following gaps remain:

- Minutes of meetings of the LEG and other coordination meetings (SPACE etc.) which have taken place since the start of the SSEF implementation period, and at the start of the GPE grant. These were requested by the evaluation team but have not been received and it is not clear whether they are available.
- Only one grant implementation report (dated August 2017) was available at the time of the writing of this report. A second six-monthly report became available after submission of the first draft of this report.
- No updated EMIS data and no reporting by the MEPSP/SPACE of progress were available at the time of writing.

185. Previous evaluations have been identified and are listed in Annex L.

[179] Mokoro, 2018.

3 Evaluation Focus

186. Like all theory-based evaluations, this prospective evaluation will focus its enquiries over the coming years on the assumptions in its theory of change. As explained in section 1.2.1, the ToC developed for DRC is based on the generic ToC for GPE and has been adjusted to the specific circumstances of the partnership in that country. All 21 assumptions listed in Table 4 are pertinent and must be tracked carefully. Some of them appear particularly crucial and/or uncertain at the time of writing and are likely to warrant particular attention. They span the linkages between activities and outputs and between outputs and outcomes in the ToC.

187. There is one exception referred to in assumption 19. There is always the possibility that years of effort and progress may be reversed by crises related to national security, political instability and/or health issues (epidemics such as Ebola). In this case, there is little to monitor. The reality remains that the progress that GPE supports could be slowed or halted by such events. In the unfortunate case that such an event occurred, the prospective evaluation would be in a good position to monitor how well GPE adapted to it.

188. As shown in Table 11 above, a key focus of the evaluation is to test at different moments in time the extent to which preconditions or assumptions remain valid, and the extent to which the identified preconditions are sufficient and are being met. If the assessment finds that the preconditions are not being met, then progress along the causal pathway is unlikely.

189. The evaluation may find therefore in later years that the reason why certain causal pathways have not worked as expected is that certain assumptions turned out to be over-optimistic. Table 11 above lists the assumptions associated with the ToC and provides an initial assessment of the extent to which they are valid, based on feedback received during the field visit in May 2018.

3.1 Focus themes

190. Drawing on what has been noted above, especially with respect to the central focus of the ToC in this evaluation and the extent to which key claims made with regard to the GPE are plausible, we list a number of key themes to focus on.

- An important theme will be to establish to what extent an ambitious sector plan – which as noted in preceding sections lacks sufficient prioritization – can be effectively prioritized once approved.
- The second theme will be to track the extent to which the rigor in terms of planning will be transferred into actual implementation. This means rigor in timeliness, but also in meeting standards of inclusiveness and other critical criteria.
- Monitoring and data present critical gaps. This implies assessing whether in the course of implementation sector monitoring will be sufficiently strengthened to inform management decisions, but clearly also to strengthen the confidence of the partners in processes which are central to the GPE model (such as the annual reviews).
- A fourth theme will be to track the extent to which the GPE support – while representing a relatively modest contribution as part of the overall budget – is able to address complex issues of governance in an education system.
- A fifth theme will be to critically identify what additional inputs might be necessary to ensure that sector coordination functions at a level that can promote mutual accountability. This

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theme will focus on whether in the absence of a well-functioning LEG other aspects of the GPE model can function and it will also need to look at what 'exceptional' inputs the GPE might need to provide over and above its usual means of engagement in such a situation. The evidence up to this point suggests serious questions about the validity of some of the assumptions if coordination structures are dysfunctional.

- A sixth theme will be to look at the specificities that make the DRC different and to extrapolate implications in terms of learning for the GPE model, and for GPE engagement in similar contexts. The overall context of the DRC is one of fragility in many respects. In addition, the education system in the DRC is unique in that a large share of education is provided by non-state actors with multiple management and accountability systems that are complex and diffuse. This may also pose challenges that the 'generic' GPE model (as documented in the GPE process guide) does not adequately address. The PE by doing real time monitoring will make clear whether the model can work in these environments or needs adaptations to be able to work.

3.2 Gaps to fill

191. The analysis presented in this report has raised a number of questions that need attention during the next annual assessment in 2019.

192. The next Annual Report will (a) make use of any of the missing data highlighted above that is produced in the course of the coming year, and (b) will report on the situation and possible progress against each of the focus themes set out in the preceding section.

3.3 Risks to address

193. The generic anticipated risks and related potential limitations that may negatively affect the conduct of the progressive and summative country evaluations, as well as proposed mitigation strategies, are detailed in Annex E, which is drawn from the overall Inception Report. Table 12 below summarizes the main risks identified and their assessed likelihood at the time of finalizing the Inception Report; it has been adjusted to the situation in the DRC.[180]

Table 12 Summary of main anticipated risks to country-level evaluations[181]

ANTICIPATED RISK	ASSESSED LIKELIHOOD AT PE
Delays in the timing of country visits	*High*
Conflict or fragility undermine the ability of our teams to conduct in-country data collection for summative or prospective evaluations	*Medium to high*
Interventions are not implemented within the lifecycle of the evaluation	*Medium to high*
Large data and evidence gaps	*Medium to high*
Structure of available data is limiting	*Medium*
Inaccessibility of in-country partners	*Medium to low*

[180] Universalia et al., 2017

[181] For full descriptions of the risks and proposed mitigations, see Annex Table 6 in Annex D.

ANTICIPATED RISK	ASSESSED LIKELIHOOD AT PE
Being part of an evaluation changes the behavior of actors, independent of GPE support	*Medium to low*
Evaluations (perceived to be) not sufficiently independent from the Secretariat	*Medium*
Prospective country evaluation teams becoming excessively sympathetic to GPE or others through repeat visits	Medium to low
Countries no longer willing to participate, or wishing to withdraw part way through an (prospective) evaluation	Medium to low

194. In most cases, as far as DRC is concerned, the risks encountered have been at anticipated levels, and the generic mitigation measures described in Annex E are adequate. However, the following risks and limitations require further comment:

a) **Data gaps and limitations**: it is unlikely that the full outcome data will be available for the period to 2020 at the time of the writing of the final annual report.

b) In addition, it appears likely that the **time-lag of data will limit** the extent to which the evaluation can make a reasonable assessment of the effects of changes that have taken place during the SSEF and grant period itself.

195. Additional context-specific risks that may emerge in the course of the DRC prospective evaluation will be noted, and tailored mitigation strategies will be developed in consultation with the Secretariat.

196. Meanwhile, this report represents a snapshot of relevant information and data available at this time, gathered via desk review and informed by consultations with stakeholders during the visit undertaken in May 2018. It constitutes the baseline for subsequent analysis. The data will be updated as appropriate through subsequent annual reports.

3.4 Key steps

197. This report concludes the first phase of the evaluation (baseline) including the first stages as per the described methodology (see section 1.1.6 above). Continuing from the country-specific work planning, data collection and elaboration of country-specific tools, the next phase will focus on assessing progress being made towards education goals and envisaged country level intermediary outcomes. It will include assembling the contribution story and seeking out additional evidence over time, revising and strengthen the contribution story and elaborating on the GPE contribution story.

198. DRC's baseline (Mokoro, 2018) and this first annual report will contribute to the first synthesis report (December 2018). The second annual country mission and report for DRC are envisaged for the second quarter of 2019, and will contribute to the cross-county synthesis for the last quarter of 2019. The third and final annual country mission and report for DRC will occur between March and April 2020. It will feed into a Final Synthesis being finalized by May 2020.

3.5 Work plan

199. The schedule of in-country visits and the outputs for each visit are shown in Table 13 below. A revised timeline has been agreed for DRC due to a slightly later country visit in 2018.

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Table 13 Activities and key dates

Activity	Due date
Finalize draft prospective baseline report (incorporate ES and Annexes)	16 March 2018[182]
Deadline for GPE report reviewing	30 March 2018
First country visit	13-23 May 2018
Submit revised draft baseline report	8 May 2018
GPE & stakeholder review deadline	12 June 2018
Submit final baseline reports	26 June 2018
Submit draft first annual country mission report	18 July 2018
GPE & stakeholder review deadline	8 August 2018
Final first annual report due to GPE	17 August 2018
Disseminate and review findings with stakeholders	TBC
2019 country visit	Q2 2019 (TBC)
2nd annual country mission report	July 2019
2019 synthesis report	January 2020

[182] Submitted on 28 March 2018

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4 Conclusions and Recommendations

200. This section of the report summarizes the main conclusions of the report and puts forward a number of recommendations in light of the findings and conclusions.

4.1 Conclusions

201. The analysis presented in the preceding sections of this report leads the team to put forward a number of interlinked conclusions.

202. A first conclusion is that the GPE in DRC encouraged an inclusive and participatory process for the current sector plan. These characteristics of the process were appreciated by partners. Also noted is that plan preparation took place over a long period and that parts of the process lacked efficiency by duplicating processes of other partners. Overall, however, plan preparation went in the direction of enhancing discussion and dialogue.

203. Given this relatively positive conclusion it may seem surprising that – at the current stage – the process and partnership do not seem to have brought benefits in terms of durable strengthening of the country dialogue and accountability mechanisms. Dialogue is assessed as being weak, with little consistent information sharing, and lacking leadership, and there is limited accountability. The GPE partnership at present is weak in the DRC with insufficient understanding of the workings of the partnership, and weak commitment. This is exacerbated by a lack of guidance and leadership by the Coordinating Agent and insufficient communication and engagement by the Grant Agent with other partners. This suggests that bringing partners together in a process may not be sufficient to address more complex underlying issues which determine commitment and partnership and ultimately performance and accountability. It also could suggest that these complex issues may not have been adequately assessed or considered during the plan preparation, and their effects were perhaps to some extent temporarily attenuated because additional support was in place.

204. Certainly, the management and the governance of the education sector in the DRC are considerably more complex than in many other countries and this may be putting the GPE to the test, requiring more sophisticated analysis and solutions than in other settings. There are clear indications that insufficient information sharing and engagement by the Grant Agent, and weak leadership of the partnership by the Coordinating Agent, are contributing to reduced commitment and effectiveness of the GPE partnership. From the perspective of sector partners, in this context and for the GPE partnership to be effective, there needs to be a much stronger country presence of the GPE Secretariat to provide critical support in what is a fragile governance setting. In addition, the particular challenges of the DRC with an education system that involves a complex layering of many different structures at central and decentralized levels, that involves many partners who are not accountable to the official structures, and which generates resources which act as incentives for perpetuating the status quo, would suggest that a strong political economy analysis and a tailored response which is shared among key partners is a key condition for an effective partnership.

205. The assessment shows that the drafting of the SSEF drew on the findings of a large amount of available data and studies, which were facilitated by external funding including GPE technical and financial support. There was a time lag in the data in most cases because up-to-date EMIS data is not being collected and produced in a comprehensive and regular manner. Monitoring of education

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performance is still very weak and it is too early to be able to say whether there has been an influence of the GPE on data quality.

206. While a lot of studies were reviewed, some aspects may not have not been given sufficient attention in the design of the SSEF, in particular the challenges posed by underlying political economy issues which create perverse incentives and may make it difficult to achieve anticipated reforms. The plan also pays only partial attention to gender and lesson learning from PIE implementation and how this could inform priority setting for the SSEF phase has not been considered consistently.

207. The resulting sector plan – the SSEF – which is to guide the education sector for the coming years has sought to integrate the numerous priorities of the studies, as well as the many issues that the dialogue brought to the table. GPE support to the planning contributed to an education plan that for the first time brings together a picture of the whole education sector, and which is supported by a technical and coordination structure that spans the four sector ministries that are responsible for education. However, the sector-wide scope of the SSEF, with a mandate that covers four ministries, may in fact have complicated coordination and reduced clarity on responsibilities and accountability in a country that already has considerable challenges in educational management and accountability. In addition, the SSEF as a plan does not represent a sufficiently prioritized menu of actions. At this early stage it is not clear how these priorities will be defined, in particular in the absence of well-functioning dialogue and mutual accountability structures, and with diffuse leadership by the sector ministries. An adequate process was not followed concerning the choice and monitoring of stretch indicators, which are expected to provide an incentive for sector progress, nor was sufficient attention given to the feasibility of achieving them.

208. Government commitment to the education sector has been reflected in a growing budget allocation (in real terms and as a percentage of government spending) and improved disbursements which has benefited the recurrent expenditure (salaries) and a growing cadre of education management. However, there are concerns about whether commitment to maintain an allocation of 20 percent of the government budget to education can be sustained, and whether the measures that have been included in the GPE agreement can bring about the envisaged alleviation of the burden of school fees on parents in the DRC, which is a key contributing factor to dropout and to inequality in access and performance for Congolese children from poor families, especially for girls.

209. Taken as a whole, the evidence shows that partnership progress has been bumpy and appears to have reached a cross-road at the time of this first annual reporting. This raises concerns about the GPE model moving forward, and whether in the absence of functioning dialogue and accountability, and with weak monitoring systems, sector plan implementation can be successful. This is reflected in the assessment of the ToC assumptions and in the fact that in the first annual report the evaluation finds only very limited support for the plausibility of the ToC.

4.2 Recommendations

210. At this early stage of implementation, the effects of the GPE are not clear. However, the analysis does point to a select number of recommendations that are outlined below and which seek to address the preliminary weaknesses that have been identified.

1. How can GPE's support to DRC be strengthened?

- The analysis suggests that there is a need for stronger agenda setting and technical support to complement the financial support to the education sector. This may require a different way of working than is normally the case in GPE-supported countries. Ideally such additional support would focus on strengthening the LEG.

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- An in-depth and critical assessment of the coordinating structures would need to be made to assess where changes can be made, and in what ways the GPE partnership can be strengthened.
- This would need greater clarity than is currently the case on the role of the Coordinating Agency and clear responsibilities for helping the GPE partnership become more effective.
- Donor harmonization is weak in the DRC and in the fragile/weak overall partnership context needs specific attention.

2. How can GPE support to the DRC be made more relevant?

- Relevance will require a strong analysis of the political economy in the DRC.
- It will also require moving forward with a clear agenda for the sector which concentrates on a select number of priorities.
- There is also a need to review the stretch indicators so that these can be refined in such a way that they are able to support the achievement of the education sector goals (at present there is the risk that the stretch indicators will set the country up for failure).

3. How could GPE support to DRC be made more effective?

- The GA needs to be much more accountable and transparent about its processes and work with the existing structures and be part of them. This is a commitment that was made at the time that the GA was selected but does not appear to have been followed up.
- A more regular and continuous presence of the GPE Secretariat is needed. Additional in-country presence of the GPE is needed given the extreme weaknesses of the structures and the risk that these might set the partnership up for failure.

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Annexes

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Annex B	Background to GPE and the country-level evaluations
Annex C	Evaluation Tools
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Annex N	Evaluation Team Composition & Roles
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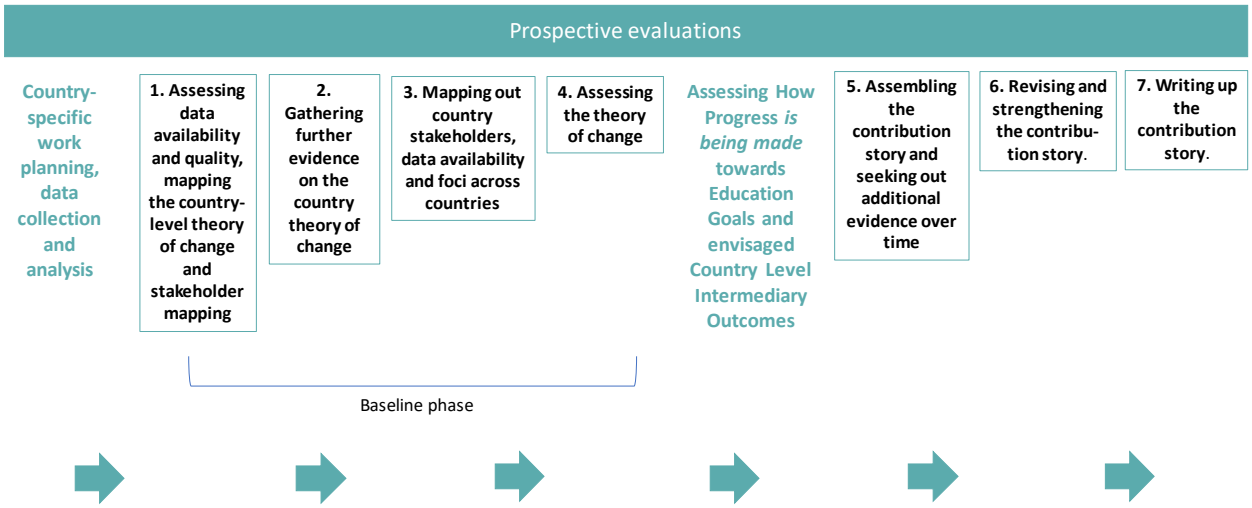
Annex A Approach and Methodology

1. Country evaluations (both prospective and summative) are evidence-driven and theory-based. Contribution Analysis (CA) is used to identify program contributions towards the overall goals and objectives. CA is an iterative approach to evaluation designed to identify the specific contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively. Whereas it does not provide definite proof, it delivers an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the analyzed program/intervention.

2. In the context of the prospective evaluations, CA will place emphasis in understanding (i) whether GPE support is working at a country-level, (ii) whether outputs from GPE support lead and contribute to outcomes and impacts, and (iii) who benefits from GPE support. It therefore draws upon both quantitative and qualitative evidence to elicit a contribution argument for the program or intervention under review. Over the lifecycle of the evaluation the prospective evaluations build the contribution story by tracing GPE inputs along the expected causal pathways.

3. The approach and methodology for each of the eight country-level prospective evaluations will follow a structured approach deliberately harmonized with the complementary components of this evaluation (namely the summative evaluations) and in consideration of subsequent outputs (the annual and synthesis reports). The stages of this process are depicted schematically in Annex Figure 1 and detailed in turn below.

Annex Figure 1. Overview of stages for Prospective Country Evaluations



4. Country-specific work planning, data collection and analysis for prospective evaluations includes:

- **Stage one**: Including the assessment of data availability and quality, the preliminary input mapping against the generic ToC, stakeholder mapping and country calendar.
- **Stage two:** Gathering further evidence on the country-specific ToC through a country visit including discussions with relevant stakeholders. In this stage and for each country the evaluation team will develop a country-specific ToC and identify specific points in the theory of change most likely to yield the greatest insights into if and how GPE contributed to outcomes.
- **Stage three**: Review stakeholders, data availability and evaluation foci across countries with a strategic perspective.

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- **Stage four**: Assessing the ToC on the basis of the evidence assembled in construct of a baseline TOC for each country in the prospective evaluation sample. initial, or baseline, assessment of the theory of change for each prospective evaluation country.

5. The main output from stages above is a baseline report for each of the eight countries subject to a prospective country evaluation, including this for DRC. They set out the assessment of the GPE country-level ToC in these countries.

6. Based on this baseline report, the country-level evaluation will continue, assessing how progress is being made towards education goals and envisaged country level intermediary outcomes. This phase will include the following stages:

- **Stage five**: Assembling the contribution story and seeking out additional evidence over time, by collecting and analyzing data subsequently in order to assemble and strengthen the contribution story over time – seeking additional evidence to address weaknesses in the story and probing alternative explanations in more detail. In the context of the prospective country evaluations, this iterative data collection will take the form of country field work during 2018, 2019 and 2020.
- **Stage six:** Revising and strengthening the contribution story: In the final stages of the evaluation, the prospective evaluation team will assess the GPE contribution story to ask *'what* progress has been made', *why* have things changed, and *how* has GPE contributed to the observed changes?' At this point the evaluation team will construct the GPE contribution story from inputs to intermediary outcomes by complementing the evidence derived from three country missions with secondary data.
- **Stage seven:** Write up the GPE contribution story**:** The aim of CA is to build a compelling case that examines the extent to which a) the country-specific theory of change is verified and b) other key influencing factors are accounted for. Critically, in order to infer that GPE support in the targeted countries has made an important contribution to a desired result, each country contribution story will provide a description of the observed outcomes, together with evidence in support of the assumptions behind the key links in the country ToC.

7. The main outputs deriving from stages five to seven in the prospective country evaluations will be the 2018 and 2019 annual prospective evaluation reports, documenting progress across the eight prospective country evaluation countries. The final report on the prospective evaluations will be prepared (2020) on this basis, and so will the final summative GPE evaluation for the compete portfolio in the 2017-2020 period.

8. In concordance with the summative evaluations, the prospective evaluations build the contribution story in the countries over the lifecycle of the evaluation by tracing GPE inputs along the expected causal pathways. In a structured approach, the baseline phase tailors the country-specific work planning, its data collection and analysis and results in the baseline report. The assessment of the progress towards education goals builds on this work. Following the country-level baselines, the main outputs deriving from the prospective country evaluations is a set of annual prospective evaluation reports prepared in 2018 (the current report) and 2019 for each of the selected countries; these will contribute to an annual synthesis report which documents progress across the eight countries in the sample. The final country reports (2020) will provide a final assessment of GPE's contribution to DRC and the other PE countries over the evaluation period and will feed into final synthesis reports across the prospective and summative evaluation countries.

Annex B Background to GPE and the country-level evaluations

The Global Partnership for Education

211. The Global Partnership for Education (GPE) is the only global fund solely dedicated to education in developing countries. Established in 2002, it is a multi-stakeholder partnership and funding platform that aims to strengthen education systems in developing countries to increase the number of children who are in school and learning. GPE brings together developing countries, donors, international organizations, civil society, teacher organizations, the private sector and foundations.

212. GPE works closely with partner countries to help them develop and implement quality education sector plans. At the national level, GPE convenes all education partners in a collaborative forum, the local education group (LEG), which is led by the ministry of education. The LEG participates in the development, implementation, monitoring and evaluation of education sector plans and programs. A coordinating agency (CA) is selected among its members to facilitate the work of the LEG. Additionally, a grant agent (GA) is chosen by the government, and approved by the LEG, to oversee the implementation of GPE grants.

213. GPE's country-level approach is set out in a series of Country Level Process Guides (CLPG). GPE supports partner developing countries through financial and non-financial support through the following:

- Education Sector Plan Development Grant (ESPDG): supports the development of national education sector plans, and is complementary to government and other development partner financing;
- Program Development Grant (PDG): supports the development of an Education Sector Program Implementation Grant (ESPIG) program proposal;
- Education Sector Program Implementation Grant (ESPIG): supports the implementation of national education sector plans;
- Civil Society Education Fund (CSEF): supports civil society engagement in education sector policy, planning, budgeting and monitoring; and
- Global and Regional Activities (GRA) program: which engages education stakeholders in researching and applying new knowledge and evidence-based practices to resolve education challenges.

214. GPE adopted as its vision the new Global Goal for education, Sustainable Development Goal (SDG) 4, which aims to "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all" by 2030. In June 2016, GPE's strategic plan (GPE 2020) aligned its vision and mission to the SDGs and recognized that education is pivotal to the achievement of all other SDGs. It also articulated this vision into actionable goals as well as both country and global objectives.

215. The GPE 2020 adopted a monitoring and evaluation (M&E) strategy for the 2016-2020 strategic plan period. It includes a results framework for monitoring progress across three goals and five strategic objectives in GPE's theory of change (ToC), and a set of 37 indicators. The strategy includes linked evaluation studies, including programmatic, thematic, and country-level evaluations, which in combination would inform a summative 2020 evaluation on the entire GPE's portfolio.

216. There are three key evaluation questions for the GPE country-level evaluations (both the prospective and summative evaluation streams) which are presented below.

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Annex Box 1. Key evaluation questions

Key question 1: Has the GPE's support to the country contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? If so, then how?

Key question 2: Has the achievement of country-level objectives contributed to making the overall education system in the reviewed country/countries more effective and efficient?

Key question 3: Have changes at education system level contributed to progress towards impact?

Timetable and deliverables for country-level evaluations

217. Key activities and dates for the remainder of this project are detailed below in Annex Table 1 below.

Annex Table 1. Activities and key dates

DELIVERABLE	DATE
Deliverable 1: Inception Report	**November 2017**
Deliverable 2: First batch summative (x 2)	--
Deliverable 3: Baseline studies (desk review)	**April 2018**
Deliverable 4: Second batch summatives (x 5)	--
Country mission I	**Q2 2018**
Deliverable 5: 8 Prospective country missions annual report (first year)	**End 2018**
Deliverable 6: Third batch summatives (x 5)	--
Deliverable 7: CY18 Synthesis report	**December 2018**
Deliverable 8: Fourth batch summatives (x 5)	--
Country mission II	**Q2 2019**
Deliverable 9: 8 Prospective country missions annual report (second year)	**Q3 2019**
Deliverable 10: Fifth batch summatives (x 3)	--
Deliverable 11: CY19 Synthesis report	**January 2020**
Learning	**Ongoing**

Source: Project wok plan and timeline

Annex C Evaluation Tools

1. The overall Inception Report (Universalia et al., 2017) draws on the GPE 2020 M&E monitoring framework to provide evaluation tools that simultaneously ensure comparability across summative and prospective evaluations yet allow for adaptations to ensure that each country-level evaluation is appropriately tailored to the country context.

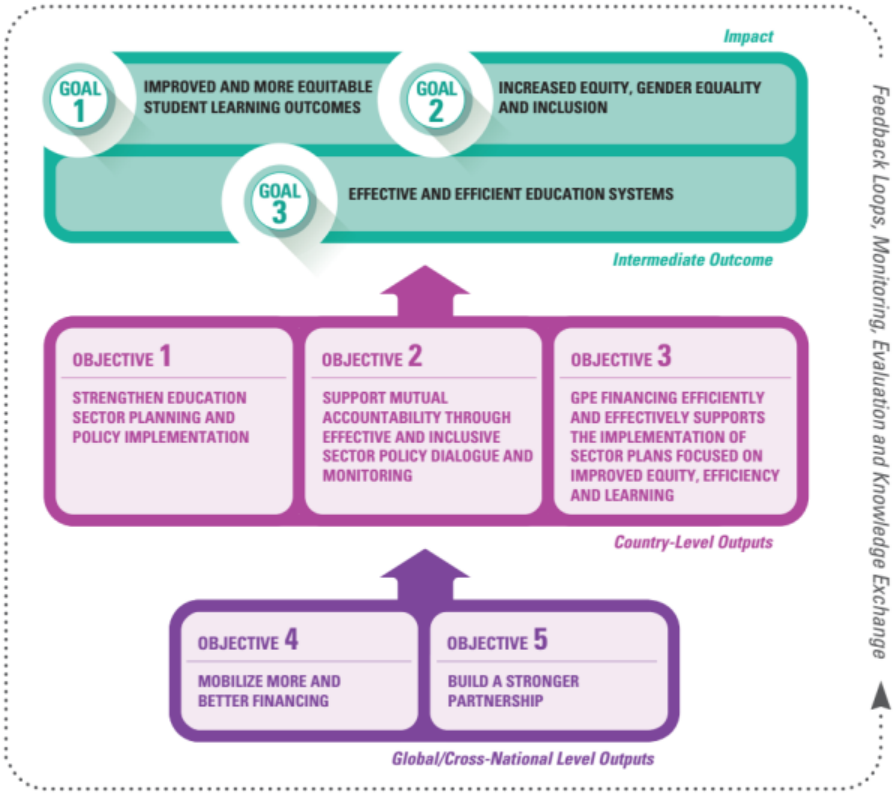
2. The tools provided for reference in this annex as follows:

- Annex Figure 2 reproduces the GPE 2020 theory of change.
- Annex Figure 3 reproduces the generic country-level theory of change which was developed for inclusion in the Inception Report. This is used as a point of reference for the development of a country-specific ToC for each prospective evaluation country.
- Annex Table 2 reproduces the GPE 2020 Results Framework in full.
- Annex Table 3 reproduces the Evaluation Matrix from the Inception Report. This sets out all the principal evaluation questions to be addressed by the summative and prospective evaluations.

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i. GPE 2020 Theory of Change

Annex Figure 2. GPE 2020 Theory of Change

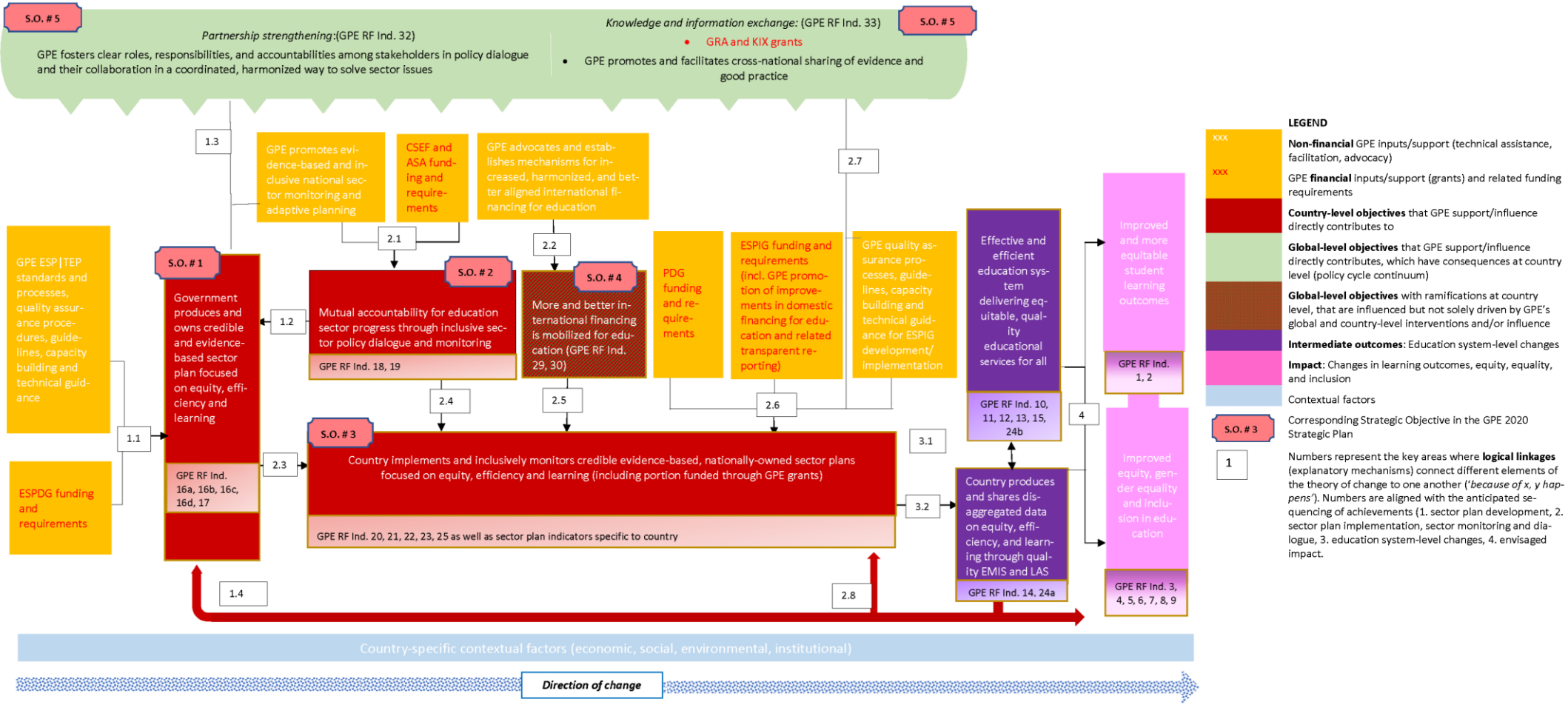


Source: GPE Country-Level Process Guide (GPE, 2017a)

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ii. Generic country-level theory of change

Annex Figure 3. Generic country-level theory of change



Source: Inception Report (Universalia et al., 2017)

iii. GPE Results Framework

Annex Table 2. GPE 2016-2020 Results Framework – 1/15

IMPACT: Improved and more equitable learning outcomes | Increased equity, gender equality and inclusion					
Strategic Goal 1: Improved and more equitable student learning outcomes through quality teaching and learning					
Indicator	Baseline CY2000-2015; N=20 DCPs (4 FCAC[9])		Milestone 2017	Milestone 2017 Status	Target 2020
1. Proportion of developing country partners (DCPs) showing improvement on learning outcomes (basic education)	Overall:	65%	First milestone set for 2018	Baseline	70%[10]
	FCAC:	50%	First milestone set for 2018	Baseline	75%
Indicator	Baseline CY2011-2014; N=22 DCPs (6 FCAC)		Milestone 2017	Milestone 2017 Status	Target 2020
2. Percentage of children under 5 years of age who are developmentally on track in terms of health, learning and psychosocial well-being	Overall:	66%	First milestone set for 2018	Baseline	74%
	FCAC:	62%	-	-	-
	Female:	68%	First milestone set for 2018	Baseline	75%

IMPACT: Improved and more equitable learning outcomes | Increased equity, gender equality and inclusion						
Strategic Goal 2: Increased equity, gender equality and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity and conflict or fragility						
Indicator	Baseline CY2015; N=49 DCPs (24 FCAC)		Milestone 2017 CY2017; N=56 DCPs (28 FCAC)		Milestone 2017 Status	Target 2020
3. Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE	Overall:	7.2 million	Planned:	17.3 million	Met	n/a
			Achieved:	18.5 million		
	FCAC:	5.6 million	Planned:	9.5 million	Met	n/a
			Achieved:	14 million		
	Female:	3.4 million	Planned:	8.3 million	Met	n/a
			Achieved:	8.8 million		

8 In this table, the core indicators are indicated in blue font. Please note that "-" stands for not available and "n/a" means not applicable.

9 The Term 'countries affected by fragility and conflict' was formerly 'fragile and conflict-affected countries (FCAC)'. The abbreviated form, FCAC is still used to refer to this classification

10 The 2020 targets (both overall and FCAC) have been revised based on new baseline sample, which consists of 20 DCPs (including four FCAC).

GPE 2016-2020 Results Framework – 2/15

IMPACT: Improved and more equitable learning outcomes | Increased equity, gender equality and inclusion

Strategic Goal 2: Increased equity, gender equality and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity and conflict or fragility

Indicator	Baseline 2013; N=61 DCPs (28 FCAC)		Milestone 2017 2015; N=61 DCPs (28 FCAC)		Milestone 2017 Status	Target 2020
4. Proportion of children who complete (a) primary education; (b) lower secondary education	Primary Education:					
	Overall:	72.5%	Planned:	74.8%	Met	78.3%
			Achieved:	76.1%		
	FCAC:	68.1%	Planned:	70.6%	Not met	74.6%
			Achieved:	68.3%		
	Female:	70.1%	Planned:	72.3%	Met	75.9%
			Achieved:	73.9%		
	Lower Secondary Education:					
	Overall:	47.9%	Planned:	49.5%	Met	52.1%
			Achieved:	50.2%		
	FCAC:	41.1%	Planned:	42.7%	Met	45.4%
			Achieved:	42.8%		
	Female:	45.7%	Planned:	48.1%	Met with tolerance	51.8%
			Achieved:	47.9%		

Indicator	Baseline 2013; N=61 DCPs (28 FCAC)		Milestone 2017 2015; N=61 DCPs (28 FCAC)		Milestone 2017 Status	Target 2020
5. Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for (a) primary education; (b) lower secondary education	Primary Education:					
	Overall:	62%	Planned:	65%	Met	69%
			Achieved:	66%		
	FCAC:	54%	Planned:	55%	Met	61%
			Achieved:	57%		

GPE 2016-2020 Results Framework – 3/15

IMPACT: Improved and more equitable learning outcomes | Increased equity, gender equality and inclusion						
Strategic Goal 2: Increased equity, gender equality and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity and conflict or fragility						
5. Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for (a) primary education; (b) lower secondary education (continued...)	Lower Secondary Education:					
	Overall:	49%	Planned:	56%	Not met	66%
			Achieved:	51%		
	FCAC:	36%	Planned:	38%	Met	54%
			Achieved:	39%		
Indicator	**Baseline 2013; N=61 DCPs (28 FCAC)**		**Milestone 2017 2015; N=61 DCPs (28 FCAC)**		**Milestone 2017 Status**	**Target 2020**
6. Pre-primary gross enrollment ratio	Overall:	28.2%	Planned:	29.8%	Met	32.2%
			Achieved:	37.2%		
	FCAC:	22.6%	Planned:	24.0%	Met	26.0%
			Achieved:	35.5%		
	Female:	27.5%	Planned:	29.1%	Met	31.6%
			Achieved:	36.7%		
Indicator	**Baseline 2013; N=61 DCPs (28 FCAC)**		**Milestone 2017 2015; N=61 DCPs (28 FCAC)**		**Milestone 2017 Status**	**Target 2020**
7. Out-of-school rate for (a) children of primary school age; (b) children of lower secondary school age	Children of Primary School Age:					
	Overall:	20.3%	Planned:	19.0%	Met with tolerance	17.0%
			Achieved:	19.4%		
	FCAC:	25.8%	Planned:	24.2%	Not met	21.7%
			Achieved:	25.9%		
	Female:	22.7%	Planned:	21.1%	Met with tolerance	18.6%
			Achieved:	22.0%		

GPE 2016-2020 Results Framework – 4/15

IMPACT: Improved and more equitable learning outcomes | Increased equity, gender equality and inclusion						
Strategic Goal 2: Increased equity, gender equality and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity and conflict or fragility						
7. Out-of-school rate for (a) children of primary school age; (b) children of lower secondary school age (continued...)	Children of Lower Secondary School Age:					
	Overall:	33.4%	Planned:	32.0%	Met with tolerance	29.9%
			Achieved:	32.9%		
	FCAC:	38.4%	Planned:	36.0%	Not met	32.4%
			Achieved:	40.8%		
	Female:	35.3%	Planned:	33.3%	Met with tolerance	30.2%
			Achieved:	34.1%		
Indicator	**Baseline 2013; N=61 DCPs (28 FCAC)**		**Milestone 2017 2015; N=61 DCPs (28 FCAC)**		**Milestone 2017 Status**	**Target 2020**
8. Gender parity index of out-of-school rate for (a) primary education; (b) lower secondary education	Primary Education:					
	Overall:	1.27	Planned:	1.25	Not met	1.22
			Achieved:	1.30		
	FCAC:	1.34	Planned:	1.32	Not met	1.29
			Achieved:	1.40		
	Lower Secondary Education:					
	Overall:	1.12	Planned:	1.09	Met	1.04
			Achieved:	1.08		
	FCAC:	1.19	Planned:	1.15	Met	1.10
			Achieved:	1.14		

GPE 2016-2020 Results Framework – 5/15

IMPACT: Improved and more equitable learning outcomes | Increased equity, gender equality and inclusion

Strategic Goal 2: Increased equity, gender equality and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity and conflict or fragility

Indicator	Baseline CY2010-2014; N=59 DCPs (27 FCAC)		Milestone 2017 CY2010-2016; N=59 DCPs (27 FCAC)		Milestone 2017 Status	Target 2020
9. Equity index	Overall:	32%	Planned:	36%	Met	42%
			Achieved:	42%		
	FCAC:	33%	Planned:	37%	Met	43%
			Achieved:	41%		

OUTCOME: Strategic Goal 3: Effective and efficient education systems

Strategic Goal 3: Effective and efficient education systems delivering equitable, quality educational services for all

Indicator	Baseline CY2015; N=49 DCPs (22 FCAC)		Milestone 2016[11] 2016; N= 42 (19 FCAC)		Milestone 2016 Status	Target 2020
10. Proportion of DCPs that have (a) increased their public expenditure on education, or (b) maintained sector spending at 20% or above	Overall:	78% (a - 24%; b - 53%)	Planned:	76%	Met	90%
			Achieved:	79% (a – 29%, b – 50%)		
	FCAC:	77% (a - 32%; b - 45%)	Planned:	74%	Not met	86%
			Achieved:	63% (a – 21%, b - 42%)		

Indicator	Baseline CY2010-2014; N=21 DCPs (11 FCAC)[12]		Milestone 2017	Milestone 2017 Status	Target 2020
11. Equitable allocation of teachers, as measured by the relationship (R2) between the number of teachers and the number of pupils per school in each DCP	Overall:	29%	First milestone set for 2018	Baseline	48%
	FCAC:	18%[13]	-	-	-

11 CY2017 data will be available by June 2018 and will be published in the next Results Report.

12 Revised N for FCAC is 12.

13 Revised value is 25%.

GPE 2016-2020 Results Framework – 6/15

OUTCOME: Strategic Goal 3: Effective and efficient education systems						
Strategic Goal 3: Effective and efficient education systems delivering equitable, quality educational services for all						
Indicator	**Baseline 2013; N=55 DCPs (24 FCAC)**		**Milestone 2017 2015; N=49 DCPs (20 FCAC)**		**Milestone 2017 Status**	**Target 2020**
12. Proportion of DCPs with pupil/trained teacher ratio below threshold (<40) at the primary level	Overall:	25%	Planned:	29%	Not met	35%
			Achieved:	24%		
	FCAC:	13%	Planned:	17%	Not met	21%
			Achieved:	15%		
Indicator	**Baseline CY2010-2014; N=19 DCPs (12 FCAC)**		**Milestone 2017**		**Milestone 2017 Status**	**Target 2020**
13. Repetition and dropout impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each DCP	Overall:	26%	First milestone set for 2018		Baseline	42%
	FCAC:	17%	Target set for 2020		Baseline	25%
Indicator	**Baseline 2012-2013; N=61 DCPs(28 FCAC)**		**Milestone 2017 2014-2015; N=61 DCPs (28 FCAC)**		**Milestone 2017 Status**	**Target 2020**
14. Proportion of DCPs reporting at least 10 of 12 key international education indicators to UIS (including key outcomes, service delivery and financing indicators as identified by GPE)	Overall:	30%	Planned:	38%	Not met	66%
			Achieved:	30%		
	FCAC:	32%	Planned:	39%	Not met	54%
			Achieved:	21%		
Indicator	**Baseline CY2011-2015; N=60 DCPs (28 FCAC)**		**Milestone 2017**		**Milestone 2017 Status**	**Target 2020**
15. Proportion of DCPs with a learning assessment system within the basic education cycle that meets quality standards	Overall:	32%	First milestone set for 2018		Baseline	47%
	FCAC:	21%	First milestone set for 2018		Baseline	36%

GPE 2016-2020 Results Framework – 7/15

COUNTRY-LEVEL OBJECTIVES: Strategic Objective 1: Strengthen education sector planning and policy implementation					
Support evidence-based, nationally owned sector plans focused on equity, efficiency and learning					
Indicator	**Baseline CY2014-2015; N=19 sector plans (16 ESPs and 3 TEPs)**		**Milestone 2017**	**Milestone 2017 Status**	**Target 2020**
16.a Proportion of endorsed (a) education sector plans (ESP) or (b) transitional education plans (TEP) meeting quality standards	Overall:	58% of ESPs/TEPs met at least the minimum number of quality standards	First milestone set for 2018	Baseline	100%
	ESPs:	56% of ESPs met at least 5 out of 7 quality standards	First milestone set for 2018	Baseline	100%
	TEPs:	67% of TEPs met at least3 out of 5 quality standards	First milestone set for 2018	Baseline	100%
Indicator	**Baseline CY2014-2015; N=19 sector plans (16 ESPs and 3 TEPs)**		**Milestone 2017**	**Milestone 2017 Status**	**Target 2020**
16.b Proportion of ESPs/ TEPs that have a teaching and learning strategy meeting quality standards	Overall:	58% of ESPs/TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%
	ESPs:	50% of ESPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%
	TEPs:	100% of TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%

GPE 2016-2020 Results Framework – 8/15

COUNTRY-LEVEL OBJECTIVES: Strategic Objective 1: Strengthen education sector planning and policy implementation					
Support evidence-based, nationally owned sector plans focused on equity, efficiency and learning					
Indicator	Baseline CY2014-2015; N=19 sector plans (16 ESPs and 3 TEPs)		Milestone 2017	Milestone 2017 Status	Target 2020
16.c Proportion of ESPs/TEPs with a strategy to respond to marginalized groups that meets quality standards (including gender, disability and other context-relevant dimensions)	Overall:	68% of ESPs/TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%
	ESPs:	63% of ESPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%
	TEPs:	100% of TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%
Indicator	Baseline CY2014-2015; N=19 sector plans (16 ESPs and 3 TEPs)		Milestone 2017	Milestone 2017 Status	Target 2020
16.d Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards	Overall:	53% of ESPs/TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%
	ESPs:	50% of ESPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%
	TEPs:	67% of TEPs met at least 4 out of 5 quality standards	First milestone set for 2018	Baseline	100%
Enhance sector plan implementation through knowledge and good practice exchange, capacity development, and improved monitoring and evaluation, particularly in the areas of teaching and learning and equity and inclusion					
Indicator	Baseline FY2015; N=1 ESPIG application identified with data gaps to inform key indicators		Milestone 2017 FY2017; N=0 ESPIG application identified with data gaps to inform key indicators	Milestone 2017 Status	Target 2020
17. Proportion of DCPs or states with a data strategy that meets quality standards	100%		Planned: 100%	No grants applicable	100%
			Achieved: n/a		

GPE 2016-2020 Results Framework – 9/15

COUNTRY-LEVEL OBJECTIVES: Strategic Objective 2: Support mutual accountability through effective and inclusive sector policy dialogue and monitoring						
Promote inclusive and evidence-based sector policy dialogue and sector monitoring, through government-led local education groups and the joint sector review process, with participation from civil society, teachers' organizations, the private sector and all development partners						
Indicator		Baseline CY2015; N=35 JSRs (20 in FCAC)	Milestone 2017 CY2017; N=19 JSRs (11 in FCAC)		Milestone 2017 Status	Target 2020
18. Proportion of joint sector reviews (JSRs) meeting quality standards	Overall:	29% of JSRs met at least 3 out of 5 standards quality	Planned:	53%	Not met	90%
			Achieved:	32%		
	FCAC:	25% of JSRs met at least 3 out of 5 quality standards	Planned:	51%	Not met	90%
			Achieved:	18%		
Strengthen the capacity of civil society and teacher organizations to engage in evidence-based policy dialogue and sector monitoring on equity and learning, leveraging social accountability to enhance the delivery of results						
Indicator		Baseline FY2016; N=61 LEGs (28 in FCAC)	Milestone 2017 FY2017; N=62 LEGs (31 in FCAC)		Milestone 2017 Status	Target 2020
19. Proportion of LEGs with (a) civil society and (b) teacher representation	Overall:	44% (a – 77%; b – 48%)	Planned:	48%	Met	59%
			Achieved:	53% (a - 87%, b - 56%)		
	FCAC:	55% (a – 77%; b – 58%)	Planned:	59%	Met	70%
			Achieved:	61% (a - 90%, b - 65%)		

GPE 2016-2020 Results Framework – 10/15

COUNTRY-LEVEL OBJECTIVES: Strategic Objective 3: GPE financing efficiently and effectively supports the implementation of sector plans focused on improved equity, efficiency and learning

(a) GPE financing is used to improve national monitoring of outcomes, including learning

Indicator	Baseline FY2015; N=53 active ESPIGs at the end of FY (29 in FCAC)		Milestone 2017	Milestone 2017 Status	Target 2020
20. Proportion of grants supporting EMIS/learning assessment systems	Overall:	38%	First milestone set for 2018	Baseline	60%
	FCAC:	34%	First milestone set for 2018	Baseline	51%

(b) GPE financing is used to improve teaching and learning in national education systems

Indicator	Baseline FY2016; N=13 overall,(9 FCAC)		Milestone 2017 FY2017; N=14 overall, (9 FCAC)		Milestone 2017 Status	Target 2020
21. Proportion of textbooks purchased and distributed through GPE grants, out of the total planned by GPE grants	Overall:	74%	Planned:	78%	Met	90%
			Achieved:	114%		
	FCAC:	71%	Planned:	76%	Met	90%
			Achieved:	118%		

Indicator	Baseline FY2016; N=30 overall, (17 FCAC)		Milestone 2017 FY2017; 38 overall (22 FCAC)		Milestone 2017 Status	Target 2020
22. Proportion of teachers trained through GPE grants, out of the total planned by GPE grants	Overall:	86%	Planned:	87%	Met	90%
			Achieved:	98%		
	FCAC:	83%	Planned:	85%	Met	90%
			Achieved:	90%		

(c) GPE financing is used to improve equity and access in national education systems

Indicator	Baseline FY2016; N=25 overall (17 FCAC)		Milestone 2017 FY2017; N =28 overall, (20 FCAC)		Milestone 2017 Status	Target 2020
23. Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants	Overall:	65%	Planned:	69%	Met	80%
			Achieved:	76%		
	FCAC:	71%	Planned:	73%	Not met	80%
			Achieved:	71%		

GPE 2016-2020 Results Framework – 11/15

COUNTRY-LEVEL OBJECTIVES: Strategic Objective 3: GPE financing efficiently and effectively supports the implementation of sector plans focused on improved equity, efficiency and learning						
(d) The GPE funding model is implemented effectively, leading to the achievement of country-selected targets for equity, efficiency and learning						
Indicator	Baseline FY2015; N=(a) 3 ESPIG applications; (b) 0 active ESPIGs with such performance indicators due for assessment in FY15		Milestone 2017 FY2017: N=(a) 1 ESPIG applications; (b) 1 active ESPIGs with such performance indicators due for assessment in FY17		Milestone 2017 Status	Target 2020
24. Proportion of GPE program grant applications approved from 2015 onward, (a) identifying targets in funding model performance indicators on equity, efficiency and learning; (b) achieving targets in funding model performance indicators on equity, efficiency and learning	Overall:	(a) Not applicable (b) Not applicable	Planned:	(a) 95% (b) 90%	Met	(a) 95% (b) 90%
			Achieved:	(a) 100% (b) 100%		
	FCAC:	(a) Not applicable (b) Not applicable	Planned:	(a) 90% (b) 90%	Met	(a) 90% (b) 90%
			Achieved:	(a) 100% (b) n/a		
(e) GPE financing is assessed based on whether implementation is on track						
Indicator	Baseline FY2016; N=54 active ESPIGs at the end of FY (29[14] in FCAC)		Milestone 2017 FY2017; N=48 active ESPIGs at the end of FY (27 in FCAC)		Milestone 2017 Status	Target 2020
25. Proportion of GPE program grants assessed as on track with implementation	Overall:	80%	Planned:	82%	Not met	85%
			Achieved:	79%		
	FCAC:	77%	Planned:	79%	Met	83%
			Achieved:	85%		

14 Revised value is 31.

GPE 2016-2020 Results Framework – 12/15

GLOBAL-LEVEL OBJECTIVES: Strategic Objective 4: Mobilize more and better financing

(a) Encourage increased, sustainable and better-coordinated international financing for education by diversifying and increasing GPE's international donor base and sources of financing

Indicator	Baseline FY2015	Milestone 2017 FY2017		Milestone 2017 Status	Target 2020
26. Funding to GPE from nontraditional donors (private sector and those who are first-time donors to GPE)	US$5 million	Planned:	US$8.5 million	Met	n/a
		Achieved:	US$10 million		

Indicator	Baseline FY2015; N=17 pledges	Milestone 2017 FY2017; N=22 pledges		Milestone 2017 Status	Target 2020
27. Percentage of donor pledges fulfilled	100% of pledges fulfilled	Planned:	100%	Met	100%
		Achieved:	100%		

Indicator	Baseline CY2010 – 2014; N=21 donors	Milestone 2017 CY2014-2016; N=21 donors		Milestone 2017 Status	Target 2020
28. Proportion of GPE donors that have (a) increased their funding for education; (b) maintained their funding	48% (a – 38%; b – 10%)	Planned:	50%	Met	56%
		Achieved:	62% (a – 57%; b – 5%)		

(d) Advocate for improved alignment and harmonization of funding from the Global Partnership and its international partners around nationally owned education sector plans and country systems

Indicator	Baseline FY2015; N=68 active ESPIGs at any point during FY (37 in FCAC)		Milestone 2017 FY2017; N=57 active ESPIGs at any point during FY (34 in FCAC)		Milestone 2017 Status	Target 2020
29. Proportion of GPE grants aligned to national systems	Overall:	34% of ESPIGs meet at least 7 elements of alignment out of a total of 10	Planned:	41%	Not met	51%
			Achieved:	28%		
	FCAC:	27% of ESPIGs meet at least 7 elements of alignment out of a total of 10	Planned:	31%	Not met	38%
			Achieved:	24%		

GPE 2016-2020 Results Framework – 13/15

Indicator	Baseline FY2015; N=68 active ESPIGs at any point during FY (37 in FCAC)		Milestone 2017 FY2017; N=57 active ESPIGs at any point during FY (34 in FCAC)		Milestone 2017 Status	Target 2020
30. Proportion of GPE grants using (a) co-financed project or (b) sector pooled funding mechanisms	Overall:	40% of ESPIGs are co-financed or sector pooled (a – 26%; b – 13%)	Planned:	48%	Not met	60%
			Achieved:	37% (a – 25%; b – 12%)		
	FCAC:	32% of ESPIGs in FCAC are co-financed or sector pooled (a – 22%; b – 11%)	Planned:	38%	Not met	45%
			Achieved:	31% (a – 21%; b – 9%)		

(d) Support increased, efficient and equitable domestic financing for education through cross-national advocacy, mutual accountability, and support for transparent monitoring and reporting

Indicator	Baseline FY2015; N=57 missions (34 to FCAC)		Milestone 2017 FY2017; N=62 missions (28 to FCAC)		Milestone 2017 Status	Target 2020
31. Proportion of country missions addressing domestic financing issues	Overall:	47%	Planned:	54%	Met	65%
			Achieved:	70 %		
	FCAC:	62%	Planned:	65%	Met	65%
			Achieved:	77%		

GLOBAL-LEVEL OBJECTIVES - Strategic Objective 5: Build a stronger partnership

(a) Promote and coordinate consistent country-level roles, responsibilities and accountabilities among governments, development partners, grant agents, civil society, teachers organizations and the private sector through local education groups and a strengthened operational model

Indicator	Baseline		Milestone 2017 FY2017 N =116 respondents in 20 DCPs (72 in 12 FCAC)		Milestone 2017 Status	Target 2020
32. Proportion of (a) DCPs and (b) other partners reporting strengthened clarity of roles, responsibilities and accountabilities in DCP processes	All respondents					
	DCPs:	n/a	Planned:	65%	Met	80%
			Achieved:	65%		
	Other partners:	n/a	Planned:	65%	Not met	80%
			Achieved:	60%		

GPE 2016-2020 Results Framework – 14/15

32. Proportion of (a) DCPs and (b) other partners reporting strengthened clarity of roles, responsibilities and account-abilities in DCP processes (continued..)	Respondents in FCAC					
	DCPs:	n/a	Planned:	65%	Not met	80%
			Achieved:	58%		
	Other partners:	n/a	Planned:	65%	Not met	80%
			Achieved:	55%		
(b) Use global and cross-national knowledge and good practice exchange effectively to bring about improved education policies and systems, especially in the areas of equity and learning						
Indicator	Baseline FY2015		Milestone 2017 FY2017		Milestone 2017 Status	Target 2020
33. Number of policy, technical and/or other knowledge products developed and disseminated with funding or support from GPE	4		Planned:	21	Met	64
			Achieved:	36		
(c) Expand the partnership's convening and advocacy role, working with partners to strengthen global commitment and financing for education						
Indicator	Baseline FY2016		Milestone 2017 FY2017		Milestone 2017 Status	Target 2020
34. Number of advocacy events undertaken with partners and other external stakeholders to support the achievement of GPE's strategic goals and objectives	11[15]		Planned:	26	Met	65
			Achieved:	26		
(d) Improve GPE's organizational efficiency and effectiveness, creating stronger systems for quality assurance, risk management, country support and fiduciary oversight						
Indicator	Baseline FY2016; N=12 audit reports		Milestone 2017 FY2017; N=25 audit reports		Milestone 2017 Status	Target 2020
35. Proportion of significant issues identified through audit reviews satisfactorily addressed	100%		Planned:	100%	Met	100%
			Achieved:	100%		

GPE 2016-2020 Results Framework – 15/15

Indicator	Baseline FY2015; N=2,254.74 total work weeks	Milestone 2017 FY2017; N=3,297 total work weeks		Milestone 2017 Status	Target 2020
36. Proportion of Secretariat staff time spent on country-facing functions	28%	Planned:	36%	Met	50%
		Achieved:	41%		
(e) Invest in monitoring and evaluation to establish evidence of GPE results, strengthen mutual accountability and improve the work of the partnership					
Indicator	Baseline FY2015; N=1 results report and 1 evaluation reports	Milestone 2017		Milestone 2017 Status	Target 2020
37. Proportion of results reports and evaluation reports published against set targets	100%	First milestone set for 2018		Baseline	100%

Note: The country-level data from the UIS February 2018 release were used to compute 2017 values of indicator 5, 12 and 14. GPE aggregates from the UIS July 2017 release was used for all other UIS-based indicators.

Source: GPE Results Framework (https://www.globalpartnership.org/content/results-report-2018[183])

[183] Compare to original logframe: *https://www.globalpartnership.org/content/gpe-results-framework-2016-2020.*

iv. Evaluation Matrix

Annex Table 3. Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFOR-MATION	ANALYSIS
Key question I: Has GPE-support to [country] contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? [184] **If so, then how?**			
CEQ 1: Has GPE contributed to education sector planning and sector plan implementation in [country] during the period under review? [185] **How?**			
CEQ 1.1 What have been strengths and weaknesses of education sector planning during the period under review?	• Extent to which the country's most recent sector plan meets GPE/UNESCO IIEP appraisal criteria. [186] – Plan preparation process has been country-led, participatory, and transparent – Plan constitutes a solid corpus of strategies and actions addressing the key challenges of the education sector – Issues of equity, efficiency, and learning are soundly addressed to increase sector performance – There is consistency between different components of the sector plan – Financing, implementation and monitoring arrangements offer a good perspective for achievement • Extent to which previous sector plans met current GPE or other (e.g. country specific) quality standards (if and where data is available) • Stakeholder views on strengths and weaknesses of (most recent and previous) sector planning processes in terms of: – Leadership for and inclusiveness of sector plan preparation – Relevance and coherence of the sector plan – Adequacy of sector plan in addressing equity, efficiency and learning issues – Timeliness of plan preparation processes	• Current and past sector plans (including from period prior to country joining GPE if available) • GPE ESP/TSP quality assurance documents • JSR reports • Other relevant reports or reviews that comment on the quality of previous sector plans • Interviews	• Pre-post analysis (where data on previous policy cycles is available) • Triangulation of data deriving from document review and interviews
CEQ 1.2 What have been strengths and weaknesses of sector plan implementation during the period under review?	• Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan. (If data is available: compared to progress made on implementing previous sector plan) • Extent to which sector plan implementation is fully funded (current/most recent plan compared to earlier sector plan if data is available) • Stakeholder views on timeliness, effectiveness and efficiency of sector plan implementation, and on changes therein compared to earlier policy cycles, due to: – Extent to which plans are coherent and realistic – Implementation capacity and management	• Current and past sector plans (including from period prior to country joining GPE if available) • DCP government ESP/TSP implementation documents	• Pre-post analysis (where data on previous policy cycles is available) • Triangulation of data deriving from

[184] OECD DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability.

[185] The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, for selected indicators (and subject to data availability) the summative evaluations will look back up to five years prior to the country becoming a GPE member to conduct a trend analysis of relevant data.

[186] Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFOR-MATION	ANALYSIS
	– Funding – Other (context-specific)	including mid-term or final reviews • Relevant programme or sector evaluations, including reviews preceding the period of GPE support under review • JSR reports • Reports or studies on ESP/TSP commissioned by other development partners and/or the DCP government • CSO reports • Interviews	document review and interviews
CEQ 1.3 Has GPE contributed to the observed characteristics of sector planning? How? a) Through the GPE ESPDG grant- (funding, funding requirements) b) Through other support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice). [187]	a) Contributions through GPE ESPDG grant and related funding requirements: • ESPDG amount as a share of total resources invested into sector plan preparation. Evidence of GPE ESPDG grant addressing gaps/needs or priorities identified by the DCP government and/or LEG b) Contributions through other (non ESPDG-related) support: • Support directed at priority needs/gaps identified by the DCP government and/or LEG • Support adapted to meet the technical and cultural requirements of the specific context in [country] • Support aimed at strengthening sustainable local/national capacities for sector planning or plan implementation • Stakeholder views on relevance and appropriateness of GPE technical assistance, advocacy, standards, guidelines, capacity building, facilitation, CSEF and ASA grants, and knowledge exchange in relation to: – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. quality assurance provided by Secretariat)	• ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on technical assistance/advocacy • Country-specific grant applications • Interviews	• Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)

[187] Technical assistance and facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFOR-MATION	ANALYSIS
		• Education sector analyses • Country's poverty reduction strategy paper	
CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? How? a) Through GPE EPDG, ESPIG grants-related funding requirements and the variable tranche. [188] b) Through non-financial support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice). [189]	a) Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche (where applicable) • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Maximum allocation amounts and actual amount a country received from GPE through the fixed and/or the variable tranche and reasons for not receiving the total MCA; • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG. • Progress made towards targets outlined in GPE grant agreements as triggers for variable tranche, compared to progress made in areas without specific targets (where applicable) • Proportion of overall sector plan funded through GPE ESPIG • Proportion of textbook purchases planned under current/most recent sector plan funded through GPE grant • Proportion of teachers trained under current/most recent sector plan funded through GPE grant • Proportion of classrooms built under current/most recent sector plan funded through GPE grant • Progress made towards objectives/targets outlined in GPE grant agreement (where applicable: compare progress made in areas with specific targets as triggers for release of variable tranche compared to progress made in areas without specific targets) • Timeliness of implementation of GPE grants (Education Sector Plan Development Grant, Program Development Grant, Education Sector Plan Implementation Grant) • Grant implementation is on budget b) Contributions through non-financial support • GPE support aimed at strengthening sustainable local/national capacities for plan implementation • Stakeholder views on relevance and appropriateness of GPE non-financial support in relation to: – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. quality assurance provided by Secretariat)	• ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on technical assistance/advocacy • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper	• Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)
CEQ 1.4 Has GPE contributed to leveraging additional education sector	a) Leveraging additional finance from government • Changes in country's public expenditures on education during period under review (by sub-sector if available)	• Interviews with national actors (e.g. Ministry of	• Trend analysis for period

[188] Where applicable.

[189] Technical assistance and facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
financing and improving the quality of financing? a) Leveraging of additional finance from the government? b) Leveraging of additional finance from other partners through the GPE multiplier funding mechanisms (where applicable)? c) Leveraging of additional finance from other partners through means other than the multiplier funding mechanism? d) Improvements in the quality of education finance (e.g. short, medium and long-term predictability, alignment with government systems)?	b) Leveraging additional finance through multiplier funding • Extent to which country has achieved, maintained or exceeded 20% of public expenditures on education during period under review • Amount received through the GPE multiplier fund (if applicable). c) Leveraging additional finance through other means • Amounts and sources of domestic resources mobilized through GPE advocacy efforts (b and c): • Changes in relative size of GPE financial contribution in relation to other donor' contributions • Trends in external and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government • Changes in donor aid to country; Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms; Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging d) Quality of education finance • Alignment of GPE education sector program implementation grants with GPE's system alignment criteria (including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively) • Possible reasons for non-alignment or non-harmonization (if applicable)	Finance, Ministry of Education, Local Education Groups/ Development partner groups) • GPE data (e.g. grant documents, country commitments and disbursements, donor pledges and contributions) • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g. Education Management Information Systems, school censuses and surveys, National Education Accounts, Joint Sector Reviews, public expenditure reviews)	under review • Comparative analysis (GPE versus other donor contributions) • Triangulation of quantitative analysis with interview data
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
CEQ 2.1 Has sector dialogue changed during the period under review?	• Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under review • Frequency of LEG meetings, and changes in frequency during period under review • Stakeholder views on changes in sector dialogue in terms of: – Inclusiveness – Frequency, consistency, clarity of roles and responsibilities – Relevance (i.e. perceptions on whether stakeholder input is taken into account for decision making) – Quality (evidence-based, transparent)	• LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development	• Pre-post comparison • Triangulate results of document review and interviews • Stakeholder analysis and mapping

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFOR-MATION	ANALYSIS
		• Back to office re-ports/memos from Secre-tariat • Interviews	
CEQ 2.2 Has sector monitoring changed?	• Frequency of joint sector reviews conducted, and changes in frequency during period under review • Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period) • Evidence deriving from JSRs is reflected in DCP govern-ment decisions (e.g. adjustments to sector plan imple-mentation) and sector planning • Measures in the current sector plan to strengthen sec-tor monitoring (especially monitoring the quality of teaching and learning, equity, equality and inclusion) are implemented • Stakeholder views on changes in JSRs in terms of them being: – Inclusive and participatory – Aligned to existing sector plan and/or policy frame-work – Evidence based – Used for learning/informing decision-making – Embedded in the policy cycle (timing of JSR appropri-ate to inform decision making; processes in place to follow up on JSR recommendations). [190] • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector.	• LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review as-sessments • Grant agent reports • Back to office re-ports/memos from Secre-tariat • Interviews	• Pre-post compari-son • Triangu-late the results of document review and inter-views
CEQ 2.3 Has GPE contributed to ob-served changes in sector dialogue and monitoring? How? a) Through GPE grants and fund-ing require-ments b) Through other support. [191]	a) Grants and funding requirements • Proportion of EMIS-related improvements outlined cur-rent/most recent sector plan funded through GPE grant b) Non-grant related support • Support is targeted at issues identified as priorities by DCP government and/or LEG • Support is adapted to meet the technical and cultural requirements of the specific context in [country] • Support is aimed at strengthening local/national capaci-ties for conducting inclusive and evidence-based sector dialogue and monitoring a) and b) • Stakeholder view on relevance and appropriateness of GPE grants and related funding requirements, and of technical assistance in relation to: – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. around JSRs)	• LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review as-sessments • Grant agent reports • Back to office re-ports/memos from Secre-tariat • Interviews	• Triangu-late the results of document review and inter-views

[190] Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Plat-forms. GPE Working Paper #1. Washington. June 2017. Available at: https://www.globalpartnership.org/blog/helping-part-ners-make-best-use-joint-sector-reviews

[191] Technical assistance, advocacy, standards, quality assurance, guidelines, capacity building, facilitation, and cross-national sharing of evidence/good practice

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFOR-MATION	ANALYSIS
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector plan development, sector financing and plan implementation, and in sector dialogue and monitoring?	• Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions to sector planning, plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) – Political context (e.g. changes in government/leadership) – Economic context – Social/environmental contexts (e.g. natural disasters, conflict, health crises) – Other (context-specific)	• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country] • Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector • Interviews	• Triangulate the results of document review and interviews
CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	• Types of unintended, positive and negative, effects on sector planning, sector financing, sector plan implementation, sector dialogue and monitoring deriving from GPE funding (grants) • Types of unintended, positive and negative, effects deriving from other GPE support.	• All data sources outlined for CEQs 1 and 2 above • Interviews	• Triangulate the results of document review and interviews
Key question II: Has the achievement of country-level objectives [192] contributed to making the overall education system in [country] more effective and efficient?			
CEQ 4 During the period under review, how has the	a) Quality of teaching/instruction • Changes in pupil/trained teacher ratio during period under review	• Education Management Information	• Pre-post comparison of statistical

[192] GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFOR-MATION	ANALYSIS
education system changed in relation to: a) Quality of teaching/instruction b) Evidence-based, transparent decision making. [193] c) Country-specific areas of system strengthening for furthering equity and/or learning, and for ensuring effective and efficient use of resources.	• Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) b) Evidence-based, transparent decision making • Changes in number of education indicators that country reports to UIS during period under review • Changes in whether country has quality learning assessment system within the basic education cycle during period under review • Other, country-specific indicators illustrating changes in evidence-based, transparent data collection, reporting and decision making c) Indicators for specific areas of education systems strengthening as outlined in the country's current sector plan related to: • Sector management (e.g. changes in ministerial, district and/or school level management structures, guidelines, staffing, financing, approaches to ensuring effective and efficient use of resources) • Learning (appropriate and available education inputs, additional country-specific efforts to enhance the quality of teaching/instruction, e.g. through new/improved incentives for schools/teachers) • Equity (removal of barriers to school participation for all learners; creating inclusive learning environments) (a-c): Stakeholder perceptions of areas within the education system that have/have not changed during period under review	System (EMIS) • UIS data • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports • Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Appraisal Reports • Public expenditure reports • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews	data for periods under review • Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening
CEQ 5 How have changes in sector planning, plan implementation, and mutual accountability contributed to observed changes at education system level?	• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level • Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan) • Stakeholder perceptions of reasons for observed changes	• Sources as shown for CEQ 4 • Literature on good practices in education system domains addressed in country's sector plan	

[193] Sub-questions a) and b) reflect indicators under Strategic Goal #3 as outlined in the GPE results framework. Sub-questions c) explores additional, country-specific indicators for system-level change.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
		• Education sector analyses • Country's poverty reduction strategy paper	
Key question III: Have changes at education system level contributed to progress towards impact?			
CEQ 6: During the period under review, what changes have occurred in relation to: a) Learning outcomes (basic education)? b) Equity, gender equality and inclusion in education?	a) Learning outcomes: • Changes in learning outcomes (basic education) during period under review. • Changes in percentage of children under five (5) years of age in COUNTRY who have been developmentally on track in terms of health, learning and psychosocial well-being. Or changes in other early childhood care and education measures from country-level surveys b) Equity, gender equality, and inclusion: • Changes in proportion of children who complete (i) primary, (ii) lower-secondary education • Changes in out of school rate for (i) primary, (ii) lower-secondary education • Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds) • Education sector plan sets gender parity index/targets for (i) primary, (ii) lower-secondary education • Extent to which these targets have been achieved • Stakeholder perceptions on extent of, and reasons for, impact level changes during period under review (a and b): Additional country-specific indicators as outlined in current sector plan and/or related monitoring framework	• Sector performance data available from GPE, UIS, DCP government and other reliable sources • Teacher Development Information System (TDIS) • Education Management Information System (EMIS) • National examination data • International and regional learning assessment data • EGRA/EGMA data • ASER/UWEZO other citizen-led surveys • Grant agent and Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Appraisal Reports • Interviews	• Pre-post comparison of available education sector data during period under review • Triangulation of statistical data with qualitative document analysis and interviews
CEQ 7 Is there evidence to link changes in learning outcomes, equity, gender	• Changes in country's change trajectory related to learning outcomes, equity, gender equality, and inclusion during period under review	• Studies/evaluation reports on education	• Pre-post comparison of available

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFOR-MATION	ANALYSIS
equality, and inclusion to system-level changes identified under CEQ 4? What other factors can explain changes in learning outcomes, equity, etc.?	• Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5 • Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review	(sub)sector(s) in country commissioned by the DCP government or other development partners (where available) • Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings • Interviews	education sector data during period under review • Triangulation of statistical data with qualitative document analysis and interviews • Weigh supporting and refuting evidence of GPE contributions to sector outcomes during period of review

Source: Inception Report (Universalia et al., 2017)

Annex D Mapping of DRC-specific Assumptions against IR

The table below maps the underlying assumptions of the DRC-specific TOC against the assumptions in the generic TOC as included in the inception report.

Annex Table 4. Underlying TOC assumptions - comparison

Contribution Claim	Underlying Assumptions in the Generic ToC. [194]	Underlying Assumptions in the DRC ToC
GPE (financial and non-financial) support and influence contribute to the *development* of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning	Country level stakeholders have the capabilities (knowledge and skills), opportunities (resources, conductive external environment), and motivation (political will, incentives) to jointly and collaboratively improve sector analysis and planning	See Assumption #1, 2, 3, 4, 5, 6, 16
	GPE has sufficient leverage within the country for GPE financial and non-financial support to influence sector planning, including LEG existence and functioning	See Assumption #9, 18, 21
	EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data	See Assumption #7
GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to *mutual accountability* for education sector progress	GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning.	See Assumption #21, 8
	Country level stakeholders have the capabilities (knowledge and skills), opportunities (including resources), and motivation (including political will and incentives) to work together to solve education sector issues	See Assumption #6, 8, 12
GPE advocacy and funding requirements contribute to more and better financing	GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing.	See Assumption #9, 21
	External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing	See Assumption #3, 10
GPE (financial and non-financial) support and influence contribute to the effective and efficient *implementation* of sector plans	Relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan.	See Assumption #13, 14, 21
	Available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan.	See Assumption #3, 9, 10

[194] As provided in 'Appendix XVI Explanatory mechanisms and key underlying assumptions in the generic country ToC', *Design and Implementation of GPE 2020 Country-Level Evaluations 2017 - 2020*, 21 December 2017, p. 115 - 118.

Contribution Claim	Underlying Assumptions in the Generic ToC [194]	Underlying Assumptions in the DRC ToC
	Country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum	See Assumption #3, 14
	Country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation	See Assumption #8
	The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data	See Assumption #7, 8, 11
The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall *education system*	Education sector plan implementation leads to improvements of previous shortcomings in the education system including related to each of, as well as to the interaction between elements, such as Sector Management, Learning, and Equity	See Assumption #16
	There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze and report on available data and maintain EMIS and LAS.	See Assumption #7
	There are clearly delineated roles and responsibilities to produce data, report against data, and use data to monitor implementation	See Assumption #7, 8, 11, 16
Education system-level improvements result in *improved learning outcomes* and in *improved equity, gender equality*	Changes in the education system positively affect learning outcomes and equity	See Assumption #20
	Country-produced data on equity, efficiency and learning allow measuring/tracking these changes	See Assumption #11, 12

Annex E Risks to the Evaluation, Quality Assurance and Ethics

Risks to the Evaluation

1. The table below outlines the key anticipated risks and limitations as outlined in the risk management and contingency plan section of the Inception Report. It also puts forward the anticipated mechanisms to mitigate risks.

Annex Table 5. Key Anticipated Risks and Limitations, and Proposed Mitigation Mechanisms

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Delays in the timing of the 24 country visits **Consequences: some country evaluation reports are submitted later than required to inform GPE Strategy and Impact Committee and/or Board meetings, or to feed into Synthesis report.** ***Likelihood: High***	If full evaluation/progress reports are not yet complete, the evaluation team will provide the Secretariat with at least an overview of emerging key findings at the agreed upon timelines that are linked to SIC and Board meetings or the submission of synthesis reports. The full reports will be submitted as soon as possible thereafter and will be reflected in subsequent synthesis reports in case important information was missed.
Conflict or fragility undermine the ability of our teams to conduct in-country data collection for summative or prospective evaluations **Consequences: international consultants cannot conduct in-person data collection on the ground. Delays in conduct of site visits and of subsequent deliverables.** ***Likelihood: Medium to High***	Change timing of site visits, and postpone related deliverables Change order in which 22 summative evaluations are being conducted and/or make use of the contingency provision of two extra countries included in the sample for summative evaluations Collect data from individual in-country stakeholders via email, telephone, Skype; use electronic survey to reach several stakeholders at once Increase Level of Effort of national consultant(s) to ensure in-country data collection
Interventions are not implemented within the lifecycle of the evaluation **This constitutes a risk in particular for the *prospective* evaluations. While a lack of implementation can create learning opportunities in impact evaluations, such situations do not present value for money.** ***Likelihood: Medium***	If interventions are not implemented within the lifecycle of the evaluation, data on bottlenecks, barriers, contextual factors and the political economy will be able to shed light on why implementation didn't take place and the extent to which such factors were within GPE's control.
Large data and evidence gaps **Consequences: Inability to conduct reliable trend analysis. Lack of a solid basis on which to assess country progress made in strengthen the overall education system and education outcomes, as well as GPE contributions along the theory of change.** ***Likelihood: Medium, but varying by country***	Inclusion of data availability as a consideration in the sampling strategy. Work with the Secretariat and in-country stakeholders to fill data gaps. For prospective evaluations, if gaps identified as baseline cannot be filled, adjusting the prospective evaluation focus to make the most of alternative data that may be available. Use of qualitative data, e.g., based on stakeholder consultations, to reconstruct likely baseline for key issues relevant for assembling the contribution story Clearly identifying data gaps and implications for data analysis in all deliverables
Structure of available data is limiting **To assess education sector progress, the evaluation team will use the best data available at country level. However, the format of available data may vary by country. For example, countries may use different criteria to define**	As qualitative synthesis does not bring the same limitations, we will mitigate this risk by describing differences in measurement criteria across countries.

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
'inclusion' in their data. This can pose challenges to synthesizing findings on GPE contributions in the respective area. ***Likelihood: Medium***	
Inaccessibility of in-country partners, **resulting in incomplete data sets, limited triangulation, partners not fully seeing their views reflected in, and therefore reject evaluation findings and forward-looking suggestions; increase in costs and time required for data collection; delays in completing data collection and submitting deliverables.** ***Likelihood: Medium***	Reaching out to in-country stakeholders as early as possible before scheduled mission to explore their availability Data collection via email, telephone Skype, or through local consultant before or after site visit Close collaboration with the Secretariat country lead and in-country focal point (e.g., Coordinating Agency) to identify and gain access to all key in-country stakeholders Consult other individuals from same stakeholder group if key envisaged informants are not available
Being part of an evaluation changes the behavior of actors, independent of GPE support **GPE partners within *prospective* evaluation countries may, involuntarily, perceive the prospective evaluation countries as showcase examples and increase efforts due to the evaluation.** ***Likelihood: Medium to Low***	The evaluation team will review the performance data for the full set of GPE countries and see if the prospective evaluation countries have moved in their performance ranking over the lifecycle of the evaluation.
Evaluations (perceived to be) not sufficiently independent from the Secretariat **Consequences: Negative effects on credibility of evaluation findings and forward-looking suggestions in the eyes of key stakeholders. Limited use of evaluations to inform decision making and/or behaviors of key stakeholders. Reputational damage for the Secretariat and consortium members.** ***Likelihood: Medium to Low***	Findings, conclusions and forward-looking suggestions will be based on clearly identified evidence Review of all draft deliverables by an Independent Technical Review Panel (ITRP). The evaluation team will incorporate feedback received on draft deliverables as follows: (a) factual errors will be corrected; (b) for other substantive comments, the evaluation team will decide based on the available evidence whether and how to incorporate them or not. If comments/suggestions are not accepted, the evaluation team will explain why.
Prospective country evaluation teams becoming excessively sympathetic to GPE or others through repeat visits **This can result in overly positive reports that miss areas requiring constructive criticism.** ***Likelihood: Medium to Low***	The internal, independent and external quality assurance mechanisms described in Annex E, as well as feedback received from the ITRP will allow identifying any cases where prospective evaluation reports provide insufficient evidence for overly positive assessments.
Countries no longer willing to participate, or wish to withdraw partway through an (prospective) evaluation **Consequences: An unbalanced sample of summative or *prospective* evaluations. Difficulty completing all eight prospective evaluations in a consistent manner.** ***Likelihood: Medium to Low***	Transparent selection/sampling process Early work with GPE country leads and in-country implementing partners to build support for all country-level evaluations Early and ongoing direct engagement with senior decision-makers in DCPs to ensure that key stakeholders understand the nature and anticipated duration of especially the prospective evaluations

Source: **Universalia et al., 2017**

Quality Assurance

2. Our consortium is committed to providing high-quality reports to GPE. The Team Leader, working with the Itad coordinator, will play the principal roles with respect to liaison and coordination with the Secretariat regarding quality assurance throughout the assignment. The table below provides an overview of our approach to ensuring the high quality of all deliverables submitted to the Secretariat.

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Annex Table 6. Quality Assurance Mechanisms

Prospective country evaluations	• **Internal quality assurance**: Rachel Outhred and/or Stephen Lister will review (from drafting stage to finalization stage) all major outputs of country team leaders contracted by Itad or Mokoro for the prospective country evaluations. During finalization of reports Rachel Outhred and Stephen Lister will ensure that feedback received from the Secretariat and the ITRP has been addressed. • **Independent quality assurance**: will be provided by the Itad Quality Advisor Sam MacPherson, an Itad Director external to the evaluation team, who will provide written comments on all major deliverables once reviewed by Rachel Outhred or Stephen Lister. • **External quality assurance**: will be provided through members of the Expert Advisory Panel who will conduct a review of draft deliverables in parallel to reviews conducted by the Secretariat, the ITRP and country stakeholders[195].

Ethics

3. The members of our consortium abide by and uphold internationally recognized ethical practices and codes of conduct for evaluations, especially when they take place in humanitarian and conflict situations, and with affected and vulnerable populations.

4. For this evaluation the work of the evaluation team will be guided by: OECD-DAC Evaluation Quality Standards for Development Evaluation;[196] UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System;[197] the World Bank's principles and standards for evaluating global and regional partnership programs;[198] ALNAP's Evaluation of Humanitarian Action Guide;[199] the Sphere Handbook and Standards for Monitoring and Evaluation;[200] and guidance on Ethical Research Involving Children.[201]

Annex F Interview Guides

1. These guidelines are not intended as questionnaires. It will not be possible to cover all issues in all categories with all individuals or groups. The evaluation team members will use their judgement and focus on areas which are likely to add most to the team's existing knowledge, while allowing interviewees and groups to highlight the issues that are most important to them.

2. The evaluators will formulate questions in a (non-technical) way that respondents can easily relate to, while generating evidence that is relevant to the evaluation questions that the evaluators have in mind.

Approach to Interviews

3. Interviews will be a major source of information for this evaluation. These will be a means to extract evidence, as well as to triangulate evidence drawn from other interviews and the document review and will form part of the consultative process.

4. A stakeholder analysis as presented in baseline report will inform the selection of interviewees. Over the evaluation period the evaluation team aims to target a comprehensive range of stakeholders that fully represent all significant institutional, policy and beneficiary interests. The team will

[195] No feedback was received from country stakeholders.
[196] http://www.oecd.org/development/evaluation/qualitystandards.pdf
[197] http://www.uneval.org/document/detail/21 and http://www.uneval.org/document/detail/22 , http://www.uneval.org/document/detail/102 and http://www.unevaluation.org/document/detail/100
[198] http://siteresources.worldbank.org/XTGLOREGPARPROG/Resources/sourcebook.pdf
[199] http://www.alnap.org/resource/23592.aspx
[200] http://www.sphereproject.org/silo/files/sphere-for-monitoring-and-evaluation.pdf
[201] http://childethics.com/

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periodically review the list of those interviewed to ensure that any potential gaps are addressed and to prevent under-representation of key stakeholders.

5. All interviews will comply with the team's commitment to the respective evaluation ethics. (The work of the evaluation team will be guided by: OECD-DAC Evaluation Quality Standards for Development Evaluation; UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System; the World Bank's principles and standards for evaluating global and regional partnership programs; ALNAP's Evaluation of Humanitarian Action Guide; the Sphere Handbook and Standards for Monitoring and Evaluation; and guidance on Ethical Research Involving Children.)[202]

6. Interviews will be conducted in confidence and usually on a one-to-one or one-to-two basis (to enable note taking). Reports will not quote informants by name and will not include direct quotes where it could risk revealing the participant's identity or attribution without prior consent.

7. A protocol and standard format for recording interview notes is presented below. This will be used for all interviews and will ensure systematic recording of details, while allowing for flexibility in the specific questions asked. Interview notes will be written up, consolidated into an interview compendium and shared among team members via the internal team-only e-library. To respect interviewee confidentiality, the interview notes will be accessible only to team members. The compendium of interview notes will facilitate analysis across all interviews and will enable searches on key thematic terms, initiatives and so on. This will maximise the analytical potential of interviews and the possibilities for triangulation.

Focus group discussions

8. The evaluation team may also make use of focus group discussions (FGDs). Similar to the interview guides, the sub-headings and discussion guide points used are linked to the areas of enquiry and evaluation questions set out in the evaluation matrix, and are intended as a guide only, for the evaluation team to follow flexibly in order to maximise its learning from each discussion group.

9. All focus group discussions will comply with the ET's commitment to appropriate evaluation ethics (as referenced above).

Annex Table 7. Interview template

Date of Interview:			
Location:	*Include whether remote or face-to-face*		
Team members present:			
Notes by:		Date completed:	
Interviewees			
Name	**m/f**	**Designation (position/unit/organisation):**	**Contact (email/phone)**
add rows for additional people.		*Give sufficient information for the list of people consulted in our reports*	

Interviewee background

Interviewee's relevance to the CPE

[202] See references cited in Annex E, ¶4.

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Main topic

Use topic headings, not necessarily in order discussed

Subtopic

Main topic

Subtopic

Recommended follow-up

People to consult

Recommended documents/data

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Annex G DRC Map

Annex Figure 4. DRC map



Source: UN Geospatial Information Section, Democratic Republic of the Congo, no. 4007, Rev 11, May 2016

Annex H Chronology

1. This annex contains the following:
   - Annex Table 8 Chronology
   - Annex Table 9 GPE grants to DRC (2012 – 2021)
   - Annex Table 10 GPE Global and Regional Activities Grants, including DRC

Annex Table 8. Chronology

Date	DRC general	Education sector	GPE engagement
1908-1958	Belgian colony		
Post-colonial period (1960-1982)			
1960	June – Congo becomes independent with Patrice Lumumba as prime minister and Joseph Kasavubu as president July – Congolese army mutinies; Moise Tshombe declares Katanga independent; Belgian troops sent in ostensibly to protect Belgian citizens and mining interests; UN Security Council votes to send in troops to help establish order, but the troops are not allowed to intervene in internal affairs. September – Kasavubu dismisses Lumumba as prime minister December – Lumumba arrested		25 November 1960 – DRC joined UNESCO
1961	February – Lumumba murdered August – UN troops begin disarming Katangese soldiers.		
1963	Tshombe agrees to end Katanga's secession.		
1964	President Kasavubu appoints Tshombe prime minister. Constitution approved by referendum (did not get implemented)		

Date	DRC general	Education sector	GPE engagement
1965	Kasavubu and Tshombe ousted in a coup led by Joseph Mobutu		
1971	Joseph Mobutu renames the country Zaire and himself Mobutu Sese Seko; also Katanga becomes Shaba and the river Congo becomes the river Zaire.	1971-1977: "guerre scolaire". The church consolidated their strategic position in education	
1973-1974	Mobutu nationalizes many foreign-owned firms and forces European investors out of the country		
1977	Mobutu invites foreign investors back, without much success; French, Belgian and Moroccan troops help repulse attack on Katanga by Angolan-based rebels.	Convention de 1977 generated a 'hybrid situation'. This second "guerre scolaire" finished « par la structuration de l'enseignment public en cinq réseaux, dont le réseau officiel, géré par l'administration publique, et d'autres réseaux dits « conventionnées » par les confessions religieuses. (Poncelet et al. 2010, pp. 25-28)	
1983-2003 retreat of the State from financing the education sector (parents' contributions play a significant role). [203]			
1985		Le Service du contrôle et de la paie des enseignants **(SECOPE)** est instauré en 1985, pour se charger de la paie des fonctionnaires qui travaillent dans le secteur de l'éducation, à savoir les enseignants (assis et debout). Auparavant, ils étaient payés, comme tous les autres fonctionnaires, par un service du ministère de la Fonction publique.. [204]	
1989	Zaire defaults on loans from Belgium, resulting in a cancellation of development programmes and increased deterioration of the economy		
1990	Mobutu agrees to end the ban on multiparty politics		

[203] Analyse de la situation des enfants et des femmes en RDC 2015. Vers la réalisation du droit à une éducation de qualité pour tous. Final Report. De Herdt Tom, Wim Marivoet and Ferdinand Muhigirwa. October 2015. (De Herdt et al, 2015)
[204] De Herdt et al, 2015

Date	DRC general	Education sector	GPE engagement
	and appoints a transitional government, but retains substantial powers.		
1991	Following riots in Kinshasa by unpaid soldiers, Mobutu agrees to a coalition government with opposition leaders, but retains control of the security apparatus and important ministries. 1991-1992: National Sovereign Conference (CNS).[205]	La Direction des pensions et rentes de survie **(PRS)** a été fondée en 1991 pour assister les pensionnés. La Direction ne semble plus fonctionner activement au niveau national, mais, dans les provinces, une partie des frais scolaires est encore destinée aux antennes sous-provinciales du PRS.[206]	
1993	Rival pro- and anti-Mobutu governments created.		
1994	Mobutu agrees to the appointment of Kengo Wa Dondo, an advocate of austerity and free-market reforms, as prime minister.		
1996-1997	Tutsi rebels capture much of eastern Zaire while Mobutu is abroad for medical treatment.	Le Test national de la fin des études primaires **(TENAFEP)** est né en 1996. Il s'inspire des examens diocésains organisés dans le réseau catholique, sans d'ailleurs s'y substituer. Le TENAFEP s'inspire aussi de l'Examen d'État. Ce dernier est formulé par l'inspection à la fin des études secondaires, alors que le TENAFEP est établi par les divisions.[207]	
1997	May – Tutsi and other anti-Mobutu rebels, aided principally by Rwanda, capture the capital, Kinshasa; Zaire is renamed the Democratic Republic of Congo; Laurent-Désiré Kabila becomes president		
1998	August – Rebels backed by Rwanda and Uganda rise up against Kabila and advance on Kinshasa. Zimbabwe, Namibia send troops to repel them. Angolan troops also side with		

[205] Engelbert & Kasongo, 2016
[206] De Herdt et al, 2015
[207] De Herdt et al, 2015

Date	DRC general	Education sector	GPE engagement
	Kabila. The rebels take control of much of the east of DRC.		
1999	Rifts emerge between Congolese Liberation Movement (MLC) rebels supported by Uganda and Rally for Congolese Democracy (RCD) rebels backed by Rwanda. July – The six African countries involved in the war sign a ceasefire accord in Lusaka. The following month the MLC and RCD rebel groups sign the accord.		
2000	UN Security Council authorizes a 5,500-strong UN force to monitor the ceasefire but fighting continues between rebels and government forces, and between Rwandan and Ugandan forces.		
2001	January – President Laurent Kabila is shot dead by a bodyguard. Joseph Kabila succeeds his father. February – Kabila meets Rwandan President Paul Kagame in Washington. Rwanda, Uganda and the rebels agree to a UN pullout plan. Uganda, Rwanda begin pulling troops back from the frontline. 2001-2003: Inter-Congolese Dialogue.[208]		
2001	May – US refugee agency says the war has killed 2.5 million people, directly or indirectly, since August 1998. Later, a UN panel says the warring parties are deliberately prolonging the conflict to plunder gold, diamonds, timber and coltan, used in the making of mobile phones.		

[208] Engelbert & Kasongo, 2016

Date	DRC general	Education sector	GPE engagement
2002	January – eruption of Mount Nyiragongo devastates much of the city of Goma. April – Peace talks in South Africa: Kinshasa signs a power-sharing deal with Ugandan-backed rebels, under which the MLC leader would be premier. Rwandan-backed RCD rebels reject the deal. July - Presidents of DR Congo and Rwanda sign a peace deal under which Rwanda will withdraw troops from the east and DR Congo will disarm and arrest Rwandan Hutu gunmen blamed for the killing of the Tutsi minority in Rwanda's 1994 genocide. September - Presidents of DRC and Uganda sign peace accord under which Ugandan troops will leave DRC. September/October - Uganda, Rwanda say they have withdrawn most of their forces from the east. UN-sponsored power-sharing talks begin in South Africa. December - Peace deal signed in South Africa between Kinshasa government and main rebel groups. Under the deal rebels and opposition members are to be given portfolios in an interim government.		
2003	April - President Kabila signs a transitional constitution, under which an interim government will rule pending elections. May - Last Ugandan troops leave eastern DR Congo. June - French soldiers arrive in Bunia, spearheading a UN-mandated rapid-reaction force.		

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Date	DRC general	Education sector	GPE engagement
	President Kabila names a transitional government to lead until elections in two-years' time. Leaders of main former rebel groups are sworn in as vice-presidents in July. August - Interim parliament inaugurated.		
2004	March - Gunmen attack military bases in Kinshasa in an apparent coup attempt. June - Reported coup attempt by rebel guards is said to have been neutralized. December - Fighting in the east between the Congolese army and renegade soldiers from a former pro-Rwanda rebel group. Rwanda denies being behind the mutiny.	Le Service national d'identification des élèves, d'impression et de livraison des pièces scolaires **(SERNIE-ILPS)** a été fondé en 2004 afn de maîtriser la corruption dans ce domaine. la Réforme scolaire de 2004 subdivise quelques provinces en « provinces éducationnelles », qui correspondent aux anciens districts. Cette réforme de déconcentration de l'administration éducative a anticipé la création des nouvelles provinces annoncées dans la nouvelle constitution. Néanmoins, celle-ci n'implique pas que le niveau des (anciennes) provinces serait exclu des frais scolaires (poste «gouvernorat»).. [209]	
2005	May - New constitution, with text agreed by former warring factions, is adopted by parliament. September - Uganda warns that its troops may re-enter DR Congo after a group of Ugandan Lord's Resistance Army rebels enter via Sudan. November - A first wave of soldiers from the former Zairean army returns after almost eight years of exile in the neighboring Republic of Congo.		

[209] De Herdt et al, 2015

Date	DRC general	Education sector	GPE engagement
	December - Voters back a new constitution, already approved by parliament, paving the way for elections in 2006. International Court of Justice rules that Uganda must compensate DR Congo for rights abuses and the plundering of resources in the five years up to 2003.		
	February - New constitution comes into force; new national flag is adopted. March - Warlord Thomas Lubanga becomes first war crimes suspect to face charges at the International Criminal Court in The Hague. He is accused of forcing children into active combat. May - Thousands are displaced in the north-east as the army and UN peacekeepers step up their drive to disarm irregular forces ahead of the elections. July - Presidential and parliamentary polls are held - the first free elections in four decades. With no clear winner in the presidential vote, incumbent leader Joseph Kabila and opposition candidate Jean-Pierre Bemba prepare to contest a run-off poll on 29 October. Forces loyal to the two candidates clash in the capital. November - Joseph Kabila is declared winner of October's run-off presidential election. The poll has the general approval of international monitors. December - Forces of renegade General Laurent Nkunda and the UN-backed army clash in North Kivu province, prompting		

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Date	DRC general	Education sector	GPE engagement
	some 50,000 people to flee. The UN Security Council expresses concern about the fighting.		
2006	Decentralization reforms in an effort to improve governance and accountability, undermine predation, corruption, and personal rule, bring government closer to the people and promote local development.. [210]	Le Fonds de Promotion de l'Éducation Nationale **(FPEN)** a été créé en 2006 avec la mission de « soutenir et promouvoir l'éducation »	
2007	March - Government troops and forces loyal to opposition leader Jean-Pierre Bemba clash in Kinshasa. April - DRC, Rwanda and Burundi relaunch the regional economic bloc Great Lakes Countries Economic Community, known under its French acronym CEPGL. April - Jean-Pierre Bemba leaves for Portugal, ending a three-week political stalemate in Kinshasa, during which he sheltered in the South African embassy. May - The UN investigates allegations of gold and arms trafficking by UN peacekeepers in Ituri region. June - War could break out again in the east, warns the Archbishop of Bukavu, Monsignor Francois-Xavier Maroy. June - Radio Okapi broadcaster Serge Maheshe is shot dead in Bukavu, the third journalist killed in the country since 2005. August - Uganda and DR Congo agree to try defuse a border dispute. Aid agencies report a big increase in refugees fleeing instability in North Kivu		

[210] Engelbert & Kasongo, 2016

Date	DRC general	Education sector	GPE engagement
	which is blamed on dissident general Nkunda. September - Major outbreak of the deadly Ebola virus.		
2008	January - The government and rebel militia, including renegade Gen Nkunda, sign a peace pact aimed at ending years of conflict in the east. April - Army troops clash with Rwandan Hutu militias with whom they were formerly allied in eastern Congo, leaving thousands of people displaced. August - Heavy clashes erupt in the east of the country between army troops and fighters loyal to rebel leader Laurent Nkunda. October - Rebel forces capture major army base of Rumangabo; the Congolese government accuses Rwanda of backing General Nkunda, a claim Rwanda denies. Thousands of people, including Congolese troops, flee as clashes in eastern DRC intensify. Chaos grips the provincial capital Goma as rebel forces advance. UN peacekeepers engage the rebels in an attempt to support Congolese troops. November - Campaign by Tutsi rebel leader Laurent Nkunda to consolidate control over east prompts new wave of refugees. UN Security Council approves temporary increase of troops to bolster the strained UN peacekeeping effort. December - Uganda, South Sudan and DRC launch		

Date	DRC general	Education sector	GPE engagement
	joint assault on Ugandan Lord's Resistance Army bases in north-east DRC. Hundreds of civilians are killed in backlash attacks.		
2009	January - Launch of joint DRC-Rwandan military operation against Tutsi rebels led by Laurent Nkunda. Campaign lasts five weeks. Nkunda is displaced by Bosco Ntaganda and arrested in Rwanda. February - Médecins Sans Frontières accuses UN peacekeepers of failing to protect civilians from LRA rebels. April - Hutu militia re-emerge after end of joint DRC-Rwanda campaign in east, prompting thousands to flee. May - Kabila approves law giving amnesty to armed groups as part of deal meant to end fighting in east. June - International Criminal Court orders ex-vice president Jean-Pierre Bemba to stand trial on charges of war crimes for his troops' actions in Central African Republic between 2002 and 2003. Series of mutinies by soldiers in the east complaining they haven't been paid. July - Swiss court rules that frozen assets of ex-president Mobutu Sese Seko be returned to his family. August - US Secretary of State Hillary Clinton visits Goma, promises $17 million aid for victims of sexual violence. Head of MONUC Alan Doss declares five months of joint army-UN operations against Rwandan rebels - "Kimia 2" - to have been "largely positive".		

Date	DRC general	Education sector	GPE engagement
	September - UN High Commissioner for Human Rights Navi Pillay suspects October-November 2008 violence in North Kivu may amount to war crimes committed by both the army and CNDP militia. December - UN extends mandate of MONUC for shortened five months, as a step to full withdrawal by mid-2010.		
2010	May - Government steps up pressure for UN peacekeepers to quit before elections in 2011. UN's top humanitarian official John Holmes warns against premature departure. June - Prominent human rights advocate Floribert Chebeya found dead a day after being summoned to meet the chief of police. Celebrations mark 50 years of independence. July - $8 billion debt relief deal approved by World Bank and IMF. New electoral commission launched to prepare for 2011 elections. July-August - Mass rapes reported in North Kivu province. UN envoy Margot Wallstrom blames both rebels and army. June-August - Operation Rwenzori against Ugandan ADF-NALU rebels prompts 90,000 to flee in North Kivu province. October - UN report into killing of Hutus in DRC between 1993 and 2003 says they may constitute "crimes of genocide". It implicates Rwanda, Uganda,	Free and mandatory primary education as per Article 43 of the new constitution: “L’enseignement primaire est obligatoire et gratuit dans les établissements publics. ». [211]	

[211] *La gratuité de l’enseignement primaire en RDC : attentes et revers de la médaille*. De Herdt, Tom & Emmanuel Kasongo Munongo dans Cahiers Africains n 82 (numéro spécial « Conjonctures Congolaises 2012), pp. 217-240. Avant-dernière version, publiée entretemps : avril 2013. (De Herdt & Munongo, 2013)

Date	DRC general	Education sector	GPE engagement
	Burundi, Zimbabwe and Angola. November - UN agencies report widespread rapes during mass expulsion of illegal migrants from Angola to DR Congo. UN report accuses networks within army of promoting violence in east to profit from mining, smuggling and poaching. Ex-DRC vice-president Jean-Pierre Bemba goes on trial at International Criminal Court accused of letting his troops rape and kill in Central African Republic between 2002 and 2003. Paris Club of creditor countries scrap half of DRC's debt.		
2011	January - Constitution changed, which some say boost President Kabila's election chances. February - Court sentences Lt-Col Kibibi Mutware to 20 years in jail in a mass rape case in eastern Congo. This is the first conviction of a commanding officer for rape in eastern DR Congo. 19 killed in coup bid against president, police say. May - Rwandan Hutu rebel Ignace Murwanashyaka goes on trial in Germany for alleged crimes against humanity in DR Congo. July - Col Nyiragire Kulimushi, who is accused of ordering the mass rape of women in eastern DR Congo, surrenders to authorities. September - Mai Mai militia leader Gideon Kyungu Mutanga escapes during a mass prison break-out by almost 1,000 inmates. November - Presidential and parliamentary		

Date	DRC general	Education sector	GPE engagement
	elections. Mr Kabila gains another term.		
2012	July - Warlord Thomas Lubanga becomes first person convicted by the International Criminal Court since it was set up 10 years ago. He is sentenced to 14 years in jail for using child soldiers in his rebel army in 2002 and 2003. October - The UN Security Council announces its intention to impose sanctions against leaders of the M23 rebel movement and violators of the DRC arms embargo. A UN panel says Rwanda and Uganda are supplying M23 with weapons and support, which both countries deny. November - M23 troops briefly enter Goma, the main city in the resources-rich east, then withdraw on promise government will release some of their supporters.		DRC joins GPE
2013	February - Representatives of 11 African countries sign an accord in Ethiopia pledging to help end the conflict in DR Congo. The M23 rebel group declared a ceasefire ahead of the talks. March - Warlord and alleged M23 founder Bosco Ntaganda surrenders to US embassy in Rwanda and is transferred to the International Criminal Court in The Hague to face war-crimes charges. July - 3,000-member UN Intervention Brigade deployed to fight and disarm rebels in the east. December - M23 rebel group signs peace deal with government after army captures last of strongholds in east.	Start of development of Education Sector Plan 2016-2025. Draft ESP prepared in consultation with country-level partners.	GPE Support to Basic Education Program (PROSEB): in support of the Interim Education Plan 2013-2015. Project objectives: a) increase access and equity in primary education; b) improve learning conditions in primary education and c) strengthen sector management and promote greater accountability by introducing new management practices at the local levels.

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Date	DRC general	Education sector	GPE engagement
	Administrative reform underway again (incentivized by the World Bank)		
2014	February - UN accuses rival Mai Mai militias of killing more than 70 civilians in Masisi area of North Kivu, in east of country. March - International Criminal Court finds FRPI militia leader Germain Katanga guilty of war crimes over 2003 massacre of villagers in Ituri province. June - Congolese and Rwandan troops clash on the border of their two countries.	Education sector analysis (RESEN) completed.	
2015	January - Dozens killed in protests against proposed electoral law changes which the opposition said were designed to allow President Kabila to remain in power.		April: ESPDG grant of USD237,875 to finalize the ESP 2016-2025 and complete the elaboration of the three-year implementation plan, the implementation framework and the results framework. The grant also covers the appraisal of the new ESP (September 2015). October: Program Development Grant: develop a program for the implementation of the new ESP.
2016	May - Ex-Katanga Governor Moïse Katumbi declares intention to run for president. He subsequently faces arrest, but leaves the country for medical treatment. 18 October – An agreement was signed as part of the national dialogue framework between President Kabila's ruling coalition and the opposition. The agreement stipulates that President Kabila will continue as the President, while the opposition will assume the position of Prime Minister.		

Date	DRC general	Education sector	GPE engagement
	14 November: Prime Minister Augustin Matata Ponyo and his cabinet resign, paving the way for a new cabinet to include opposition figures.		
2017	June - UN reported some 2,000 people killed in ethnically-inspired violence in Kasai province in previous months, where numerous mass graves have been found. November - Electoral commission publishes a timetable scheduling elections for December 2018. December – aid agencies report that DRC is experiencing a "mega-crisis", with conflict having forced 1.7 million people to flee their homes during the year	February – decree to establish the Learning Assessment Independent Unit (CIEAS) which will be responsible for evaluating learning outcomes.	Education Sector Program Implementation Grant: Fund the DRC Education Quality Improvement Project (EQUIP) with a focus on improving the quality of primary education and strengthening sector management. Effective start date: 30 September 2017

Annex Table 9. GPE grants to DRC (2012 – 2021)

Grant Type	Approval	Implementation dates	Amount	Features
1. Support to Basic Education Program (PROSEB)	15 May 2013	23 July 2013 – 31 Aug 2016 revised to 28 Feb 2017	USD100 million	Project #: P131120 In support of the MEPS Interim Education Plan 2013-2015 the project objectives are to a) increase access and equity in primary education, b) improve learning conditions in primary education and c) strengthen sector management and promote greater accountability by introducing new management practices at the local levels.
2. Education Sector Plan Development Grant (ESPDG)	29 April 2015	30 June 2016-31 May 2016[212]	$237,875	Support the MEPS-INC to finalize the ESP 2016-2025 and 3-year implementation plan, the implementation framework and the results framework. The grant also covers the appraisal of the new ESP (September 2015) (WB as grant agent)
3. Programme Development Grant (PDG)	31 October 2015	20 October 2015 – 30 June 2016 → extended to 31 December 2016[213]	$321,750[214] (rounded up to $322,000)	Develop a programme for the implementation of the new ESP
4. Education Sector Program Implementation Grant (ESPIG)	15 June 2016 (original approval) 18 April 2017: Grant agent signed grant agreement with DRC government	1 Nov 2016 – 1 Nov 2020[215] Revision 1: new start date: 31 May 2017 Revision 2: 30 Sept. 2017 – 28 Feb 2021	USD70 million + USD30 million (variable tranche)	Fund the DRC Education Quality Improvement Project (EQUIP) – # P157922) Focus on improving quality of primary education (80%) and strengthening sector management (PIU)[216] at the Ministry of Primary, Secondary and Professional Education.
5. Civil Society Education Fund (CSEF)		2016	USD87,066	CONEPT[217] is a member of the LEG and involved in policy development
6. CSEF		2017	USD129,393	
7. CSEF		2018	tbc	

Source: GPE program documents

[212] According to completion report (WB, 2016a)
[213] Meeting of the Grant Applications Review Committee (GARC) May 27, 2016 (GARC, 2016)
[214] Amount higher than the standard US$250,000 allowed given a) the size of the country and its fragile context and b) the complexity and scope of the project. (*Meeting of the Grant Applications Review Committee* (GARC) October 15, 2015 (GARC, 2015)
[215] ESPIG effective from 9 August 2017 (World Bank Office Memorandum, 9 August 2017 (WB, 2017c).
[216] The same PIU responsible for implementing the first GPE project (PROSEB) will also implement the current project. This was agreed during project preparation. Implementation Status & Results Report. World Bank. August 2017 (WB, 2017b)
[217] CONEPT was established in 2004 and consists of 47 members.

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Annex Table 10. GPE Global and Regional Activities Grants, including DRC

GRA Project	Implementation Period	Managing Entity & Partners	Geographic Focus	Approved Amount in USD	Purpose
GRA 3: ELAN -Effectiveness of teaching and learning in bilingual contexts	Jan 2013 – Dec 2015	AFD (managing) Organisation International de la Francophonie (OIF) (implementing)	Benin, Burkina Faso, Burundi, Cameroon, Mali, Niger, **DRC,** Senegal	USD1,408,200 [218]	Produce knowledge on a methodology on learning to read and write in African languages and French within bilingual primary education programs.
OPERA – Teaching and learning effectiveness for learning outcomes	July 2013 – June 2016	AFD (managing) Agence Universitaire de la Francophonie (AUF) (implementing)	Burkina Faso, Benin, Burundi, Cameroon, Madagascar, Niger, **DRC**, Cote d'Ivoire, Togo	USD996,855 [219]	Produce knowledge and tools in order to improve the quality of teaching practices.
GRA 10: Learning Outcomes – Delivering on strategic objective on teachers	Oct 2014 – Sept 2017	UNESCO (managing + implementing) Education International (implementing)	**DRC**, Cote d'Ivoire, Liberia, Sierra Leone, Benin, Mali, Senegal, Uganda); Asia (Nepal); Latin America (Haiti)	USD1,984,850	Improving the technical and organizational capacities of teachers' organizations to participate in LEGs. Analysis of salary scales, work conditions and standards. Pilot programs for improved in-service mechanisms.
GRA 8: Education Financing – School Grants (IIEP)	July 2013 – June 2016	UNESCO International Institute for Education Planning (IIEP)	Latin America (Honduras & Nicaragua); Francophone Africa (**Congo DRC**, Madagascar, Senegal and Togo)	USD996,829	Uncover the real impact of grants provided to schools from the Ministry of Education and their impact on access, equity and quality.

Source: GPE global regional activities program report, June 2017 (GPE, 2017f)

[218] Co-financing by AFD (ELAN), OIF and GPE funding
[219] Co-financing by AFD, AUF, OIF

Annex I People Consulted

1. Annex Table 11 below lists the people consulted (in alphabetical order by organisation and name) during the country visit.

Annex Table 11. List of people consulted

	ORGANIZATION	NAME	TITLE (AND DEPARTMENT)	M/F
1	AFD	Marine Guhur	Chargée des projets éducation/ AFD	F
2	Ambassade de France	Christine Tiran-Matignon	Attachée de coopération pour le français	F
3	Association Nationale Parents Élèves Etudiants du Congo	David Mpongi	President National	M
4	CONEPT	Beatrice Balampekwa	Member Conseil D'administration	F
5	CONEPT	Charles Patshi	Chargé des programmes	M
6	CONEPT	Jacque Bhimisalanga	Coordinateur Nat	M
7	Coopération belge au développe-ment	Patrick Kabwika	Assistant/ coopération au déve-loppement	M
8	DEP	Claude Lubagu	Chef de bureau coopération/ DEP	M
9	DFID	Becky Telford	Education advisor/ DFID Assistant/ coopération au déve-loppement	F
10	DIFORE	Alexis Yoka	Directeur de la DIFORE	M
11	DIGE	Soluka Makanda	Chef Division Statistique Scolaire – Direction Information pour la Gestion (DIGE)	M
12	DIGE	Soluka Makanda	Chef de division aux statistiques scolaires/ DIGE	M
13	DIS	Mr Ihando	Directeur de la DIS	M
14	École Conventionnées des Églises Révélées – porte-parole de toutes les écoles	Reverend Guy David	Coordinateur National	M
15	Écoles catholiques	Ms Blaise Mbo	Directeur Conférence Épiscopale et Coordinateur	M
16	Écoles conventionnées islamiques	Chibwabwa Ousmane	Coordinateur national	M
17	Écoles conventionnées protes-tantes	Oscar Blaise Sikara	Coordinateur	M
18	Ecoles privées agréées	Cibanda Tondoy	Coordinateur	M

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	ORGANIZATION	NAME	TITLE (AND DEPARTMENT)	M/F
19	EPSP	Gaston Musemena	Minister of EPSP	M
20	EPSP	Jamba Michel	Inspecteur General	M
21	Expertise France	Alain Masetto	Conseillé du Ministre EPSP/ Expertise France	M
22	Expertise France	Massetto Alain	Conseiller technique du Ministre	M
23	Fed Nat enseignants et éducateurs du Congo (FENECO/UNTS)	Augustine Tumba Mzugi	Sec Gen	F
24	GPE	Guison-Dowdy, Anne	Evaluation Manager	F
25	GPE	Razafindramary, Tahinaharinoro	Senior Education Specialist/GPE DRC Country Lead	F
26	Independent	Johan Verhage	Independent Consultant	M
27	Inspection général	Djamba Michel	Inspecteur général/ Secrétaire général a.i., Inspection général	M
28	Ministère des Affaires Sociales	Lubango Kabala	Secrétaire Général aux Affaires Sociales	M
29	Ministère du Plan	Celestin Birere	Directeur de la banque	M
30	Ministère du Plan	Marie- jeane Lukika	Directrice de la section sociale	F
31	Ministère du Plan	Mata Mbaki	Chef de division en charge de l'éducation	M
32	Ministère du Plan	Suaku Jose	Chef de bureau en charge de l'ESU auprès de la section du secteur social	M
33	Ministry of FPMA	Gérome Mukanya	Secrétaire particulier	M
34	Ministry of FPMA	Leopold Tanganaba	Conseiller	M
35	Ministry of FPMA	Pierrot Uweka	Ministre de la FPMA	M
36	Ministry of Social Affairs	Albert Lubanzadio Keto	Directeur général charge de L'éducation non formelle	M
37	Ministry of Social Affairs	Gervais Lubango	Gervais Lubango Secrétaire général des Affaires sociales	M
38	Ministry of Social Affairs	Mansila Fabrice	Assistant technique chargé du suivi budgétaire/ SPACE	M
39	Ministry of Social Affairs	Stani Kalemba	Chef de division unique.	M
40	MoBudget	Charles Kikel	Chief de Bureau DPSB	M
41	MoBudget	Laurent Booto	Chef du Bureau DPSB	M

	ORGANIZATION	NAME	TITLE (AND DEPARTMENT)	M/F
42	MoBudget	Laurent Punga	Expert en remuneration	M
43	MoBudget	Motambwe Luboya	Expert statistique	M
44	MoBudget	Colette Mata	Directeur – Chef de Service DPSB	F
45	MoFinance	Honoré Chiyoyo	Chef de Projet	M
46	PAQUE	Wali Belade	PAQUE, Assistante exécutive du secrétaire général EPSP	F
47	PAQUE	Yves Ngoma	AT/ secrétaire en passation des marchés	M
48	PROVED	Lambert Badu	Directeur PROVED/ Kin lukunga	M
49	PROVED Kasai	Wivine Mude	PROVED Kasai	
50	PROVED Kasai Central	Zono Inga Leya	PROVED Kasai-Central	M
51	PROVED Kinshasa	Bernadette Ndaya	Inspectrice provincial/ Kin lukunga	F
52	PSPE	Claude Mumbagu	Chef de Bureau – Cooperation direction études évaluation → PSPE	M
53	SECOPE	Benjamin Mukalaala	Directeur du système d'information/ SECOPE	M
54	SECOPE	Benjamin Mukalaala	Direct Info – SECOPE	M
55	SECOPE	Delon Delphin Kampay	Directeur national, chef de service/ SECOPE	M
56	SECOPE	Papi Mangobe	Directeur contrôle interne/ SECOPE	M
57	SERNI	Guillaume Boote	Chef de division lutte contre la prolifération des fausses pièces scolaire/SERNI	M
58	SPACE	Firmin Kiala	Infrastructures Scolaires	M
59	SPACE	Hamissou Oumarou	Planification strategique	M
60	SPACE	Juvence Kasangduku	Assistant charge' suivi budgetaire	F
61	SPACE	Valère Munsya	Permanent Secretary of SPACE, GPE Focal Point	M
62	SYECO	Cecile Kiongo	Sec Gen	F
63	Technical Departements Directorates	Guillaume Boote –	Chef de Division SERNIE	M

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	ORGANIZATION	NAME	TITLE (AND DEPARTMENT)	M/F
64	TENAFEP	M Gregoire Lingonda	Directeur Membre Direction Nationale TENAFEP	M
65	TENAFEP	Odon Mulanda	Directeur Coordination Chef de service Point Focal TENAFEP pour suppression frais	M
66	UNESCO	Fatumata Marega	Spécialiste du programme éducation	F
67	UNICEF	Joëlle Ayite	Head of Education, UNICEF DRC, Coordinating Agency	F
68	UNICEF	Alima Boukary Marcos	Education Manager, UNICEF DRC, Coordinating Agency	F
69	UNICEF	Evelyne N'Zi	Education Specialist, UNICEF DRC, Coordinating Agency	F
70	UNICEF	Nicolas Reuge	Regional Education Adviser, UNICEF Senegal	M
71	USAID	Natasha De Merkel	Education manager	F
72	WOB	Yves Tankwey	Gestionnaire de programme agricole	M
73	World Bank	Dung-Kim Pham	Senior Operations Officer, Global Practice Education	F
74	World Bank	Wali Wane	Senior Economist	M

Annex J Additional Country Data

1. This annex includes the following:
   - Annex Table 12 Education system in DRC
   - Annex Figure 5 Overview of the governance relations in education in the DRC
   - Annex Figure 6 Education sector structure
   - Annex Figure 7 Structure of the MEPS-INC
   - Annex Figure 8 Administrative Education Structures
   - Annex Table 13 UIS data on education sector expenditure
   - Annex Table 14 Evolution of the budget allocated to the EPSP as a proportion of state budget 2011 to 2016
   - Annex Figure 9 Education budget progression versus that of the Government as a whole
   - Annex Figure 10 Expenditure by budget category (2014)

Annex Table 12. Education system in DRC

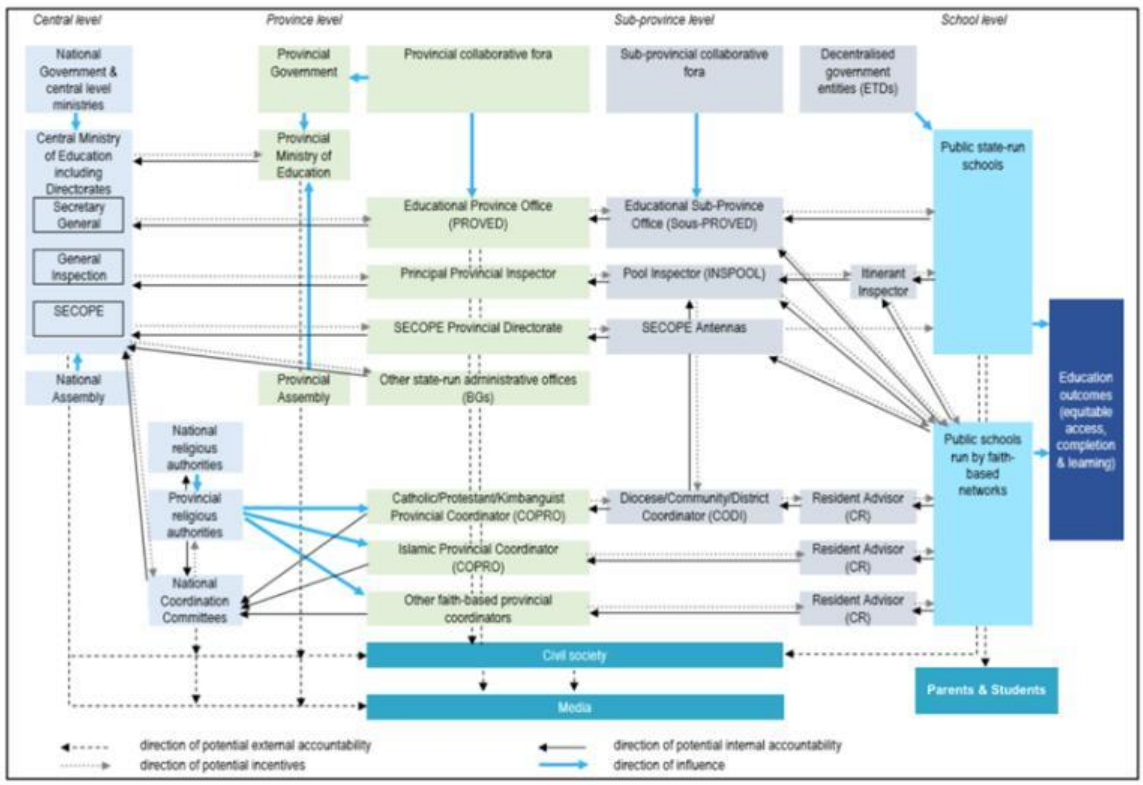
Education level	Age	School-age population by education level
Pre-primary	3-5	7,774,064
Primary	6-11	13,414,930
Secondary	12-17	10,842,828
Tertiary	18-22	6,892,908

Source: UIS data[220]

[220] http://uis.unesco.org/country/cd

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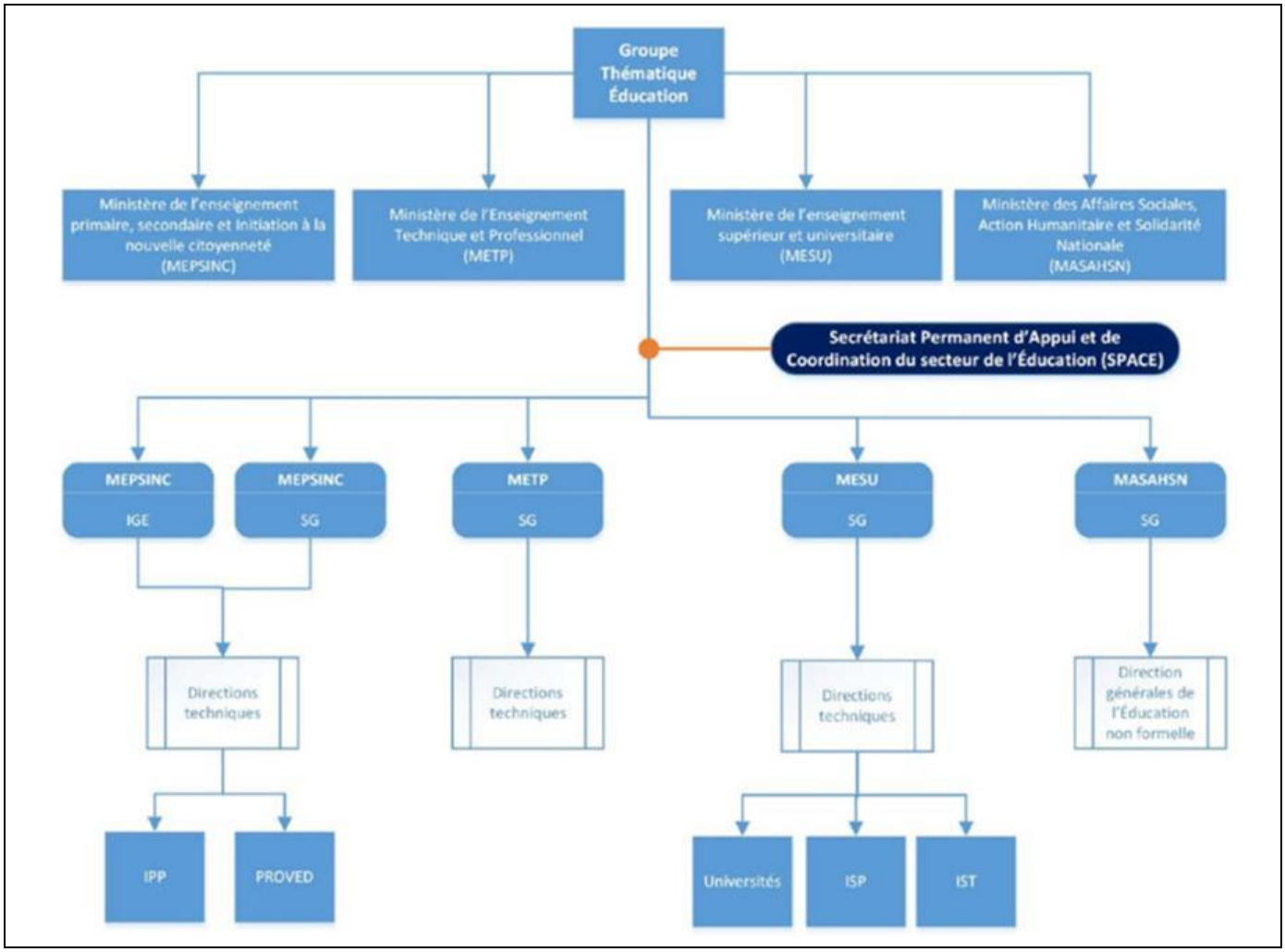
Annex Figure 5. Overview of the governance relations in education in the DRC



Source: Groleau, 2017[221]

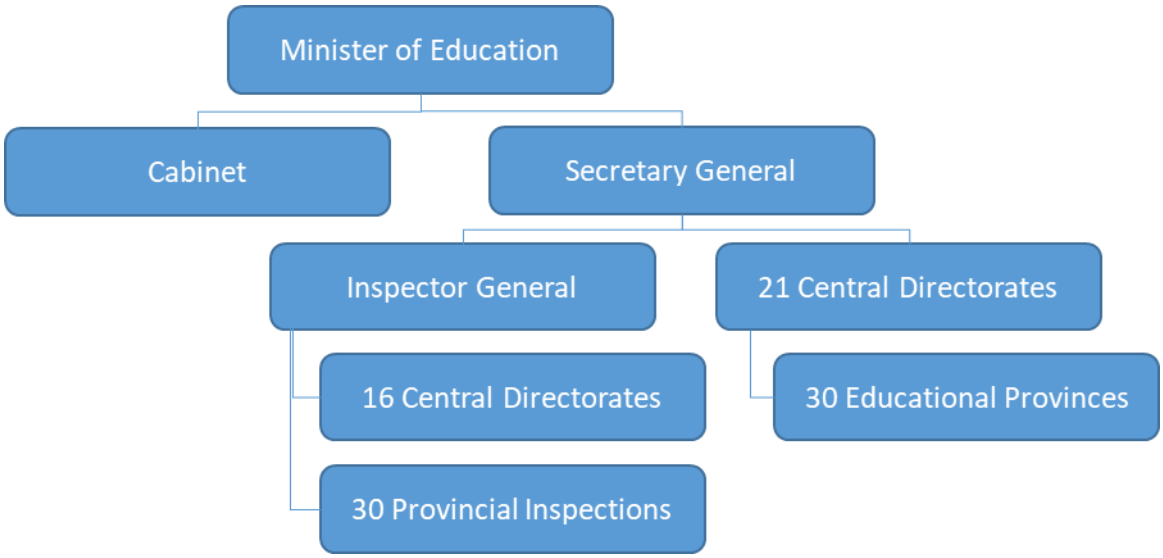
[221] Groleau, G (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo? Policy & Practice Discussion Paper. International Rescue Committee (Groleau, 2017).

Annex Figure 6. Education sector structure



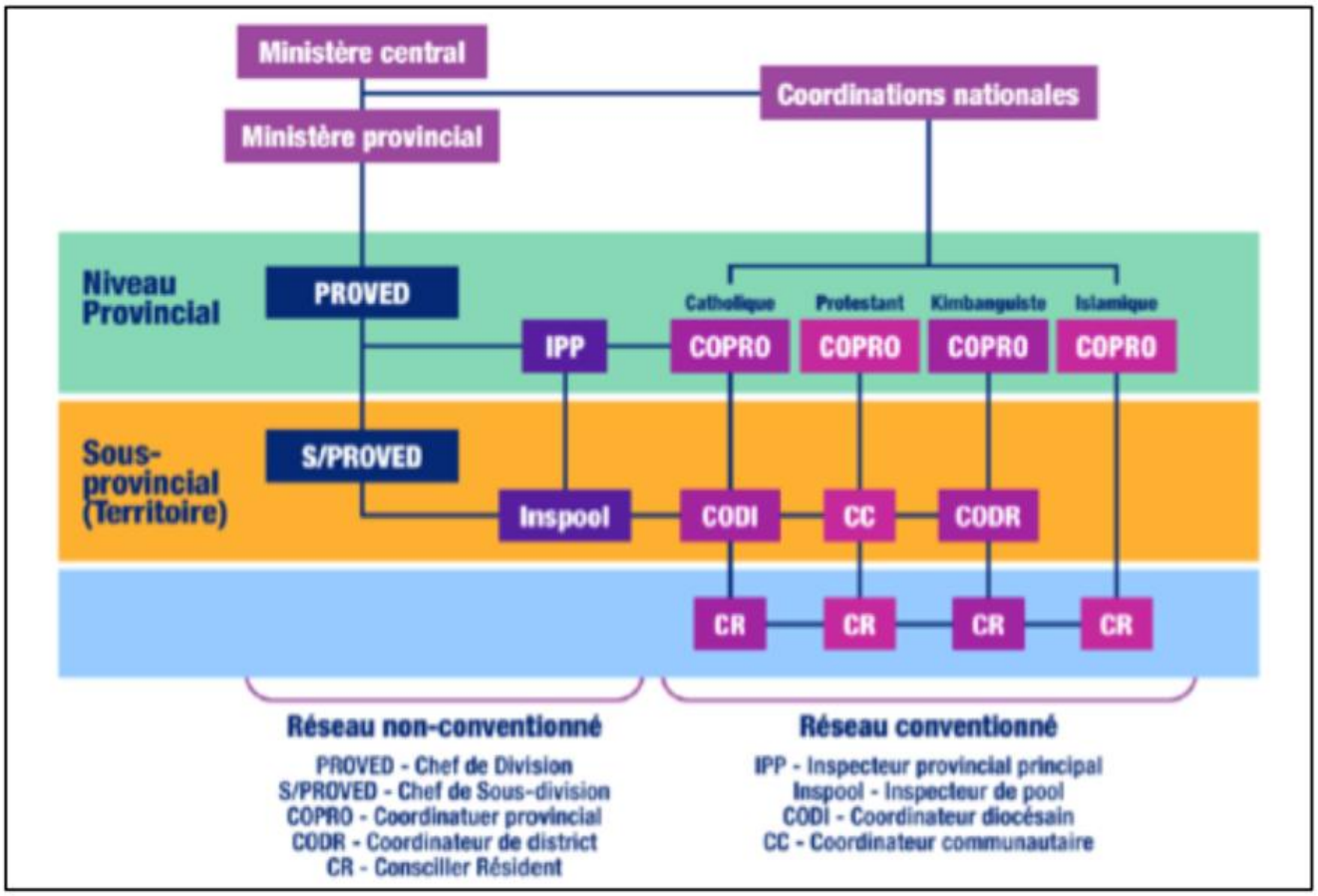
Source: GoDRC, 2015g

Annex Figure 7. Structure of the MEPS-INC



Source: Figure 3.1 in Groleau, 2017

Annex Figure 8. Administrative Education Structures[222]



Source: Figure 3.2 in Groleau, 2017

Public expenditure on education

2. UIS data (see Annex Table 13) provides only a very limited view on the evolution of the education budget. For example, on the budget data it only contains the data for 2010 and 2013.

Annex Table 13. UIS data on education sector expenditure

Education Expenditure	2010 (Actual)	2013 (Actual)
Expenditure on education as percentage of total government expenditure	8.97	16.91
Expenditure on primary as a percentage of total government expenditure	0.05	0.17
Expenditure on primary as a percentage of total government expenditure	2.99	10.41
Expenditure on lower secondary as a percentage of the total government expenditure	1.39	1.01

Source: UIS Statistics[223]

3. More recent and more complete data comes from the third monitoring report of the implementation of the Plan Intérimaire de l'Education.

[222] Geoffrey Groleau: Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo (Groleau, 2017)
[223] UIS Statistics (http://uis.unesco.org/en/country/cd)

Annex Table 14. Evolution of the budget allocated to the EPSP as a proportion of state budget 2011 to 2016

	2011		2012		2013		2014		2015		2016	
	Dotation	*Utilisation*	*Dotation*	*Utilisation*	*Dotation*	*Utilisation*	*Dotation*	*Utilisation*	*Dotation*	*Utilisation*	*Dotation*	*Utilisation*
Fonctionnement	**11,2%**	**9,5%**	**13,3%**	**12,3%**	**12,5%**	**12,8%**	**12,2%**	**14,0%**	**13,4%**	**14,4%**	**15,9%**	**16,3%**
Dépenses de personnel	26,8%	22,8%	23,7%	23,6%	22,4%	25,0%	25,1%	26,1%	26,3%	27,2%	28,0%	28,3%
Biens et matériels	2,6%	1,0%	3,0%	14,1%	6,4%	0,6%	9,8%	0,9%	9,4%	0,8%	4,8%	0,8%
Dépenses de prestations	3,8%	2,1%	6,5%	2,2%	10,3%	1,6%	5,7%	2,6%	5,8%	0,6%	8,4%	1,3%
Transferts et interventions	0,8%	0,0%	4,5%	0,1%	2,1%	0,5%	2,0%	1,9%	1,9%	1,7%	1,7%	0,7%
Investissements	**6,1%**	**4,3%**	**8,1%**	**0,4%**	**18,4%**	**6,6%**	**9,1%**	**9,6%**	**1,6%**	**6,1%**	**4,2%**	**3,3%**
Construction et réhabilitation	5,9%	1,6%	11,9%	0,3%	28,4%	10,8%	11,1%	11,3%	0,0%		2,8%	4,8%
Équipements	6,6%	8,1%	4,8%	0,6%	11,7%	1,7%	7,8%	7,2%	2,6%	13,5%	5,1%	2,7%
Total	**8,7%**	**8,3%**	**10,7%**	**9,9%**	**15,1%**	**11,8%**	**11,0%**	**13,5%**	**8,9%**	**13,5%**	**13,0%**	**14,8%**

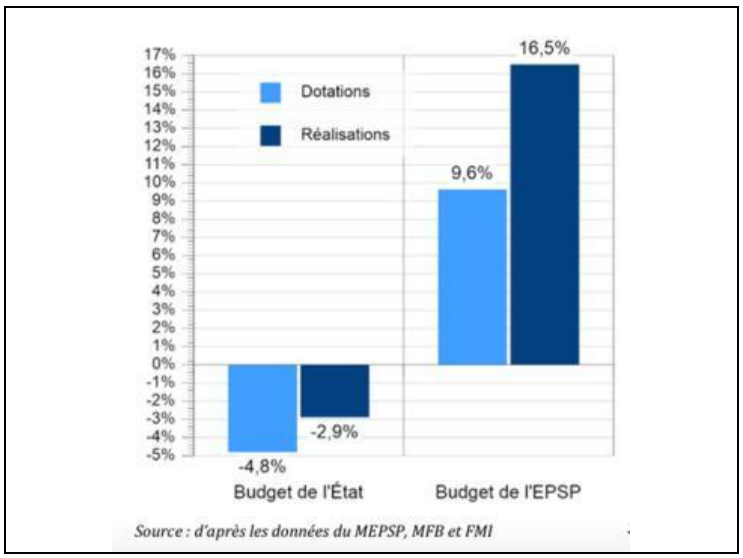
Source : d'après les données du MFB

Source: PIE 2017 (GoDRC, 2017c)

4. The report shows that the percentage of the government budget that was spent on education has grown substantially. It has increased from 6.7 percent in 2005 to 9.5 percent in 2010 and 16.3 percent in 2015.

5. In nominal terms the budget of the MEPS-INC has increased at an annual rate of 27 percent per year. At 2010 constant values this corresponds to 9.6 percent annually. This budget evolution is significantly higher than the overall state budget for which annual allocations went down by 4.6 percent and budget execution by 2.9 percent, over the period. Nonetheless and as noted in the aforementioned report, the DRC still allocates and spends significantly less in PSPE than the Sub-Saharan Africa average.

Annex Figure 9. Education budget progression versus that of the Government as a whole



Source: Rapport de Suivi no. 3. (GoDRC, 2017c), p. 29[224]

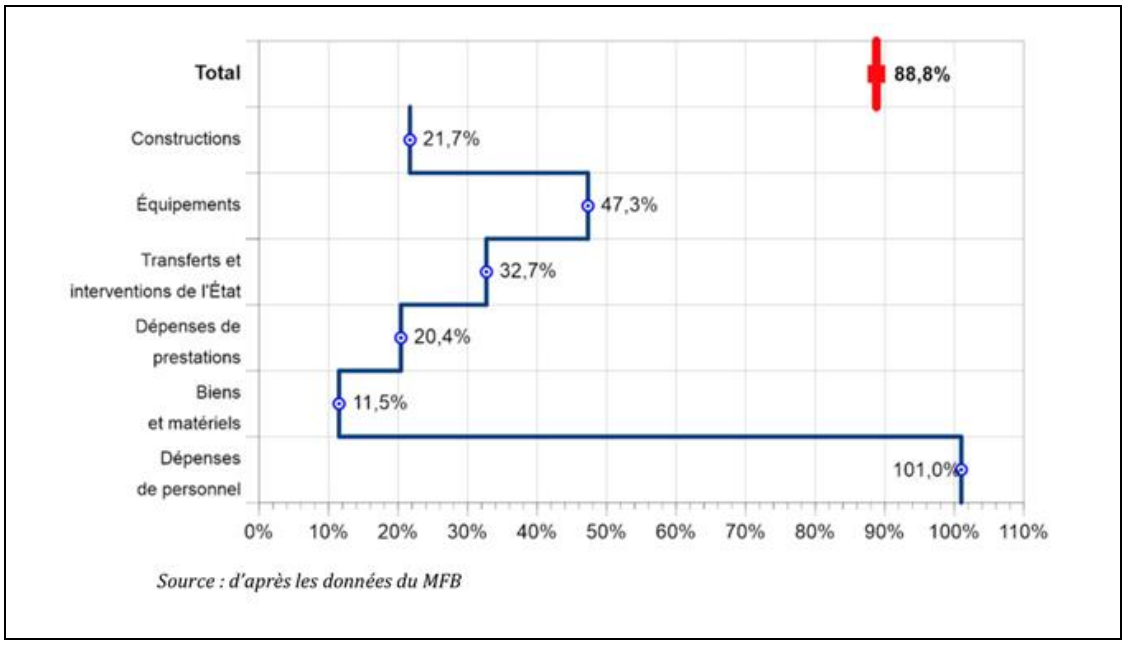
6. Budget execution has shown considerable improvement between 2012 and 2016. Execution rate of the government budget on education in 2016 was at 79 percent (4.350 milliard CDF spent out of

[224] République Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionnel (2017). Mise en Œuvre du Plan Interimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c), p. 29

5.497 milliard CDF allocated)225- the highest over the period of 2011-2016. Budget execution has been significantly higher in the education sector than overall for the government.

7. The level of expenditure varies by budget category and a more detailed analysis is quite revealing. It shows that while budget execution for the recurrent budget is high at 94.3 percent (2014), it is much lower for the investment budget 27.9 percent, with significant variations among sub-categories.

Annex Figure 10. Expenditure by budget category (2014)



Source: Rapport de Suivi no. 3. (GoDRC, 2017c), p. 31[226]

8. A detailed review of the budget also shows that salaries represented 94 percent of PSPE spending between 2013 and 2015 and have tripled between 2010 and 2016 from 169 milliards CDF to 572 milliard CDF, although the budget voted by the government specified that salaries would be below 60 percent in 2014 and were to reach 80 and 84 percent in 2015 and 2016 respectively. As noted in a recent study227 this implies that higher spending for personnel has absorbed nearly all the additional resources allocated to the sector. As a consequence, almost no resources were made available for other operating expenses.

9. There are strong variations in terms of spending by province. These are important because they come on top of the disparities in what families spend on education and affect the availability of key resources for education.

10. In this context, it is important to note that the GPE endorsement letter228 of the DRC government, signed by the Minister of Finance and the Minister of the Budget, contained specific budgetary undertakings that would increase the effective public spending allocated to the education sector between now and 2025. This entails increasing funding to the sector to 20 percent of the total

[225] Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionnel (2017). Mise en Œuvre du Plan Interimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c).
[226] République Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionel (2017). Mise en Œuvre du Plan Interimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c), p. 31
[227] Groleau, G. (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo. (Groleau, 2017)
[228] Government - GPE endorsement letter, 21 January 2016. (GoDRC, 2016c)

executed budget (after excluding public debt expenditures), compared to an average of 15.4 percent over the 2011–2015 period.

11. In 2016 the CSO coalition for education for all (CONEPT RDC) also called for an increase of government spending to 25 percent of the budget229, in addition to starting a campaign for the abolition of school fees.[230]

Teachers

12. The Service for Control and Payment of Teachers (Service de Contrôle de la Paie des Enseignants – SECOPE) captures teachers who are on the payroll. The total number of teachers in SECOPE in 2017 was 545.233, of whom 25 percent are older than 50 years[231], and 4.8 percent had passed the age of retirement.

13. Female teachers make up just over a quarter of the teaching force and their presence in the workforce has increased only modestly in the past years from 27.1 percent in 2010 to 28.3 percent in 2015. This increase failed to reach the 35 percent target that had been set for the Interim Education Plan.[232]

14. There is a relatively good pupil-to-teacher ratio in the DRC of 36.8:1 at primary level and 15.0:1 at secondary level. As is noted in the RESEN[233] the main explanatory factor for this is the fact that an important percentage of the teacher workforce is actually paid by parents. If one removes the community-paid teachers the pupil-to-teacher ratio in primary jumps to 63.5:1.234 The 2015 Public Expenditure Review comments that the relatively low ratio is indicative of efficiency challenges (i.e. scarce resources being used ineffectively) with the optimal levels being 40:1 and 25:1 for primary and secondary respectively.[235]

15. Assessments of the skills of teachers using EGRA (2012) shows that 50 percent of teachers successfully complete the reading comprehension items of the test and that only 36 percent are successful at the written portion. Nonetheless 93 percent of teachers have been certified either through the D4N or the D6N exam.[236]

16. An in-service teacher training study in 2013 cited in the third monitoring report of the PIE identified the objectives and priorities in terms of teacher training and the need for a combined face to face and distance education approach. Implementation of the distance education component after initial delays has seen progress with a system of resource centres (CRESD) being rolled out at decentralized levels and a central service, SERNAFOR, being supplied by the directorate in charge of in-service education. Meanwhile various donors also support in-service training. These interventions cover just over 10 percent of the teachers in service (65,000 teachers).[237]

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[229] CONEPT. (2016). Investir pour l'avenir en République Démocratique du Congo : le droit à l'éducation, maintenant! (CONEPT, 2016)

[230] Education pour Tous Magazine. Février-avril 2017. (CONEPT, 2017)

[231] A retirement plan that was drafted in 2005 remains to be implemented. A plan to pay compensation to those retiring was put in place but has not been successful due to difficulties in paying the compensation and the pensions (PIE, 2017.

[232] République Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionel (2017). Mise en Œuvre du Plan Intermédiare d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c)

[233] République Démocratique du Congo. (2014). Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix, UNICEF, UNESCO - IIPE Pôle de Dakar (UNICEF & UNESCO, 2014)

[234] UNICEF & UNESCO, 2014

[235] The World Bank. (2015). Democratic Republic of the Congo – Education Sector Public Expenditure Review. The World Bank, Washington (WB, 2015).

[236] A primary school teacher is considered qualified if s/he has a D4N or a D6N certificate. Source: Groleau, G. (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo. (Groleau, 2017)

[237] République Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionel (2017). Mise en Œuvre du Plan Intermédiare d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c)

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17. An analysis of the official data in education highlights that information about schools and teachers is partial, incomplete, and often unreliable. This concerns both the data from the education payroll and the data from the education statistical yearbook. Data weaknesses are also reported to exist on the payroll,[238] including poor individual file management, a centralized database that is not secure, and long delays for registering or changing the status of teachers and administrators. The process for registering schools and administrative structures, a condition for later registering and paying the staff attached to those structures, remains characterized by lack of oversight and control.

18. Teacher recruitment is done at local level, with concerns about the clarity and transparency of the allocation criteria. For example, in almost half of the cases teacher assignment to schools does not take into account the number of pupils.[239] A similar pattern is found at secondary level. In recent years the number of education administrators has increased at a much faster rate than that of teachers. In 2016, there was one administrator for ten teachers, whereas the same ratio was one for twelve in 2011, This is in contradiction with education sector plans that prioritized paying teachers[240] and is a considerable source of inefficiency for the education system.

19. In addition, despite the reform of the salary payment system, numerous teachers, especially in rural areas, do not receive their whole salary or face significant delays. Estimated numbers of those that remain unpaid vary. According to one measure slightly more than seven out of ten teachers are paid, whereas based on another only six out of ten are paid at all.[241]

20. The last progress report for the implementation of the Interim Strategic plan noted that improving teacher status, training and working conditions is at the heart of the quality challenge in education in the DRC.[242]

[238] Groleau, G. (2017). Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo. (Groleau, 2017)
[239] Groleau, 2017
[240] In higher education there is a higher number of administrators than teachers (WB, 2015). The report also notes that cutting the rate of administrators by half would bring savings of up to 15 percent in the wage bill, equivalent to 0.3% of the GDP.
[241] Groleau, 2017
[242] République Démocratique du Congo. Ministère de l'Enseignement Primaire Secondaire et Professionel (2017). Mise en Œuvre du Plan Intérimaire d'Education – Rapport de Suivi no. 3. (GoDRC, 2017c)

Annex K GPE Funding Modality Assessment

The table below shows the GPE's assessment of the funding modality.

Annex Table 15. GPE Funding Modality Assessment on criteria of using national financial systems

Dimension	Finding
a) On plan a. **Is the program on the Education Sector Plan?** b. **Are the projected expenditures of the program included in the multi-year forecast of the Minister of Finance (medium term expenditure framework)?**	a) Yes, b) No, program is off-budget (the earlier GP programme was reflected in the multi-annual budget of the Ministry of Finance although the financial planning was considered weak.
b) On Budget/ Parliament a. **is the project included in the national budget/finance law?** b. **Does it show specific appropriations for the different planned expenditures?**	a) Not at the time of the QAR (needs to be confirmed) b) No available
c) On Treasury a. **Is the majority of the financing disbursed into** i. **The MAIN revenue funds of government** ii. **A specific account at treasury** iii. **A specific account at a commercial bank** b. **Is the expenditure process (documents and signatures on commitment, payment orders and so on) for the national budget used for the program expenditure?** **c. Are there any specific derogations/safeguards on the national execution procedures for the program expenditures (other documents and/or signatures)?**	a) No the new funding of the GPE will, as was the case in the previous phase, be disbursed into an account at a commercial bank which is approved by the World Bank b) No c) No
d) On Procurement a. **Are government procurement rules used? If so, are there any derogations/safeguard on the use of these rules?** b. **Are the usual government agencies involved in the procurement processes? If so, are there any derogations/safeguard (such as non-objections)?**	a. No the programme will use the procurement rules of the World Bank.
e) On Accounting a. **Is the accounting directly on government's accounting systems? If not, are the accounting results afterwards integrated in government's accounting systems?** b. **Is the accounting information in line with government's classification system?**	a) No, GA to transfer funds to the government through a commercial bank b) No clear, to be verified at baseline stage
f) On Audit a. **Is the financing audited by government's auditing system? If not, is the government's auditor otherwise involved in the audit?**	a) No
g) On Report a. **Is the information the project execution included in the sector report prepared by Ministry of Education?**	a) Yes, likely to be included in the report. This has also been done under the previous grant.
Source: QAR I, December 2015, pp. 15 – 17	

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Annex L List of Previous Evaluations

1. Evaluation reports consulted include the following (already referenced and referred to throughout the main narrative report):

- Evaluation of the PIE 2014 (GoDRC, 2014b)
- Evaluation of the PIE 2015 (GoDRC, 2015e)
- World Bank Public Expenditure Review 2015 (WB, 2015)
- Education Sector Analysis (RESEN) 2014
- Evaluation of the Education Sector Plan (SSEF) – 29 December 2015 (Robert & Konaté, 2015)
- Mid-term evaluation of PROSEB – June 2015 (GoDRC, 2015d)
- Governance in the Primary Education System of the Democratic Republic of Congo (Draft 2.0) – Policy and Practice Discussion Paper – 26 November 2015 (IRC, 2015a)
- Audit report of PROSEB – 2017 (Mgi Strong Nkv, 2017)
- Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo? – Policy & Practice Discussion Paper – January 2017 (Groleau, 2017)
- CONEPT review of DRC financing for Education, including GPE support – February 2018 (CONEPT, 2018)

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Annex M DRC Stakeholder Analysis

1. The stakeholder analysis below (Annex Table 16) is for the prospective evaluation of GPE's work in DRC. The table illustrates which stakeholders are active in the education role, whether or not they have a role vis-à-vis GPE, to what extent they should be rated as important with regards to this evaluation. The table also provides additional information on their involvement in the sector.

Annex Table 16. Stakeholder analysis

Stakeholder	Role in the education sector Role vis-à-vis GPE	Implications for the evaluation Importance/Influence/Interest)
Country-level stakeholder analysis (global level identical across country case studies)		
DRC government		
Ministère de l'Enseignement Primaire, Secondaire et Initiation à la Nouvelle Citoyenneté (MEPS-INC) (Ministry of Primary and Secondary Education)	Chairs the Local Education Group (Cellule d'Appui Technique à l'Education (CATED) → transformed into Secrétariat Permanent d'Appui et de Coordination du secteur de l'Education (SPACE)) Main partner for GPE grant design and implementation. Responsible for shaping and implementing education sector policy and managing related financing. Responsible (together with MESU, METP and MASAHSN) for implementation of the Education Sector Strategic Plan (ESSP) (GoDRC, 2015g) Has a particular interest in issues related to capacity development as the direct institutional beneficiary	Key informants. Will be interviewed in person during country visits. **Importance**: High. **Influence**: High. **Interest**: High
Ministry of Finance	Ensures financial execution of the PRGSP Responsible for budget allocations to the education sector and key informants for questions on additionality of GPE funding. Important for donor harmonization and use of mechanisms such as pooled funding.	Key informants at country level. Will be interviewed in person during country visits. **Importance**: High. **Influence**: High. **Interest**: Medium-Low
Ministry of Budget	Responsible for the budget programming and execution of the actions and projects selected under the MTEF (Medium-Term Expenditure Framework) with the sectoral ministries. Responsible for execution of the budget? Ensures effective allocation to the sectors and priorities identified by the Government	
Ministry of Planning	Deals with physical execution of the PRGSP (Poverty reduction and growth strategy paper) in close	**Importance**: High.

Stakeholder	Role in the education sector Role vis-à-vis GPE	Implications for the evaluation Importance/Influence/Interest)
	coordination with the sectoral ministries, the DPs, CSOs, NGOs, and the private sector. Guarantees the establishment of sectoral policies within each ministry and of the economic recovery and poverty reduction programs and projects in partnership with all development stakeholders.	**Influence**: High. **Interest**: Medium-Low
Ministère de l'Enseignement Technique et Professionnel (METP) Ministère de l'Enseignement Supérieur et Universitaire (MESU) Ministère des Affaires Sociales, Action Humanitaire et Solidarité Nationale (MASAHSN) Ministry of Gender Ministry of Justice and Human Rights? Ministry of Health? Other Line Ministries involved in, or relevant for (basic) education, equity and equality issues	METP and MESU: together with MEPS-INC responsible for formal education, while MASAHSN is responsible for non-formal education. (GoDRC, 2015g, p.19ff) MESU, METP and MASAHSN: Together with MEPS-INC are responsible for the implementation of the ESSP (GoDRC, 2015g)	Informants. Will be interviewed during country visits if consultation is advised by Ministry of Education, other LEG members and/or grant agent. **Importance**: Medium-Low **Interest**: Medium **Influence**: Medium-Low, depending on proximity/influence of ministry's work for basic education.
Provincial Governor Provincial & Sub-Provincial Education Committees Including the Provincial Office for Teacher Salaries and Monitoring (SECOPEP = Service de Contrôle et de la Paie des Enseignants Provincial)	Responsible for administration of all sectors at provincial level Important role in service delivery, also regarding teachers' salaries, school fees etc.	
Other national education stakeholders		
Non-governmental organizations: • Save the Children • IRC • VVOB • PAQUED	In most countries, members of the LEG, albeit with varying degrees of influence and capacity. Key stakeholders within the GPE operational model.	Key informants at country level. Will be interviewed in person during country visits – regardless of whether nongovernmental organizations are or are not part of the LEG. **Importance**: High **Influence**: Medium-Low. **Interest**: High
Secrétariat Permanent d'Appui et de Coordination du secteur de l'Education (SPACE) = Local Education Group	Chaired by the MEPS-INC Responsible for leading, coordinating and guiding education sector programs, initiatives and reforms	**Importance**: High **Influence**: High **Interest**: High

Stakeholder	Role in the education sector Role vis-à-vis GPE	Implications for the evaluation Importance/Influence/Interest)
	Also acts as interface between national and provincial Government, DPs, and CSOs. (GoDRC, 2015g)	
Union of Congolese Teachers (SYECO) National Parent and Student Association (ANAPECO) Teacher organizations, Educational Institutions in country (e.g., textbook producers, teacher training institutions) Religious institutions (particularly: Eglises Révélées, Catholic, Islamic, Protestant)	Should be part of the LEG, or at least otherwise engaged in sector dialogue processes. Key stakeholder group in view of ensuring quality instruction to facilitate learning outcomes. Religious institutions/churches play a significant (non-governmental) role in managing schools.	Informants. Will be interviewed during country visits if/as feasible and relevant. If not represented on the LEG, the evaluation team will elicit suggestions from the DCP government, grant agent and (other) LEG members on what organizations/institutions and related individuals to consult with. **Importance**: Medium-High **Influence**: Medium-Low. **Interest**: High
Fédération des Entreprises du Congo (Private sector representatives)		Informants will be interviewed during country visits if represented on the LEG. If not members of the LEG, the evaluation team will elicit suggestions from the DCP government, grant agent and (other) LEG members to identify private sector representatives positioned and willing to be consulted. **Importance**: Medium **Influence**: Medium-Low. **Interest**: Medium-High
Philanthropic Foundations	Depending on the nature and extent of their financial and non-financial support to the education sector, and their global standing and related influence.	Informants. Will be interviewed during country visits if so suggested by the Secretariat and/or LEG members and DCP government. **Importance**: Medium **Influence**: Medium-Low **Interest**: Medium-High
Education Sector stakeholders (local/school level)		
School Heads	Play a key role in any improvement in school governance and reforms to collection and management of school fees. Privileged position over schools and have a key relationship with sub-provincial Ministry staff. Linked to parents and teachers through School Management Committees (SMC).	
Teachers	Community level stakeholders provide valuable insights on how policy changes have improved teaching and learning, and have positively affected the lives of specific individuals.	Teachers and education administrators will be consulted during school visits, only if the Secretariat country leads, DCP government, grant agent and coordinating

Stakeholder	Role in the education sector Role vis-à-vis GPE	Implications for the evaluation Importance/Influence/Interest)
	At the same time, it is difficult to directly attribute individual cases to GPE support. Furthermore, conducting school visits may run the risk of implying that the country evaluations aim at assessing how well the respective country is implementing education sector reforms, rather than focusing on the relevance, effectiveness and efficiency of GPE support. Individual teachers at the community level have low influence on the overall performance of GPE support, however teachers as a group are key for ensuring quality instruction to facilitate learning outcomes, hence they are important informants who can provide evaluators with a 'reality check' on whether and how policy change supported by GPE has affected practice.	agency deem this relevant for understanding and assessing GPE contributions in the respective country. **Importance**: Low. **Influence**: Low. **Interest**: High
Education administrators at school or sub-national level	While education administrators play an important role for ensuring that education sector policy is implemented on the ground, individual administrators have low influence on the overall performance of GPE support in a particular country, but are also important informants who can provide evaluators with a 'reality check' on whether and how policy change supported by GPE has affected practice.	**Importance**: Low **Influence**: Low. **Interest**: High
Students	Students are the ultimate beneficiaries of the GPE program.	Their views are important, however, since the scope of the evaluation does not allow time for interviews, their views will be collected through secondary sources. **Importance:** High **Influence:** Low **Interest:** Low
Key Education Sector Stakeholders (national level)		
World Bank, Grant Agent	Key in ensuring that the GPE grants are appropriately managed and fully aligned with broader education sector developments and add value to the country level processes and results	Key informants at country level. Will be interviewed in person during country visits. **Importance**: High **Influence**: High **Interest**: High
UNICEF, Coordinating Agency	Through its facilitating role, the Coordinating Agency plays a key role in ensuring harmonized support for development effectiveness, as well as mutual accountability and transparency across the partnership.	Key informants at country level. Will be interviewed in person during country visits. **Importance**: High **Interest**: High **Influence**: Medium-High

Stakeholder	Role in the education sector Role vis-à-vis GPE	Implications for the evaluation Importance/Influence/Interest)
Development Partners: • Belgium Technical Co-operation • French Development Agency (AFD) • Department for International Development (DFID) • UNICEF • USAID • World Bank, and • UNESCO • WFP. [243] (donor agencies, multilateral organizations)	Participation and contributions to the LEG and to GPE grant implementation and monitoring, as well as through other development partner activities in the education sector and degree to which these are harmonized with the Education Sector Plan and implementation activities funded through the ESPIG. Donors have an interest in knowing whether their funds have been spent efficiently and whether the GPE program has been effective and has contributed to their strategies. They also have a specific interest in ensuring that operational performance reflects their standards and accountability requirements, as well as an interest to inform changes in project strategy, the results framework and critical assumptions.	Will be interviewed in person during country visits. If deemed relevant to assess the notion of additionality of GPE funding in a particular country, additional telephone consultations may be held with development partner representatives at HQ level. **Importance**: High **Influence**: Medium-High **Interest**: High

[243] WFP signed the endorsement letter of the ESSP (Development Partners, 2016)

Annex N Evaluation Team Composition & Roles

1. Annex Table 17 below describes the Mokoro team that has conducted the evaluation thus far, and specifies team members' different roles and responsibilities.

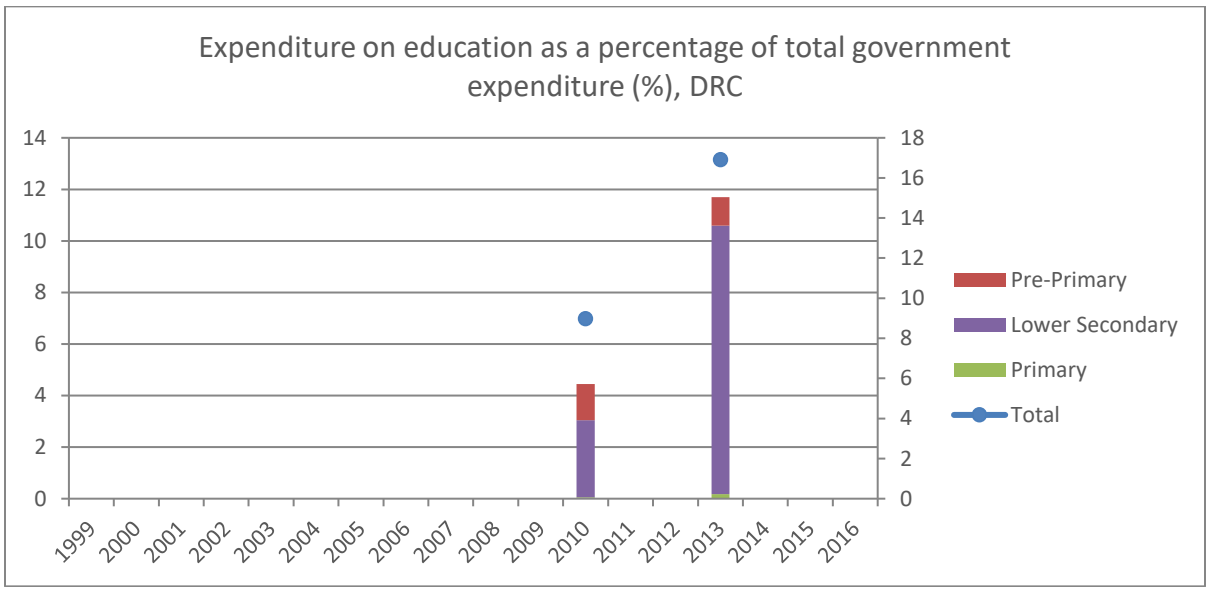
Annex Table 17. Roles and Responsibilities

NAME	ROLE	ROLE AND RELATED RESPONSIBILITIES
Dr. Muriel Visser	Country-level evaluation team leader	• Leads and conducts the DRC prospective evaluation, including preparation, data collection (home-based and in the field), data analysis, and reporting. • Contributes to the annual Synthesis Reports and final report, and to the presentation and dissemination of findings and recommendations as required. • Provides quality assurance to reports drafted by other senior consultants. • Provides input on subject matter expertise as required throughout the mandate.
Arlette Nyembo	National consultant	• Supports the country evaluation team leader in the preparation and conduct of the DRC prospective evaluation country visits, including data collection in country, analysis, reporting, and dissemination of findings and recommendations among key stakeholders. • Contributes to leveraging national capacities.
Claudia Lo Forte	Consultant	• Supports the country evaluation team leader in the conduct of the DRC prospective evaluation country visits, including data collection in country, data analysis and reporting.
Christine Fenning	Researcher & Evaluator	• Supports the country evaluation team leader throughout the evaluation period as required. • Supports the implementation of this prospective country-level evaluation, including preparation, data collection, data analysis, and reporting. • Contributes to the baseline, annual and final reports. • Provides technical support as required throughout the mandate. Contributes to the annual Synthesis Reports and final report, and to the presentation and dissemination of findings and recommendations as required.
Stephen Lister	Mokoro Coordinator, Senior Consultant, Quality Support	• Main Mokoro liaison with the Team Leader, Deputy Team Leader and Itad Coordinator. Responsible for the contractual relationship, management and implementation with consortium partners throughout the assignment. • Responsible for coordinating the work of Mokoro consultants throughout the assignment. • Conducts prospective evaluations. Contributes to the annual Synthesis Reports and final Synthesis Report as required and participates in the presentation and dissemination of findings as required. • Provides advice on the methodological approach during inception phase • Reviews deliverables before their submission, and advises on the relevance, credibility and practicality of the evaluation's approach and of its findings, conclusions and recommendations.
Philip Lister	Editor	• Mokoro's in-house report editor provides proofreading, editing, and formatting attention to draft and final deliverables.

Annex O UIS Data

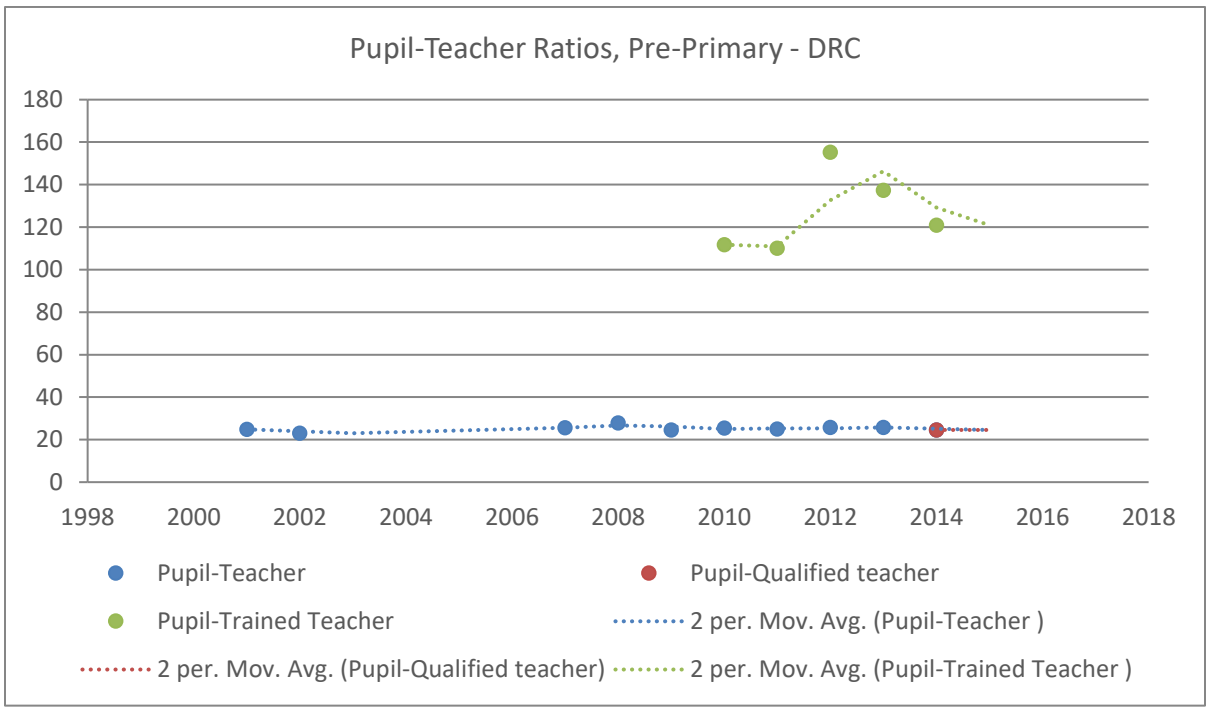
1. The figures in this annex display UIS data. As can be seen below there are significant gaps in the data.

Annex Figure 11. Expenditure on education as a percentage of total government expenditure (%), DRC



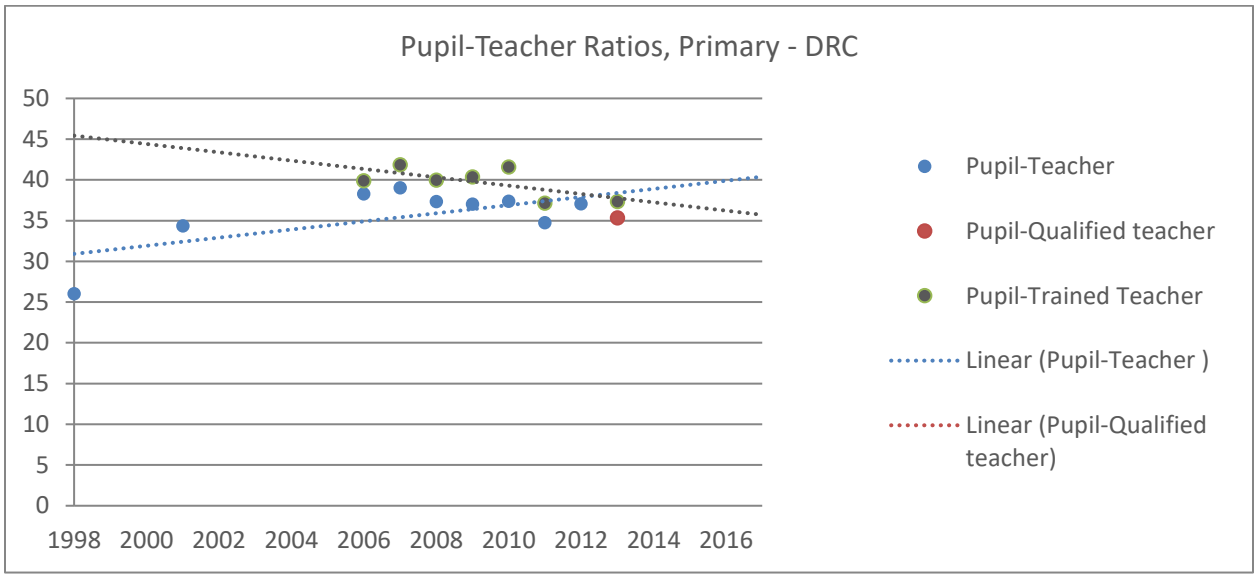
Source: UIS

Annex Figure 12. Pupil-Teacher Ratios, Pre-Primary – DRC



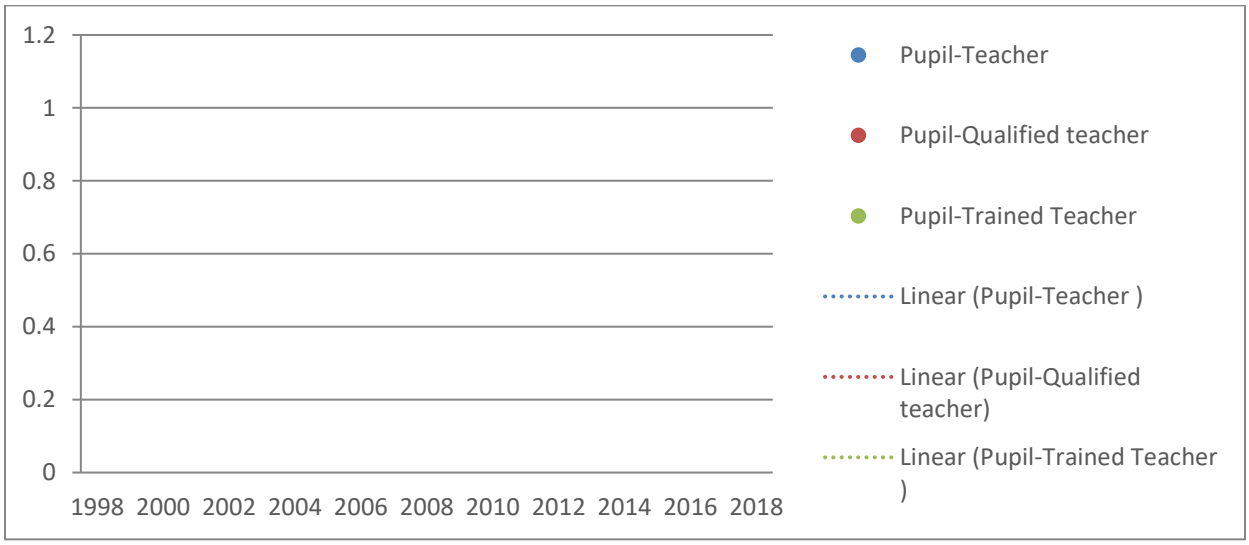
Source: UIS

Annex Figure 13. Pupil-Teacher ratios, Primary – DRC



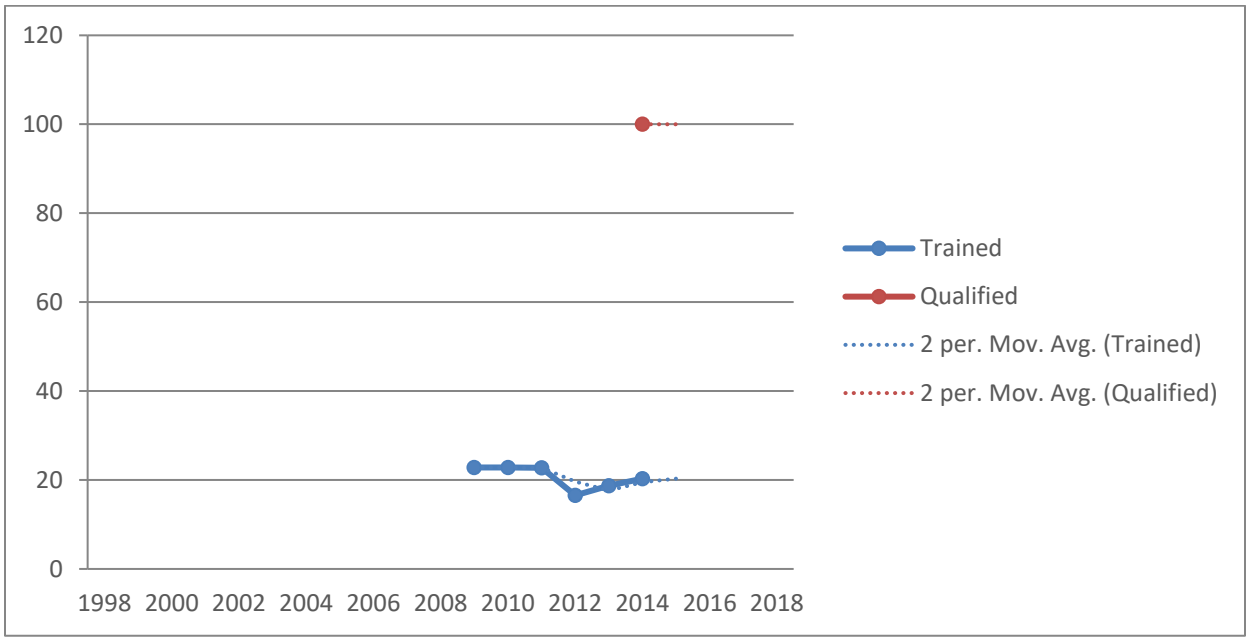
Source: UIS

Annex Figure 14. Pupil-Teacher ratios, Lower Secondary – DRC



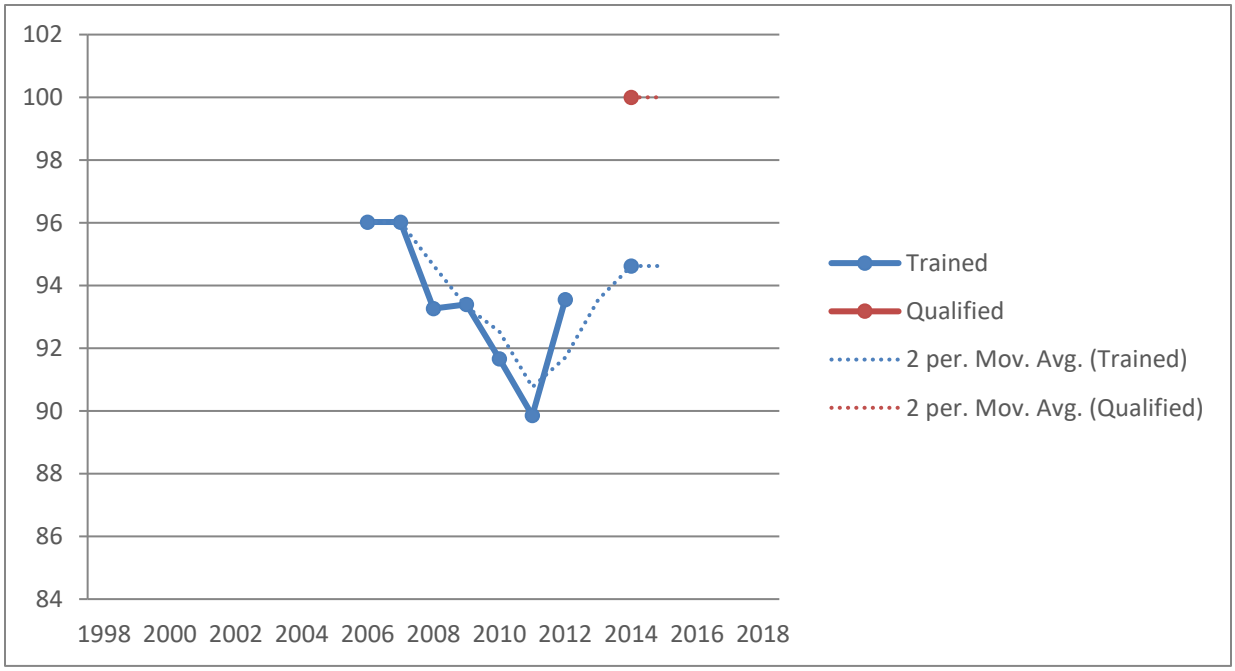
Source: UIS

Annex Figure 15. Pre-primary teachers trained/qualified (%) – DRC



Source: UIS

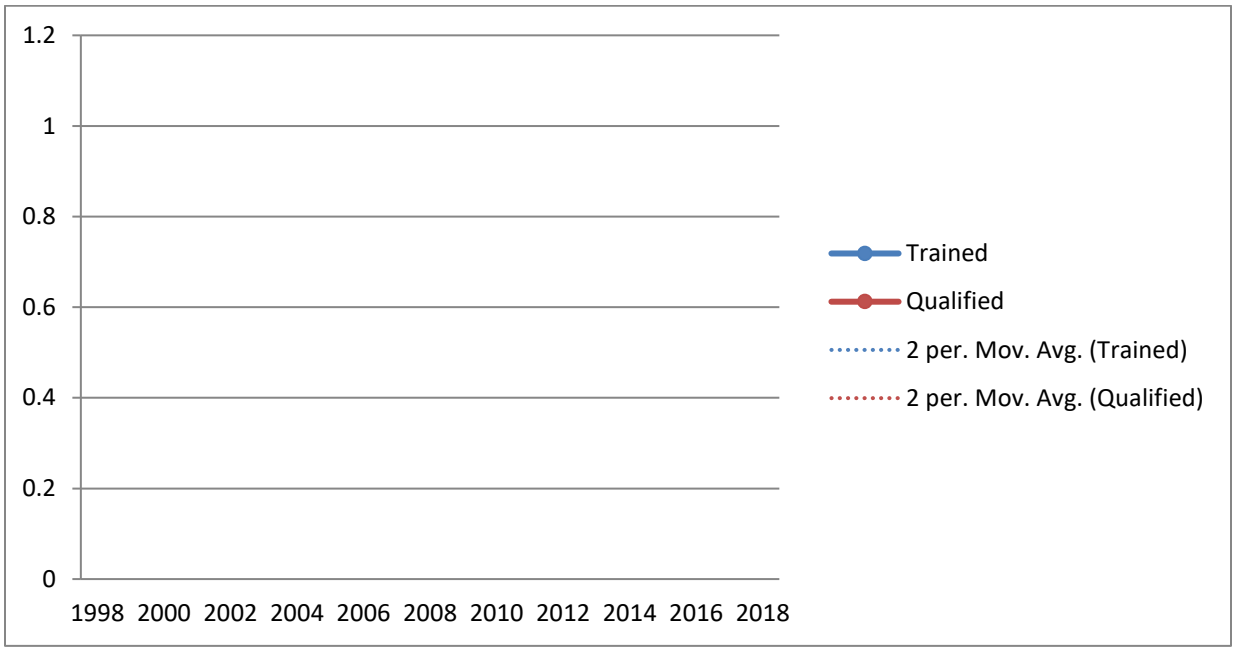
Annex Figure 16. Primary teachers trained/ qualified (%) – DRC



Source: UIS

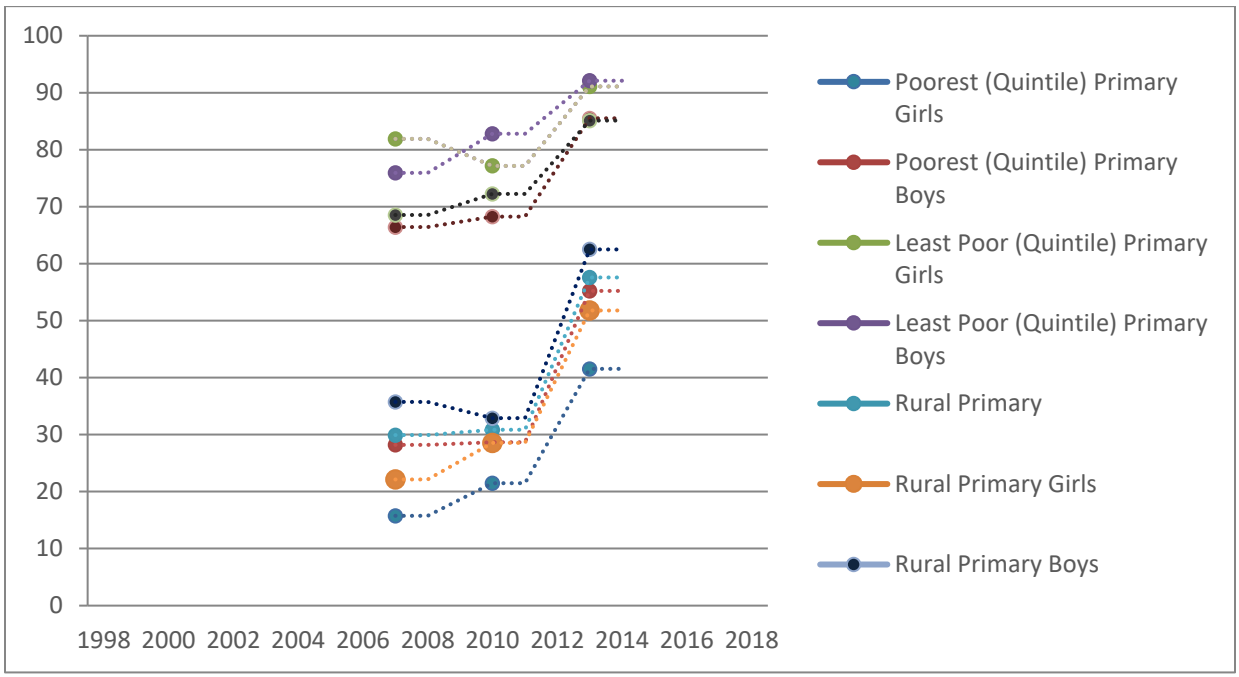
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Annex Figure 17. Secondary teachers trained/qualified (%) – DRC



Source: UIS

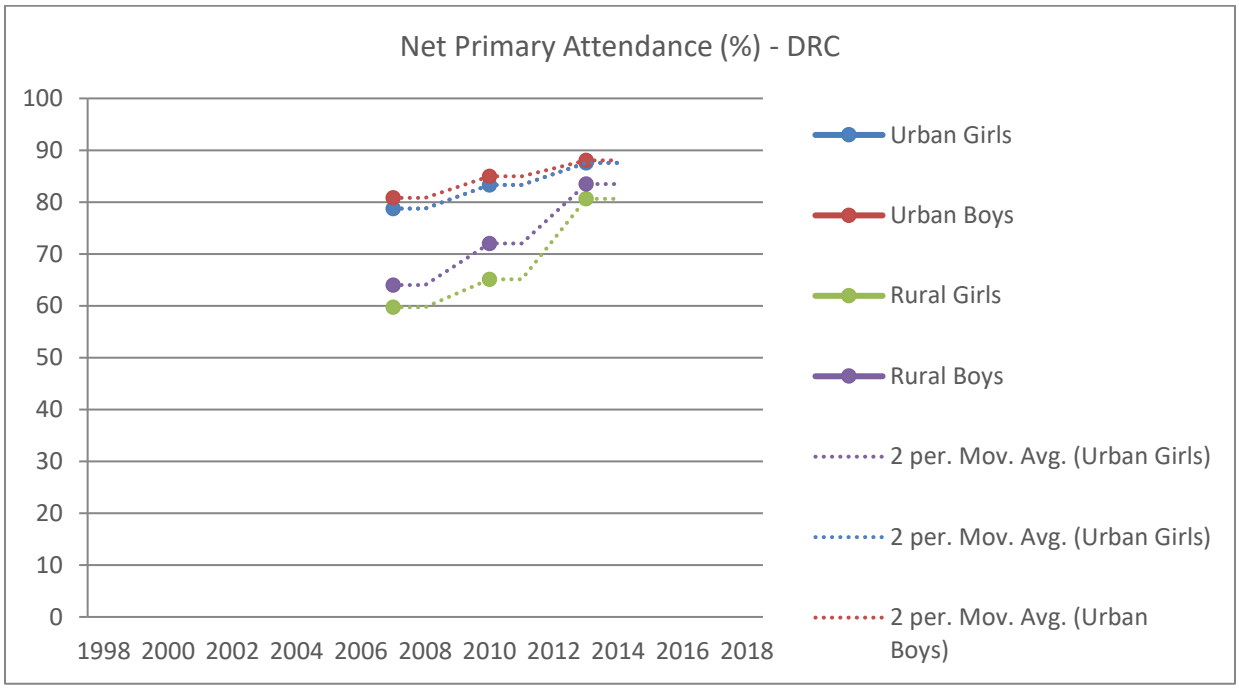
Annex Figure 18. Primary Completion Rates (%) – DRC



Source: UIS

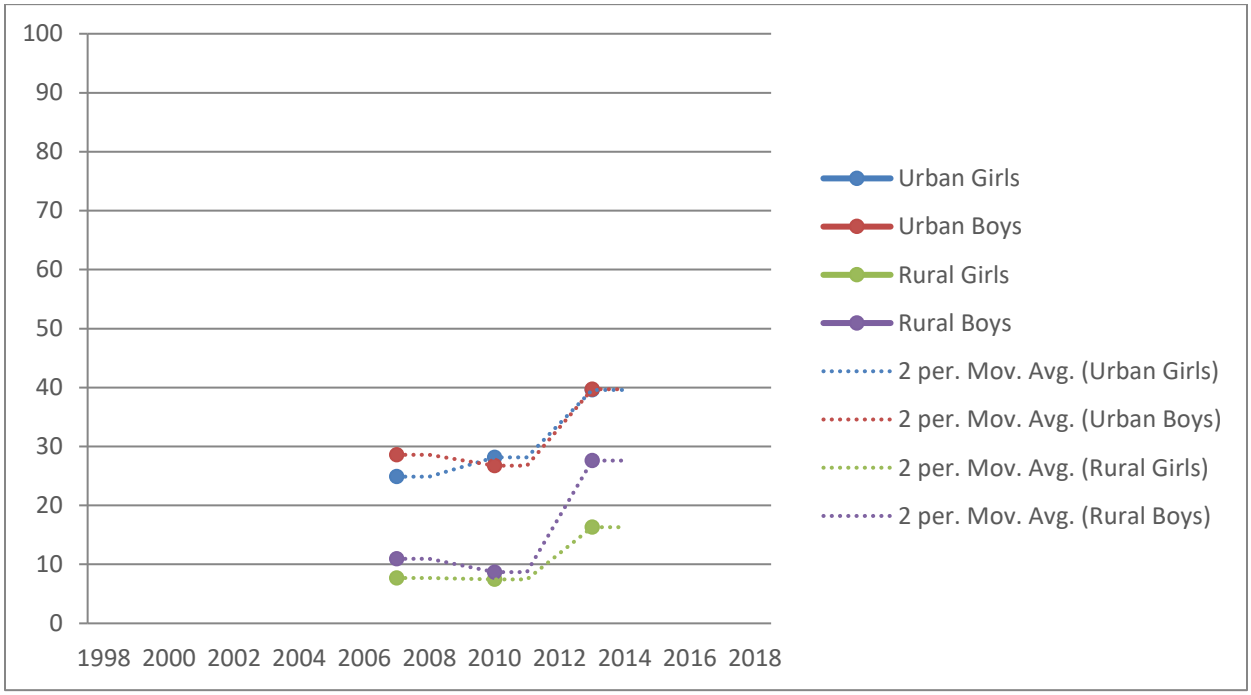
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Annex Figure 19. Net Primary Attendance (%) – DRC



Source: UIS

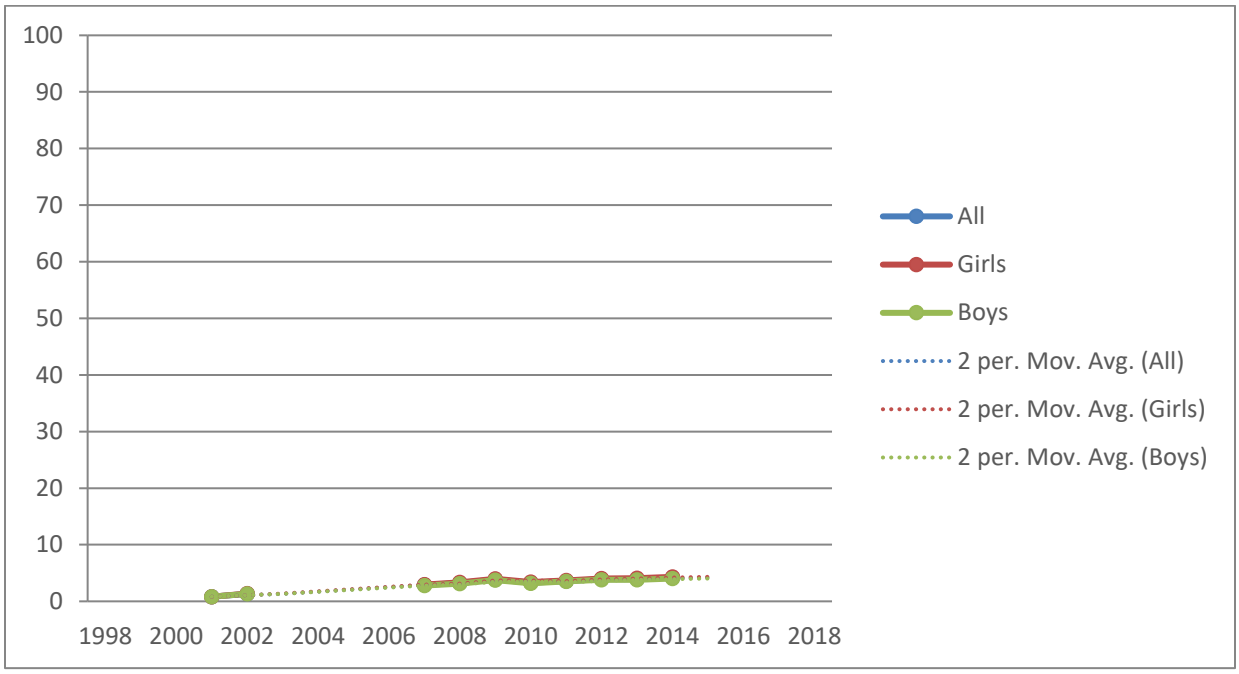
Annex Figure 20. Net Lower Secondary Attendance (%) – DRC



Source: UIS

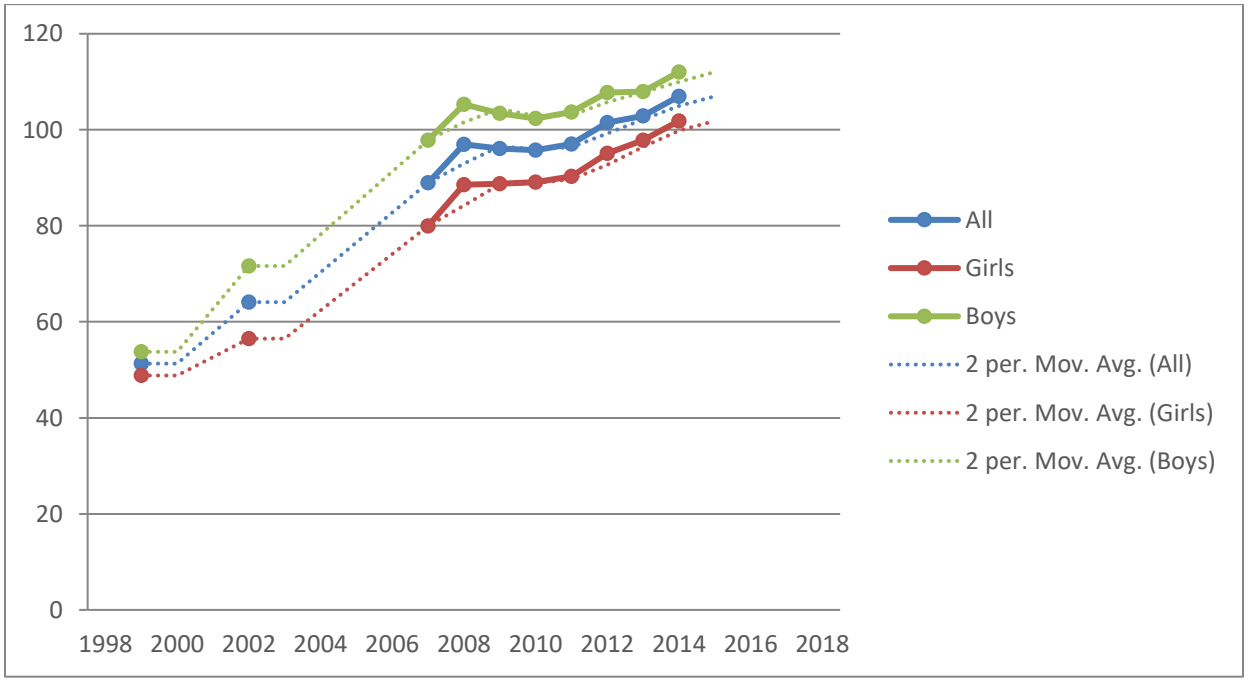
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Annex Figure 21. Gross Enrollment Pre-Primary (%) – DRC



Source: UIS

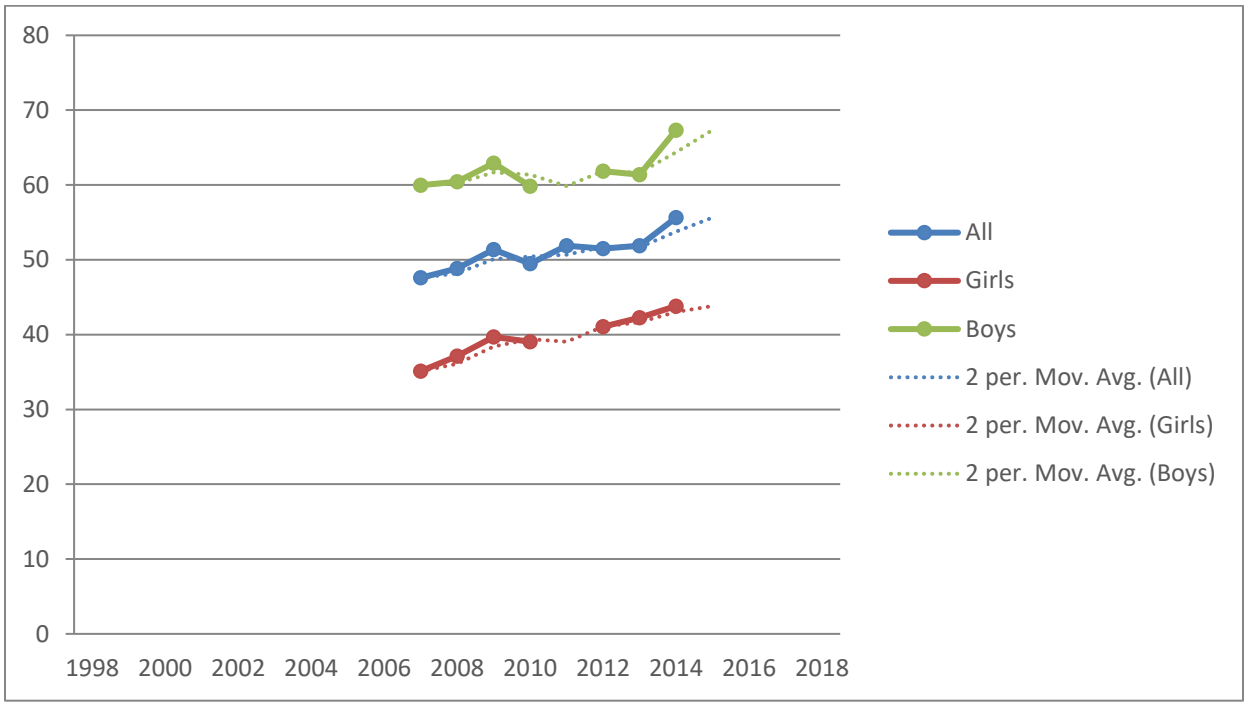
Annex Figure 22. Gross Enrollment Primary (%) – DRC



Source: UIS

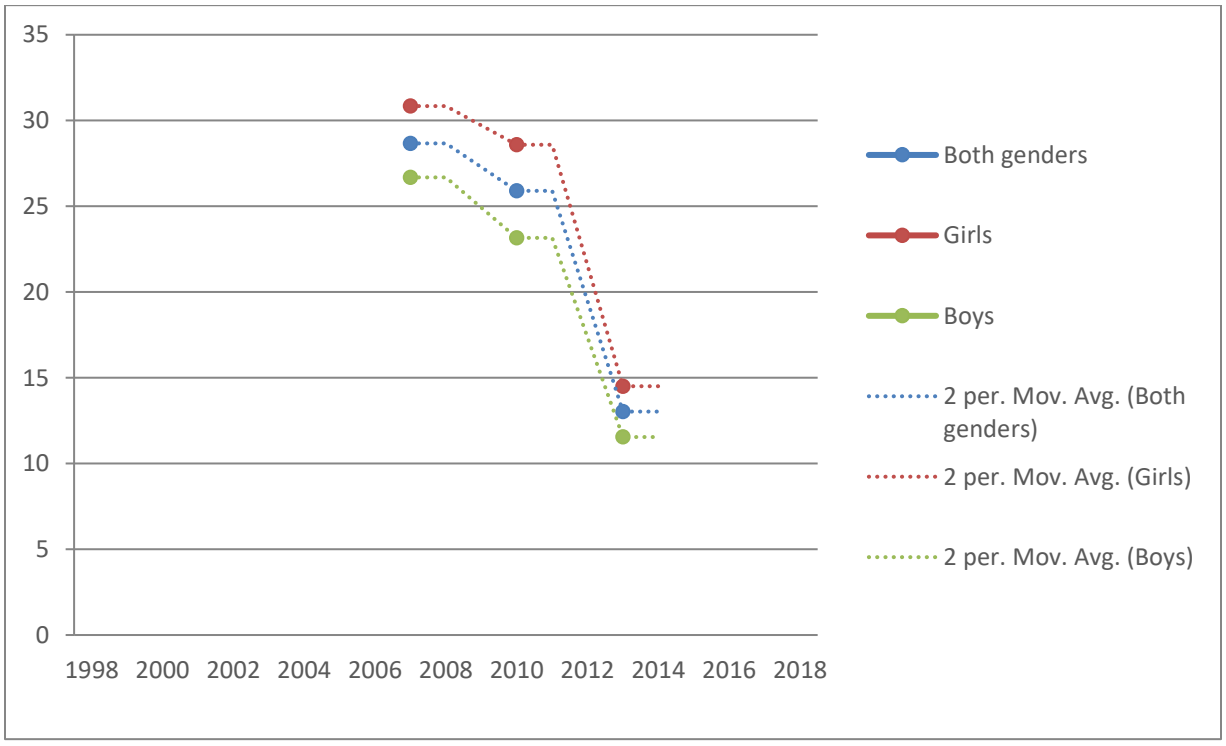
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Annex Figure 23. Gross Enrollment Lower Secondary (%) – DRC



Source: UIS

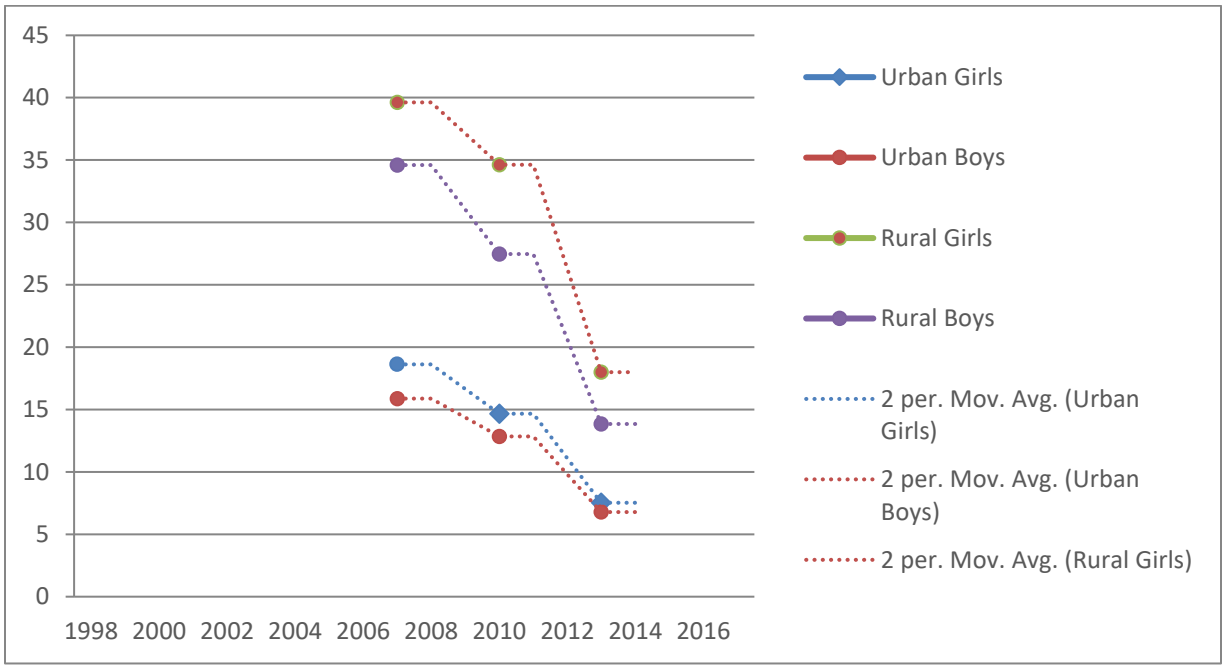
Annex Figure 24. OOSC of Primary Age (%), by gender, Household Data – DRC



Source: UIS

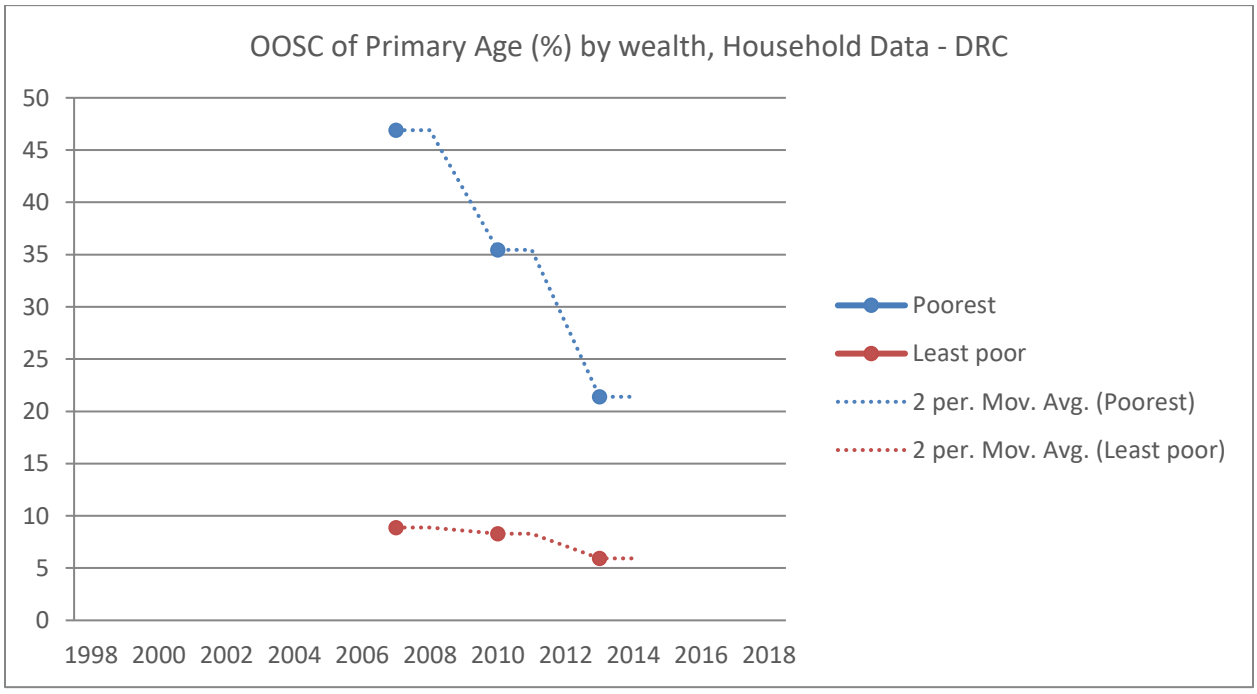
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Annex Figure 25. OOSC of Primary Age (%), by location and gender, Household Data – DRC



Source: UIS

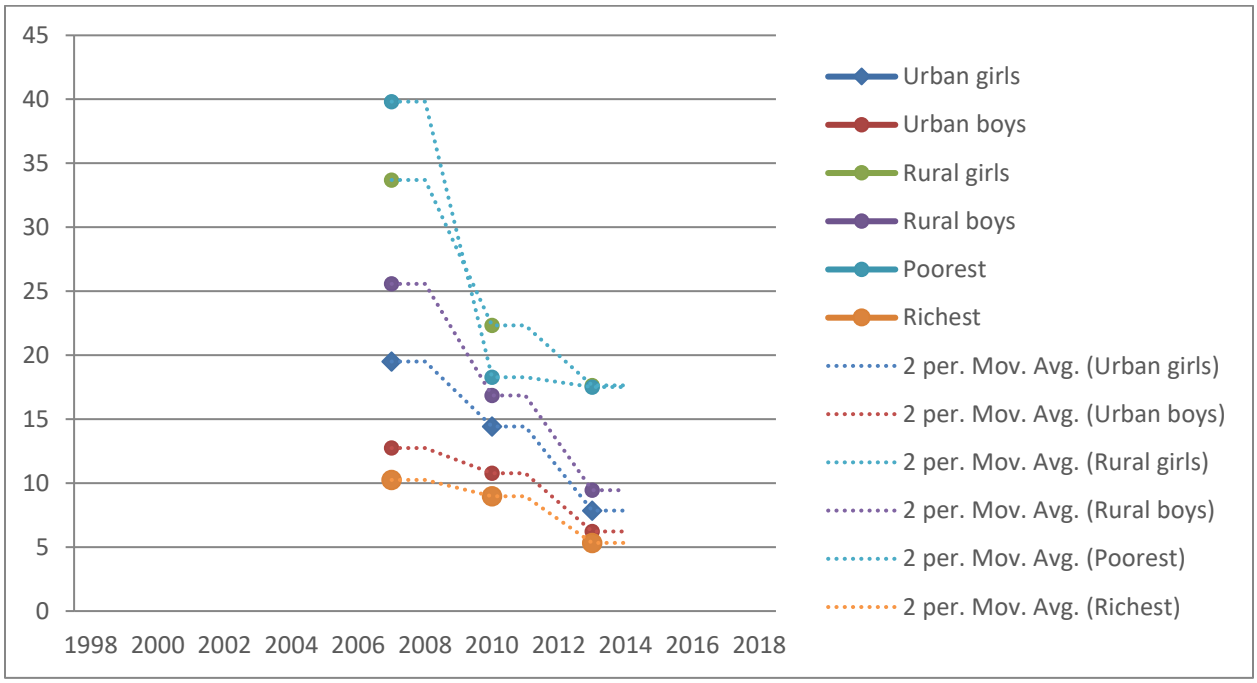
Annex Figure 26. Cumulative Dropout (%), by wealth – DRC



Source: UIS

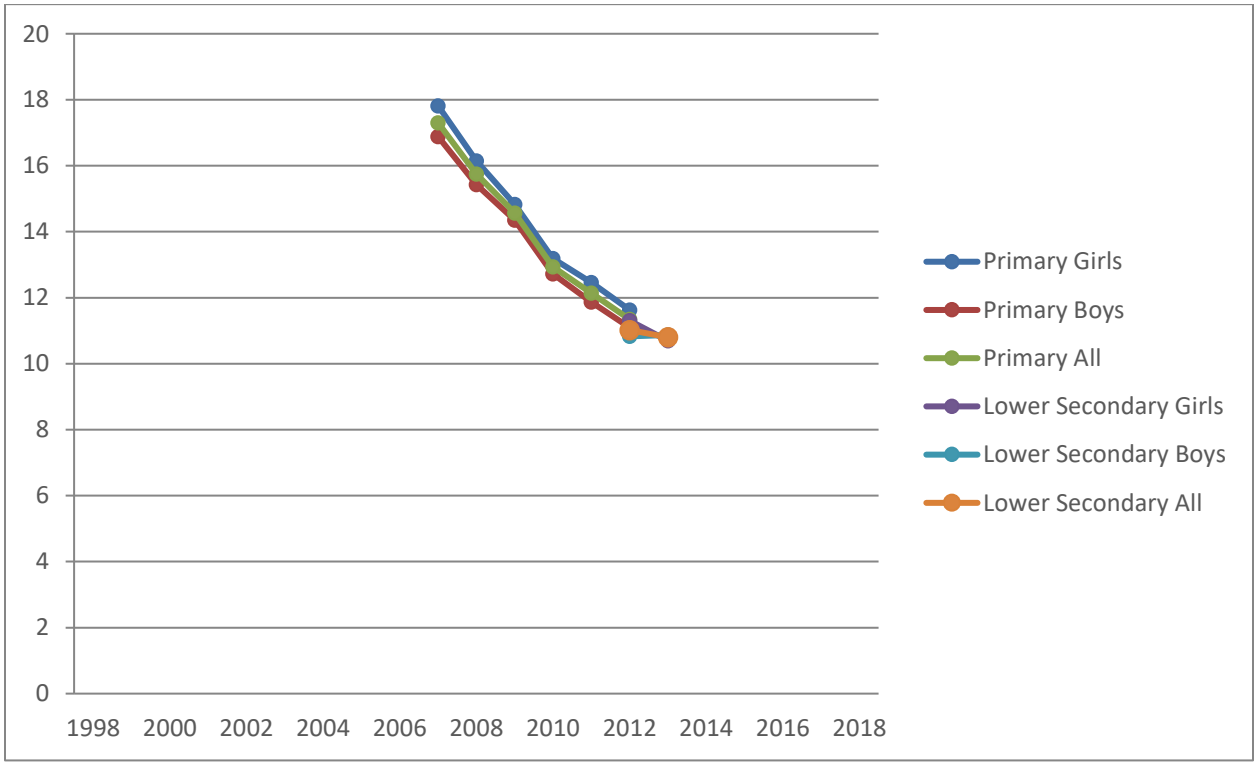
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Annex Figure 27. OOSC of Lower-Secondary Age (%) by gender, location and wealth – DRC



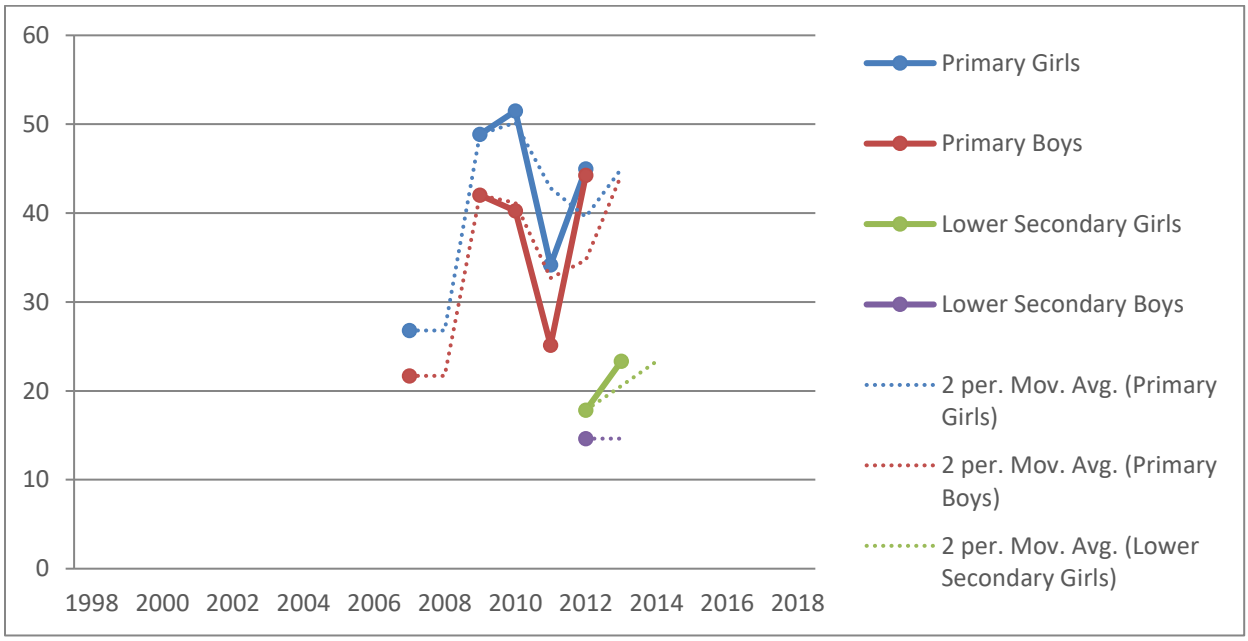
Source: UIS

Annex Figure 28. Repetition Rates (%), by school level and gender – DRC



Source: UIS

Annex Figure 29. Cumulative Dropout (%), by level and gender – DRC



Source: UIS

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In the table below the first column gives the short reference used in the text, by which it is linked to this table. The second column gives details of the document, while the third column indicates where the document be found in the team dropbox.

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