GLOBAL PARTNERSHIP for EDUCATION

BOD/2020/06 DOC 05
Board of Directors
June 18, 2020
Decision via Non-Objection

PROPOSED REVISION TO RWANDA EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT

Please note: Board papers are deliberative in nature and, in accordance with the GPE Transparency Policy, are only considered to be public documents after their appraisal by the Board at the Board meeting. It is understood that constituencies will circulate Board documents among their members prior to the Board meeting for consultation purposes.

Recommended by: Grants and Performance Committee
Committee Consideration: The Committee has reviewed the content of this paper and recommends Board approval.
Board Policy Reference: BOD/2020/03-01 Allocation for an Education Sector Program Implementation Grant to Rwanda

1. Objective

1.1 The Board of Directors is requested to approve a revision to the Rwanda education sector program implementation grant (ESPIG). The revision involves a change in grant agent. This requires a new agency fee to the new grant agent, and also cancelation of uncommitted grant funds to the former grant agent and an authorization to the Trustee to reallocate the canceled resources to the new grant agent. Only the Board can cancel uncommitted funds of an approved grant allocation in this scenario and reallocate the funds.

2. Recommended Decision

BOD/2020/06-XX—Proposed Revision to Rwanda Education Sector Program Implementation Grant: The Board of Directors:

1. Refers to its approval of an allocation for an education sector program implementation grant for Rwanda in the amount of US$30,800,000 with the Department for International Development (DFID) as grant agent in decision BOD/2020/03-01.
2. Approves the proposed revisions to the Rwanda ESPIG set out in the Revision Notifications in Annex A and Annex B of BOD/2020/03-01, including a change in grant agent from DFID to UNICEF and a change in the Expected Start Date to July 2, 2020.
3. Reduces the allocation to DFID by US$30,800,000 representing the uncommitted funds on the initial allocation and approves a corresponding amount of US$30,800,000 with UNICEF as grant agent, plus an additional US$2,156,000 in Agency Fees.

3. Background

3.1 On March 5, the Board approved an allocation of US$30.8 million to Rwanda for an ESPIG at the recommendation of the Grants and Performance Committee.

3.2 On May 11, the Secretariat was notified that DFID had decided to withdraw as grant agent for the Rwanda ESPIG due to a technical issue that risked delaying the start of the grant. DFID therefore recommended another agency fulfill the role. Subsequently, UNICEF was selected as the new grant agent, endorsed by the local education group. It was also agreed that UNICEF would step down from its role as coordinating agency, and that DFID would step into that role.

3.3. The change in grant agent requires transferring the grant allocation from DFID to UNICEF as the new grant agent (the full grant allocation of US$30.8 million as the grant has not yet reached effectiveness) along with an agency fee allocation for UNICEF (US$2,156,000 or 7 percent of the grant total of US$30.8 million). Former grant agent DFID had not requested an agency fee.

3.4 Only the Board can cancel uncommitted funds of an approved allocation linked to a change in grant agent and reallocate the funds. In addition, the new agency fees are linked to a grant that exceeds US$25 million, the threshold for Board approval of grants. Therefore, Board approval is required.

3.5 The Grants and Performance Committee was consulted and recommends that the Board approve the revision.

ANNEX A: Revision Notification from Rwanda Government on Change in Grant Agent

ANNEX B: Revision Notification from Rwanda Government on Extension of Expected Start Date

ANNEX C: Documentation of Endorsement by Local Education Group

ANNEX D: March Board Approval of Allocation for Rwanda ESPIG

ANNEX A

REPUBLIC OF RWANDA

Kigali,29th/05/2020
Nº 1069/ 12.00/2020

MINISTRY OF EDUCATION
P.O. BOX 622 KIGALI

Dear Sven Baeten,
Acting Country Support Team Manager
Global Partnership for Education

Re: Change of Grant and Coordinating Agent for the Government of Rwanda ESPIG

In line with Rwanda's Education Sector Program Implementation Grant (ESPIG), which was approved by the Global Partnership for Education (GPE) in January 2020, the Government of Rwanda would like to inform you of the changes made to Grant Agent and Coordinating Agent.

Unfortunately, on 11th May 2020, DFID expressed to the Ministry of Education that it would no longer be in a position to undertake the role of Grant Agent for the ESPIG.

In that regard, the Education Sector Working Group (ESWG) was convened on 20th May 2020 to nominate a new Grant Agent. Subsequently, UNICEF was nominated and endorsed for this position. Given that UNICEF was Coordinating Agent and to demarcate the roles and ensure strong accountability and oversight of the grant, the Coordinating Agent role was also reconsidered. The same ESWG meeting then nominated and endorsed DFID as Coordinating Agent.

To that end, we would like to proceed with the ESPIG with UNICEF as Grant Agent. After discussion, it has been concluded that there will be no changes to the implementation modality; programme design or supervision modality.

There will be no change in the supervision fee, as is laid out in the ESPIG. However, UNICEF will request an agency fee of 7%, which will be requested on top of the total sum of the ESPIG and to be disbursed to UNICEF Headquarters.

We look forward to feedback on the next steps to proceed with the ESPIG to meet the overall objectives of ensuring quality education for all children in Rwanda.

Sincerely,

Dr. Valentine UWAMARIYA
Minister of Education

Cc:
- Members of Education Sector Working Group (ESWG)
- Ms. Rose Baguma, DCP Focal Point and Director General of Education Policy and Planning,
- Ms. Sara McGinty, Grant Agent Representative, UNICEF
- Mr. Stephen Harvey, Coordinating Agent Representative, DFID, Rwanda
- Dr. Subrata S. Dhar, Senior Education Specialist and Country Lead for Rwanda, GPE Secretariat

ANNEX B

From: Rose Baguma
Sent: Wednesday, June 10, 2020 1:05 AM
To: Subrata S. Dhar; Ronald Nkusi; Nooruddin Gulbahar Shah; David Glass; Huma Kidwai
Cc: Steve Harvey; Gerald Mugabe; Sam Mulindwa; J. Mbabazi; Tom Butera; S. McGinty; Alice Albright
Subject: RE: Rwanda GPE disbursement request

[External]
Dear Subrata,

On our side we are ready to start if starting date does not have to wait for the Board's approval of the new grant agent. If we expect all approvals in this month then we can start on July 2nd. Is that possible?

Thanks,

Rose Baguma
Director General of Education Policy and Planning
Ministry of Education
Tel: +250 788424208
Kigali, Rwanda

ANNEX C

Education Sector Working Group Meeting

20 May 2020

Agenda

1. Opening Remarks
2. GPE Grant
3. School Reopening Plans
4. Way Forward
5. AOB
6. Closing Remarks

Agenda item	Key discussion points	Outcome and Action Points
Opening Remarks	The Permanent Secretary, Ministry of Education provided opening remarks and welcomed all participants to the meeting. He provided an overview of the agenda.	The agenda was adopted.
GPE Application	The GPE COVID Accelerated Grant has been approved by the GPE Board and internal negotiations are finalized and the agreement signed between the World Bank and the Government of Rwanda. The GPE Grant was approved by the GPE Board in January 2020, with UNICEF as Coordinating Agent and DFID as Grant Agent. This was for $30.8 million, for a period of 4 years. Unfortunately, DFID is no longer able to play a role as Grant Agent. To that end, the role of Grant Agent is open for consideration. The Ministry of Education proposes that UNICEF take the Grant Agent role and DFID takes the Coordinating Agent role.	The nominations of UNICEF as Grant Agent and DFID as Coordinating Agent.
School Reopening	Remote learning continues with radio, television, and e-learning support. Assessment of remote learning is being supported by BLF and Soma Umenye and approximately 50% of students are engaging, though with the school reopening and	It was recommended to revisit the remote learning timeline to work towards developing material that

	Term 1 recommencing in September, there has been a decline in students engaging. The school reopening plans for September 2020 was clarified by the Ministry of Education / REB: - 22,500 new classrooms will be constructed by December 2020 to mitigate the Double Cohort of P1 students, 11,000 from the Quality Basic Education project and 11,500 from Government core resources; - The construction will start in June 2020 and will be using the home-grown solution (with community engagement, though the provision of supplies by national-level) - These classrooms will not include smart classrooms; but, TTCs will have ICT incorporated, as per the QBE project. - English as a medium of instruction will commence for P1 – P3 as of September 2020; textbooks are under translation and training of teachers will commence after the administration of a language proficiency test. More proficient teachers will placed at lower primary level. - For those teachers who do not perform well on the English proficiency test, and are over 60 years, may have the opportunity for early retirement. - Recruitment of 20,000 teachers is underway to complement the new classrooms. - P1 will be a double-cohort (January 2020 intake coupled with the September 2020 intake) BLF noted that they have been training teachers in English and could explore the testing of the mathematics teachers and training of them in English language. Transition to class teachers from subject-teachers is still under consideration for implementation REB is planning to print enough materials for P1, especially in English, but funds are limited for supplementary material.	promote school readiness. It is recommended by WB to develop a results matrix for a consolidated assessment of results. (endorsed by Save the Children) BLF can support the implementation of English as MoI through a technical consultant; Training needs to consider pedagogical approaches for those teachers moving to lower primary; *It was clarified that those teachers would have already been trained in all primary Consideration to remedial programme/ phased approach to implementation of the CBC was recommended upon the school reopening in September 2020 Progress on construction will be presented in the next ESWG. UNICEF to circulate the final GPE project design and the School Reopening Plan to all partners. MINECOFIN has agreed to fund some pre-primary (580) salaries, as

	A question was raised on the appropriateness of current material for subjects that are moving to English as a MoI; it was clarified that there would be a use for these and quite relevant to be utilized in classrooms especially during pupils' transition of MOI from Kinyarwanda to English. At this time, construction will focus on Primary and secondary schools to reduce overcrowding and long distance from home to school	of the 2020/2021 fiscal year. It is recommended to consider the level of English in the design of lower primary teaching and learning materials. It is recommended to share the decision that current materials, in Kinyarwanda, are still relevant with School Head Teachers, SEOs, DEOs, and other relevant stakeholders. This was confirmed to be done by DG REB, including communication on the effective use of teaching and learning materials.
Way Forward	UNICEF will have two consultants engaged to support the School Reopening, in the mapping of partner engagement and a more comprehensive school reopening plan, along with a results matrix.	UNICEF will introduce (virtually) the two consultants so they can start engaging with Government and partners accordingly. It was proposed, and endorsed, to have a monthly ESWG to ensure appropriate coordination for school reopening.
AOB	None.	
Closing Remarks	The Permanent Secretary closed the meeting by thanking all partners and appreciates the technical and financial support of development partners.	

Participants

1. Samuel Mulindwa — Permanent Secretary, MINEDUC
2. Rose Baguma — Director General, Planning, MINEDUC
3. Irenee Ndayambaje — Director General, REB
4. Emmanuel Mico — Planning, MINEDUC
5. Angelique Tusiime — Deputy Director General, REB

6.	Ruth Mbabazi	Mastercard Foundation
7.	Steve Harvey	DFID
8.	Luann Gronhovd	USAID
9.	Sara McGinty	UNICEF
10.	Henriette Umulisa	VVOB
11.	David Rurangirwa	USAID
12.	Steve Blunden	Soma Umenye
13.	Sofia Cozzolino	BLF
14.	Emily Routte	USAID
15.	Anders Lonnqvist	BLF
16.	Vincent Murenzi	Humanity and Inclusion
17.	Jacques Sezikeye	WFP
18.	Caroline Dusabe	Save the Children
19.	David Raguugu	Right to Play
20.	Emmanuel Sibomana	Wellspring Foundation (Co-Chair, RENCP)
21.	Huma Kidwai	World Bank
22.	Kamanda Kamiri	Educate!
23.	Pascal Rukundo	UNESCO
24.	Elisabeth Turner	Soma Umenye
25.	Ruth Mbabazi	VSO
26.	Nori	JICA
27.	Jean Sauveur Ugirashebuja	MINEDUC
28.	Nociata Mukamurenzi	MINEDUC

ANNEX D

Board of Directors
Decision via Affirmative Vote
March 5, 2020

Final Decision

BOD/2020/03-01–Allocation for an Education Sector Program Implementation Grant to Rwanda: The Board of Directors with respect to the application submitted in the fourth round of 2019:

1. Notes compliance with the requirements for accessing the fixed part of the maximum country allocation (MCA) as described in the application and summarized and assessed in Annex B to BOD/2020/02 DOC 01. However, the Board notes that Rwanda did not fulfil the financing commitments made under the previous ESPIG. Therefore, the transfer of grant funds for the current ESPIG beyond Year 1 depends on the current commitments being met.
2. Notes compliance with meeting the requirements for accessing the variable part of the MCA and approves the indicators on Equity, Efficiency, and Learning and their means of verification as described in the application and assessed in Annex B to BOD/2020/02 DOC 01.
3. Approves an allocation from GPE trust funds for an ESPIG, as described in the application submitted and summarized in Table 1 in BOD/2020/03-013 (c), subject to:
   a. Availability of funds.
   b. Board decision BOD/2012/11-04 on commitment of trust funds for ESPIGs in annual installments.
   c. GPC recommendations for funding, including (all amounts in US$):

Table 1: Rwanda		
a.	ESPIG Maximum Country Allocation	30,800,000
b.	Fixed Part	21,560,000
c.	Variable Part	9,240,000
d.	Allocation Requested (100%)	30,800,000[1]
e.	**Allocation Recommended by GPC**	**30,800,000**
f.	Grant Agent	UK Department for International Development (DFID)
g.	Agency Fee % - Amount	N/A
h.	Period	4 years and 3 months
i.	Expected Start Date	April 1, 2020

[1] Includes US$500,000 for the cost of the grant agent to perform its roles and responsibilities.

j.	Variable Part Disbursement Modality	Ex-Post
k.	Funding Source	GPE Fund

4. Requests the Trustee to withhold the transfer of funds beyond Year 1 (US$26,130,000) until the conditions set out in Annex A to BOD/2020/03-01 have been met.
5. Requests the Secretariat to:
   a. Include in its notification of grant approval to Rwanda the observations, requests for report-back and conditions as recommended by the Grants and Performance Committee and set out in Annex A to BOD/2020/03-01.
   b. Include an update on the issues listed as "condition" and "report back" in the annual Grant Performance Report in accordance with the specified timeline.

Annex A – GPC Observations, Requests for Report-Backs and Conditions

Rwanda	
Observations	The Committee commends Rwanda for its excellent results in the area of girls' education, reducing dropout rate, increasing enrolment rate and for its exemplary bi-annual joint reviews of the education sector. The Committee further commends the development partnership group for its strong coordination of activities and alignment with country priorities. With regards to the program and in the context of Rwanda's integration of refugees in the education system, which is highly commended, the Committee recommends considering the selection of recipient schools also in the proximity of refugee camps to ensure better participation of refugee children as beneficiaries of these interventions.
Report-Backs	*For the government:* The Committee notes the focus on internet technology (IT) as a means to improving learning outcomes while there is limited evidence and no theory of change to support the intervention within the proposed program. Therefore, the Committee recommends that the government ensure that sufficient capacity strengthening measures in this area be taken and together with the grant agent closely evaluate the IT interventions during implementation to ensure it leads to results and to provide an annual report-back via the joint sector review including details about the evaluation and its findings. The Committee encourages the country to share their findings with their peers to enhance south-south learning. The Committee also considers the risk of sustainability of the IT intervention given the high cost and limitations of capitation grants in place to support ICT activities, and the risk that rural schools may not benefit equally from the intervention due to lack/limited access to connectivity, electricity, data costs, access to hardware/software, etc. The Committee requests the government to explore ways to minimize these risks and provide updates in its annual joint review of the education sector (JRES) report.

	With regard to the construction component, the Committee notes the difference in cost between the GPE-funded construction and the IDA-funded construction and invites the government to report back on the progress on the GPE-funded construction through its annual JRES report with a view to ensuring that standards of quality and sustainability are maintained. In the context of the Committee's concerns on Rwanda's financing for education, the Committee requests the government to submit for its review an update on 2019 expenditures early October 2020 in order to verify that commitments are on track to be fulfilled. *For the grant agent:* With respect to the variable part equity indicator on learners with disabilities, the Committee requests the grant agent to conduct further analysis to certify that the current targets are beyond the previous trend and provide a report to the Secretariat of the analysis after Year 1 via its regular progress report.
Conditions	While recognizing the achievements of Rwanda in education, the Committee is concerned about the regressive trends in the past in financing for education, especially in the context of Rwanda not having fulfilled its domestic financing commitment under the previous ESPIG, despite significant economic growth. The Committee therefore recommends that prior to the Secretariat instructing the Trustee to commit and transfer funds to the grant agent beyond Year 1, the government provide an annual report-back via the JRES report on education expenditures. Each year, once the grant agent in consultation with the local education group has confirmed that these expenditures meet the commitment made, the Secretariat will authorize the Trustee to commit and transfer funds linked to activities for Years 2, 3 and 4 respectively. In the event annual commitments are not fulfilled without sufficient justification as assessed by the Grants and Performance Committee, the Committee may recommend further action to the Board, including suspension of the grant.