DECEMBER 6-7 2022

MEETING OF THE BOARD OF DIRECTORS

PARIS, FRANCE	BOD/2022/12 DOC 04	FOR INFORMATION

RESULTS REPORT 2022

Please note: In accordance with the GPE Transparency Policy, documents are public only after their appraisal by the relevant governance instance. Governance officials may circulate documents to their constituency for consultation purposes, except for documents of a confidential nature.

Key issues for consideration:

- The Performance, Impact and Learning Committee discussed the Results Report at its October 2022 meeting. The Committee underlined the importance of the 2022 Results Report as it provides an overview of the education sector in the context of the COVID-19 pandemic and discusses early progress on GPE's strategy.
- Since the rollout of the new operating model is in its early phases, many of the indicators linked to the GPE 2025 instruments do not have data available. More data will be available in the coming years as implementation picks up. The Committee requested more information on gender hardwiring and Girls Education Accelator results. The Secretariat confirmed that the indicator is being worked on, and that it would be included in next year's Result Report. The Committee recommended the Secretariat to organize a webinar on the Results Report.
- The Report also discusses the performance of the current portfolio of GPE active grants. The analysis of grant performance covers grants approved while implementing the previous strategy, GPE 2020.
- Although the grant-related results may not perfectly capture GPE's performance under GPE 2025, they do provide information about GPE's ongoing operations and contributions to GPE's priority areas.

Objective

1. The Board is requested to consider the GPE Results Report and reflect on the implications of the findings for the partnership.

Background and overview

2. The Results Report is developed annually in accordance with the completed the December 2020 Board decision (BOD/2020/11/12-08). It highlights progress toward the GPE 2025 goal and objectives as reflected by the results framework indicators. The Report analyzes the results framework indicators using data for

calendar years 2020 and 2021 and fiscal year 2022[1]. When historical data is available, the analysis looks at trends in the results framework data since 2015.

3. An innovation in the *Results Report 2022* is the collaboration with the UNESCO Institute for Statistics (UIS) and the Global Education Monitoring (GEM) Report team. Chapter 1 was developed in partnership with the GEM Report team and UIS. It discusses the GPE 2025 goal using select Sustainable Development Goal 4 indicators. Progress is measured with respect to countries' aggregated national targets for the SDG 4 indicators. The targets were established in coordination with UIS.
4. An executive summary of the Results Report is provided in Annex A. The full report is in Annex B.

Annex A - Executive Summary of the Results Report 2022
Annex B – Results Report 2022

[1] Fiscal year 2022 was from July 2021 to June 2022.

Annex A - Executive Summary of the Results Report 2022

Building on lessons from its previous strategic plan and current evidence about education system reform, the Global Partnership for Education (GPE) introduced a new strategic plan (GPE 2025), covering the period 2021–25. The goal of GPE 2025 is to accelerate progress in access, learning and gender equality by transforming education systems in partner countries. GPE 2025 aims to mobilize global and national partners and resources (the enabling objective) to improve gender-responsive sector planning and monitoring (country-level objective 1), promote coordination among donors and improve education financing (country-level objective 2) and strengthen the capacity of partner countries to implement innovative interventions and drive results at scale (country-level objective 3).

In May 2021, the GPE Board of Directors approved a results framework for measuring progress toward the GPE 2025 goal and objectives. This first results report of GPE 2025 discusses findings against the results framework indicators with data available in calendar years 2020 and 2021 and fiscal year 2022 (July 1, 2021 – June 30, 2022). Overall, the data show severe effects of the COVID-19 pandemic on partner countries' access, learning and domestic education financing. GPE extended the duration of 54 of the 66 accelerated funding grants approved during the pandemic, ensuring partner countries were able to continue their recovery and mitigation efforts. The US$467 million in accelerated funding grants supported distance learning activities benefitting 76 million children and enabled training for 229,887 teachers.

Accelerating the rollout of the GPE 2025 operating model and addressing delays in GPE grant implementation will be important to support partner countries' recovery from the pandemic's impacts.

Goal: Learning Outcomes, Access and Equity

In brief: Out-of-school rates have been declining but not at a sufficient pace, while the incidence has been increasing among children from the poorest households. The pandemic is estimated to have had a significant impact on proficiency levels and girls are also at far greater risk of childhood marriage.

GPE partner countries currently face the effects of pandemic-related disruptions in the education sector. As of December 2020, schools were closed in a third of partner countries—and in approximately half of partner countries affected by fragility and

conflict. The World Bank estimates that progress made for children and youth in other domains has stagnated or reversed because of school closures related to the pandemic. Simulations of the learning poverty rate, already over 50 percent before the pandemic, climbed to 70 percent in low- and middle-income countries.

Meeting the 2025 targets set by GPE partner countries for learning outcomes will require unprecedented progress. In 2020, only about a third of students in early grades and a quarter of those at the end of primary education achieved minimum proficiency levels in reading and mathematics. Partner countries' achievement in student learning at the end of primary education is 18 and 22 percentage points below their 2025 national targets for reading and mathematics, respectively. Whereas girls outperform boys in reading both in early grades and at the end of primary school, boys tend to perform better than girls in mathematics.

Addressing the barriers to quality teaching could play a role in accelerating progress in learning. In 2020, at the primary and secondary levels, respectively, 77 percent and 72 percent of teachers met their national minimum qualification standards across partner countries. Having teachers who meet minimum standards, however, does not necessarily translate into improved learning: partner countries with a high proportion of qualified teachers still lag behind in terms of learning outcomes. That discrepancy illustrates the need to strengthen teacher training programs and to use qualified teachers more effectively in order to better support progress in learning outcomes.

Completion of primary and lower-secondary education improved slightly between 2015 and 2019 but declined in 2020. In 2020, GPE partner countries had completion rates of 5 and 10 percentage points below the average national target for 2025 in primary and lower-secondary education, respectively. Overall, the gender gap in primary and lower secondary disadvantages girls; however, in about half of GPE partner countries with data available, boys tend to be disadvantaged in lower secondary completion.

Out-of-school rates have slightly declined in recent years, but the number of out-of-school children of primary and secondary age stagnated at 135 million between 2015 and 2020 in partner countries because of demographic pressures. Projections show that the number of out-of-school children would decline by only about 5 million children by 2025, assuming the current pace of progress. The gender gap in out-of-school rates shows a slight disadvantage for girls. Boys and girls from the poorest households are particularly affected. In several partner countries, the out-of-school

rate at the primary level among children from the poorest households increased between 2015 and 2020.

Many girls in partner countries face early marriage, which is among the key barriers to girls' education. In 2020, in partner countries with data available, 34 percent of women aged 20–24 were married or in a union before they turned 18. It is estimated that the pandemic has increased the risk of child marriage and that up to 13 million additional girls are at risk of child marriage by 2030.

GPE's Country-Level Objectives

In brief: The rollout of GPE2025 is supporting countries in identifying system bottlenecks, including the need for more and better gender-disaggregated data, and improved monitoring and training activities that also adequately encompass gender considerations. More partner countries reported success in aligning grants to national systems and harmonizing funding modalities. Domestic spending on education was recovering but had not returned to pre-pandemic levels. Despite the challenging conditions, around two-thirds of all active grants were rated as on track in their implementation.

GPE 2025 aims to accelerate access and learning outcomes for all children by transforming education systems. To support partner countries' education system transformation, the GPE 2025 operating model comprises three interrelated stages that support countries as they move from analysis and diagnosis to prioritization and alignment and finally to implementation, learning and adaptation. These stages are captured under GPE's three country-level objectives.

Country-Level Objectives 1 and 2: Gender-Responsive Sector Planning and Monitoring, and Coordinated Action and Financing

During the first stage of the operating model, a country-level assessment is completed on four enabling factors that support education system transformation: (1) gender-responsive sector planning, policy and monitoring; (2) availability and use of data and evidence; (3) sector coordination and (4) equity, efficiency and volume of domestic financing for education.

In 2021, GPE's Independent Technical Advisory Panel (ITAP) assessed three countries—the Democratic Republic of Congo, Kenya and Tajikistan. It assessed an additional three countries in the first half of 2022—El Salvador, Nepal and Uganda. The assessments indicate the recommended level of priority for addressing each enabling factor in order to support system transformation.

One of the ways GPE aims to achieve gender equality in education is by supporting gender-responsive sector planning, policy and monitoring. As part of its assessment, the ITAP conducts a review to verify the existence of laws guaranteeing access to education for all children regardless of gender. The Democratic Republic of Congo, Kenya and Tajikistan all have legislative frameworks ensuring the right to education for all children regardless of gender. Despite the existence of those laws, ITAP assessments noted several challenges, including a lack of timely and accurate gender-disaggregated data, limited gender-responsive monitoring mechanisms and a lack of gender-related training for government officials. The ITAP recommended that this enabling factor be considered a high-priority area in Democratic Republic of Congo and El Salvador and a medium-priority area in the other four countries, relative to the other enabling factors.

Data reporting to the UNESCO Institute for Statistics (UIS) has been on a declining trend since 2018, and the proportion of partner countries reporting key data to UIS fell to 38 percent (29 out of 76) in 2021 from 45 percent (34 out of 76) in 2020. That decline illustrates the persistent challenges partner countries encounter in collecting quality data that meet international standards and in reporting those data to UIS. The ITAP assessed the data and evidence enabling factor area in six partner countries, giving it a high-priority rating in five countries and a low-priority area in only one country, Nepal. ITAP assessments of the data and evidence enabling factor show gaps in the coverage and use of data collected by countries' education management information systems. The data systems face issues related to compliance with international standards and do not collect key data necessary for policy, planning and monitoring. Learning assessment systems also face challenges related to the availability, comparability and reliability of learning data.

The inclusiveness of local education groups improved in 2021, which is expected to contribute to inclusive policy dialogue at the country level. The participation of civil society and teacher organizations in local education groups helps ensure that citizens' and educators' concerns are heard. In 2021, the proportion of local education groups

that included both civil society organizations and teacher associations was 69 percent—up from 66 percent in 2020.

Partner countries made some progress in aligning GPE grants to national systems and in using harmonized modalities. The proportion of aligned grants by volume of financing hovered around 50 percent in 2020–22, which was not the case before 2018. The proportion of grant funding using pooled funding mechanisms increased significantly from 43 percent in 2020 to 60 percent in 2022. According to the ITAP assessment of the sector coordination enabling factor, alignment and harmonization are among the most important barriers to sector coordination. The ITAP recommended that this enabling factor be a high-priority area in Democratic Republic of Congo, El Salvador and Kenya and a medium-priority area in the other three countries.

Transforming education systems in partner countries requires financial resources, and partner countries made some progress in domestic financing. In 2021, 71 percent (44 out of 62) of the partner countries with data available achieved the 20 percent benchmark or increased their share of education spending from 2020. Domestic education financing seems to have rebounded after the decline in 2020, which followed the economic slowdown caused by the COVID-19 disruptions. The average share of education spending dropped by 1.2 percentage points in 2020 followed by a 0.2-percentage-point increase in 2021—meaning that education financing has not yet fully recovered from the pandemic's impacts. Following the Call to Action on Education Financing led by President Kenyatta in 2021, GPE partner countries committed to spending at least 20 percent of national budgets on education, which would generate up to US$196 billion in education financing by 2025.

The volume of education expenditure increased over the last decade in the 76 partner countries. Estimations based on UIS data show that government education spending in partner countries increased by $19.4 billion from 2010 to 2015 and by $14.4 billion from 2015 to 2020, showing a declining pace of progress. Despite growth of the school-age population in partner countries, the average annual spending per child increased from $96 in 2010 to $129 in 2015 and to $159 in 2020. However, the current global economic slowdown marked by high inflation rates and increased interest rates, combined with rising debt levels, would potentially increase pressures on government finance. This situation could result in reduced available resources to finance education.

Domestic financing faces various challenges, according to ITAP assessments of the domestic financing enabling factor. Those challenges include low shares of education spending in total government spending, low execution rates of the education budget and high reliance on debt to finance government spending. As a result, the sector relies heavily on households to finance education, which poses an affordability issue for the poorest households, and on high-cost loans, which poses sustainability issues, especially in countries already facing high debt service levels. ITAP assessments of the domestic financing enabling factor suggested that domestic financing should be a high priority in Democratic Republic of Congo, Tajikistan, and Uganda and a medium priority in the three other countries.

Country-Level Objective 3: Strengthen Capacity, Adapt and Learn, to Implement and Drive Results at Scale

To strengthen the capacity of partner countries and support system transformation, GPE 2025 offers various grant mechanisms: (1) the system transformation grant, (2) the system capacity grant, (3) the Girls' Education Accelerator, (4) strategic capabilities and (5) innovative financing mechanisms. As of June 2022, GPE had approved 13 system capacity grants and two Multipliers (one of which includes financing from the Girls' Education Accelerator) under the GPE 2025 operating model. Because the GPE 2025 operating model is still being rolled out, the active grant portfolio predominantly consists of grants approved under GPE 2020.

Ongoing implementation grants support objectives related to the eight priority areas under GPE 2025. Eighty implementation grants were active at some point during fiscal year 2022, with a total volume of $2.9 billion. About 20 percent of the total amount of these grants was allocated to organizational capacity, 19 percent to teachers and teaching, 12 percent to learning, 10 percent to inclusion, 10 percent to early learning, 8 percent to access, 8 percent to gender and 6 percent to volume, equity and efficiency of domestic finance. The remaining 7 percent of total funding went to other expenses, such as program management, and grant agents' implementation support cost.

About 64 percent of GPE's active grants at the end of fiscal year 2022 were on track with implementation. Of 74 grants that remained active until the end of fiscal year 2022 (six of those grants closed by June 2022), a progress rating was available in 61 cases. Of those 61 grants, 39 were assessed to be on track with implementation. That share of on-track grants is 16 percentage points below the results framework

benchmark of 80 percent. Overall, the COVID-19 pandemic's ongoing effects, political crisis, shifts in government top leadership and natural disasters contributed to delays in grant implementation. Other reasons include delays in procurement and in setting up project management, and implementation capacity issues. Only two grants submitted completion reports in fiscal year 2022, and both met their overall objectives. A summary review of all grants completed between 2018 and 2022 is planned for the second half of 2024.

In terms of grants' achievements, in fiscal year 2022, grant agents reported that a total of 106,766,151 students benefited from GPE grants, to varying extents. Using GPE grant funding, partner countries distributed 56,189,846 textbooks (twice the number of textbooks distributed in 2021), trained 675,522 teachers (132 percent increase from 2021) and constructed or rehabilitated 8,505 classrooms (45 percent increase from 2021). A large share of those achievements is due to COVID-19 accelerated grants, which are expected to close in fiscal year 2023. Thus, grants' achievements in those areas are likely to be smaller in coming years, unless impediments in off-track grants are quickly addressed and grants under the GPE 2025 operating model become active without delay.

Enabling Objective: Mobilize Global and National Partners and Resources for Sustainable Results

In brief: GPE catalyzed an additional $1 billion in cofinancing for education through the GPE Multiplier and GPE Match grants. Official development assistance to education rose in dollar terms in 2020 but its share of total assistance continued to decline. Support to knowledge exchange and civil society participation in key education activities improved system transformation across dozens of GPE partner countries.

GPE successfully mobilized knowledge to support system transformation in partner countries. The GPE Knowledge and Innovation Exchange connects and supports 70 partner countries and funds 36 projects across 53 countries. By fiscal year 2022, there were 46 cases in which the initiative contributed to strengthening knowledge and skills in partner countries. In addition, projects funded through Education Out Loud contributed to education planning, policy dialogue and monitoring through more than 70 grants in 63 countries and states. As a result of those projects, civil society was able to make such contributions to the education sector in a total of 30 countries. After the

completion of midterm evaluations for both programs, recommendations for improvement are being implemented.

As of June 2022, donors had contributed $802 million to the GPE Fund and fulfilled about 21 percent of their $4 billion pledge for the period 2021–25. Although some donors have not yet started disbursing to GPE, others have already fulfilled their pledges. GPE mobilized an additional $1 billion in co-financing through its innovative financing mechanisms (the GPE Multiplier and GPE Match).

GPE donors also financed the education sector through their contribution to education aid. In 2020, GPE donors increased their official development assistance (ODA) to the education sector by nearly $1 billion from the previous year, despite the economic slowdown in many donor countries caused by the COVID-19 pandemic. However, GPE donors' education ODA as a share of total education ODA disbursements declined from 75 percent in 2015 to 73 percent in 2019, and to 68 percent in 2020.

As part of the rollout of GPE 2025, the Secretariat has instituted an agile learning framework to mobilize ongoing evidence-based learning and better understand the functioning of the different parts of the operating model. So far, the learning has been used for quicker and ongoing operational adaptations, balancing the operating model's technical aspects with the need to manage transaction costs. Early learnings have highlighted two key lessons. First, the enabling factors analysis has promoted policy dialogue and encouraged examination of key challenges through a gender lens. Second, reducing transaction costs will require improvement in streamlining the processes and better adaptation to context. The Secretariat is reviewing how various aspects of the operating model can be refined.

2022 RESULTS REPORT

Pending formatting and final editing
Final edited version will be available in early December 2022

Acronyms and Abbreviations

CY	Calendar Year
EMIS	Education Management Information System
FY	Fiscal Year
GATE	Girls' Access to Education
GEMR	Global Education Monitoring Report
GIR	Gross Intake Ratio
GPE	Global Partnership for Education
GPI	Gender Parity Index
ITAP	Independent Technical Advisory Panel
KIX	GPE Knowledge and Innovation Exchange
n/a	not applicable
n.a.	not available
n.e.d.	not enough data
ODA	Official Development Assistance
PC	Partner Country
PCFCs	Partner Countries Affected by Fragility and Conflict
SDG	Sustainable Development Goal
UIS	UNESCO Institute for Statistics

Contents

Acronyms and Abbreviations 1
Executive Summary 6
Goal: Learning Outcomes, Access and Equity 6
GPE's Country-Level Objectives 7
Enabling Objective: Mobilize Global and National Partners and Resources for Sustainable Results 10
Introduction 12
The GPE 2025 Strategic Framework 12
The GPE 2025 Approach to System Transformation at the Country Level 13
Results Framework Indicators 15
Understanding the Results Presented 15
Chapter 1. The Way Ahead: Progress and Challenges toward GPE 2025 and SDG 4 17
Introduction 18
1.1. Early Childhood Education (Indicators 1 and 2) 20
Legal Provision for Early Learning Opportunities 21
Access to Early Childhood Education 21
Equity in Access to Early Childhood Education 24
1.2. Access to and Completion of Primary and Secondary School (Indicators 3i, 3ii and 5i) 25
Access to Primary and Secondary School 25
Equity in Access to Primary and Secondary School 28
Primary and Lower-Secondary Completion 28
Equity in Primary and Lower-Secondary Completion 32
1.3. Learning Outcomes and Teaching Quality (Indicators 6, 7i and 7ii) 34
Learning Outcomes in Primary and Lower-Secondary Education 34
Gender Parity in Learning Outcomes 38
Teaching Quality 39
1.4. Monitoring the GPE 2025 Goal: The Critical Issue of Data Availability 42
Chapter 2. Strengthening the Education System: Gender-Responsive Planning and Coordinated Action and Financing 43
Introduction 45
2.1. Gender-Responsive Sector Planning, Policy and Monitoring (Indicators 5ii, 9i and 9ii) 47
2.2. Data and Evidence (Indicators 8 and 13) 49
2.3. Sector Coordination (Indicators 8iii, 10 and 12) 51
Inclusive Sector Dialogue 51

Coordinated Financing and Funding (Alignment of GPE Grants with Country Systems, Joint Financing Arrangements) 53
2.4. Domestic Financing (Indicators 4i and 11) 56
2.5. Learning from Pilots 60
A Need to Sustain Partner Countries' Progress in Domestic Financing, Alignment and Harmonization, and to Strengthen Data Systems 62
Chapter 3. Strengthen Capacity, Adapt and Learn, to Implement and Drive Results at Scale 64
Introduction 66
3.1. Grant portfolio 66
Overview of GPE Grants 66
Portfolio of Implementation Grants 68
Allocation of Implementation Grants, by Priority Area and Education Level 70
3.2. Performance of GPE Grants (Indicators 14ia and 14ib) 72
Overall Progress during Implementation 72
Progress by Priority Area 74
Grant Completion Status 75
Textbook Distribution, Teacher Training and Classroom Construction and Rehabilitation 77
Number of Students Benefiting from GPE Grant Financing 78
A Need to Accelerate Progress on Implementation Grants 81
Chapter 4. GPE Mobilizes Global and National Partners and Resources for Sustainable Results 82
Introduction 83
4.1. A Learning Partnership through KIX (Indicator 15) 83
4.2. Advocacy through Education Out Loud (Indicator 17) 86
4.3. Strategic Partnership (Indicators 16i and 16ii) 90
4.4. Innovative Finance (Indicator 16iii) 91
4.5. Donor Contributions to GPE (Indicator 18) 92
Toward Stronger Partnerships and Investments 94
References 96

Table of figures

Figure 1. GPE 2025 strategic framework 13
Figure 2. GPE 2025 operating model 14
Figure 1.1. Too many partner countries still do not guarantee free and compulsory early childhood education 21
Figure 1.2. The proportion of partner countries guaranteeing free and compulsory early childhood education varies by income group 21
Figure 1.3. Six in ten children in partner countries have access to at least one year of pre-primary education before entering primary 22
Figure 1.4. Participation in organized early learning would need to improve at twice the rate in previous years to meet the 2025 target 23
Figure 1.5. Girls living in PCFCs have less opportunity than boys to participate in early childhood education 24
Figure 1.6. One in five children of primary school age is still out of school in partner countries 26
Figure 1.7. Even if partner countries meet their targets, the partnership will remain far from achieving universal completion of lower-secondary education by 2025 28
Figure 1.8. Completion of primary education has barely improved since 2015 29
Figure 1.9. Early marriage remains a reality for one-third of girls in partner countries 34
Figure 1.10. Partner countries will need to make unprecedented progress to meet 2025 learning targets 35
Figure 1.11. Many teachers will need training to meet national standard qualifications by 2025 40
Figure 1.12. A higher proportion of teachers with minimum required qualifications does not guarantee that children are learning 41
Figure 2.1. About one-third of the total amount of grants includes gender equality activities 48
Figure 2.2. The proportion of partner countries reporting key data to UIS has been declining since 2015 49
Figure 2.3. The proportion of local education groups with teacher organization representation has shown some improvement, but progress in civil society representation has been slower 52
Figure 2.4. Alignment has hovered around 50 percent since 2018 54
Figure 2.5. More than half of grant funding was through harmonized modalities in 2021, an improvement since 2015 55
Figure 2.6. Partner countries achieved some progress in domestic education financing between 2020 and 2021 56
Figure 2.7. The share of education expenditure declined in 2020 57
Figure 2.8. The operating model incentivizes country dialogue, prioritization and gender equality, among others 61
Figure 2.9. The average time to complete pre-grant processes is 18 months, with most time spent during the enabling factors self-assessment 61
Figure 3.1. Volume of active implementation grants grew substantially in recent years 69
Figure 3.2. The proportion of grant funding allocated to priority areas varied across regions 71
Figure 3.3. The share of on-track grants has not yet recovered to prepandemic levels 74
Proportion of grants with on-track ratings for overall progress, implementation and fund utilization, FY2016 to FY2022, overall and partner countries affected by fragility and conflict 74
Figure 3.4. Grant progress varied by priority area and fragility status 75

Figure 4.1. KIX contributes to strengthening knowledge and skills in GPE partner countries 85
Figure 4.2. Education Out Loud contributes to improved civic participation 89
Figure 4.3. GPE innovative financing mechanisms leveraged over $1 billion in co-financing in 2022 92
Figure 4.4. GPE donors fulfilled one-fifth of their pledge in 2021 Donors' contribution as a share of their pledge (left) and donors' pledge and contribution in US$ millions (right) 93
Figure 4.5. GPE donors increased their contribution to education ODA by nearly $1 billion in 2020 94

List of tables

Table 3.1. The number and the amount of grants active as of June 2022 for all grant types 68
Table 3.2. Number of textbooks distributed in fiscal year 2022 77
Table 3.3. Number of teachers trained in fiscal year 2022 78
Table 3.4. Number of classrooms constructed or rehabilitated in fiscal year 2022 78
Table 3.5. Number of beneficiaries (in millions), by sex and by fragility and conflict status in fiscal year 2022 79
Table 3.6. Numbers of children with disabilities, refugees and internally displaced persons supported .. 79

Table of boxes

Box 1.1. Using SDG benchmarks as collective commitments of partner countries 20
Box 1.2. Uzbekistan is spearheading efforts on early childhood education 23
Box 1.3. The size of the out-of-school challenge for the partnership: Estimating and projecting the number of out-of-school children in partner countries 27
Box 1.4. Improving data on completion 31
Box 1.5. Support to girls' education in Nepal using data to identify the most in need 32
Box 1.6. Improving foundational literacy in Benin 38
Box 2.1. Gender equality in GPE 2025 47
Box 2.2. Debt and education financing 59
Box 2.3. Accounting for gender equality in domestic financing 60
Box 2.4. The Secretariat's webinar with the pilot countries 62
Box 3.1. Grant mechanisms introduced under GPE 2025 67
Box 3.2. Strategic capability in the area of monitoring, evaluation and learning 68
Box 3.3. Grant costing data on gender equality 71
Box 3.4. Progress and performance of COVID-19 accelerated funding grants 80
Box 4.1. Key findings from the midterm evaluation of KIX 84
Box 4.2. The KIX hubs and strengthening national capacity and policy change 86
Box 4.3. Key findings from the midterm review of Education Out Loud 88
Box 4.4. Education Out Loud in Bangladesh, Kenya and Somalia 90

Executive Summary

Building on lessons from its previous strategic plan and current evidence about education system reform, the Global Partnership for Education (GPE) introduced a new strategic plan (GPE 2025), covering the period 2021–25. The goal of GPE 2025 is to accelerate progress in access, learning and gender equality by transforming education systems in partner countries. GPE 2025 aims to mobilize global and national partners and resources (the enabling objective) to improve gender-responsive sector planning and monitoring (country-level objective 1), promote coordination among donors and improve education financing (country-level objective 2) and strengthen the capacity of partner countries to implement innovative interventions and drive results at scale (country-level objective 3).

In May 2021, the GPE Board of Directors approved a results framework for measuring progress toward the GPE 2025 goal and objectives. This first results report of GPE 2025 discusses findings against the results framework indicators with data available in calendar years 2020 and 2021 and fiscal year 2022 (July 1, 2021 – June 30, 2022). Overall, the data show severe effects of the COVID-19 pandemic on partner countries' access, learning and domestic education financing. GPE extended the duration of 54 of the 66 accelerated funding grants approved during the pandemic, ensuring partner countries were able to continue their recovery and mitigation efforts. The US$467 million in accelerated funding grants supported distance learning activities benefitting 76 million children and enabled training for 229,887 teachers.

Accelerating the rollout of the GPE 2025 operating model and addressing delays in GPE grant implementation will be important to support partner countries' recovery from the pandemic's impacts.

Goal: Learning Outcomes, Access and Equity

In brief: Out-of-school rates have been declining but not at a sufficient pace, while the incidence has been increasing among children from the poorest households. The pandemic is estimated to have had a significant impact on proficiency levels and girls are also at far greater risk of childhood marriage.

GPE partner countries currently face the effects of pandemic-related disruptions in the education sector. As of December 2020, schools were closed in a third of partner countries—and in approximately half of partner countries affected by fragility and conflict.[1] The World Bank estimates that progress made for children and youth in other domains has stagnated or reversed because of school closures related to the pandemic. Simulations of the learning poverty rate, already over 50 percent before the pandemic, climbed to 70 percent in low- and middle-income countries.

Meeting the 2025 targets set by GPE partner countries for learning outcomes will require unprecedented progress. In 2020, only about a third of students in early grades and a quarter of those at the end of primary education achieved minimum proficiency levels in reading and mathematics. Partner countries' achievement in student learning at the end of primary education is 18 and 22 percentage points below their 2025 national targets for reading and mathematics, respectively. Whereas girls outperform boys in reading both in early grades and at the end of primary school, boys tend to perform better than girls in mathematics.

[1] See Global Partnership for Education (GPE), *Results Report 2021*, (Washington, DC: GPE, 2021), https://www.globalpartnership.org/content/results-report-2021.

Addressing the barriers to quality teaching could play a role in accelerating progress in learning. In 2020, at the primary and secondary levels, respectively, 77 percent and 72 percent of teachers met their national minimum qualification standards across partner countries. Having teachers who meet minimum standards, however, does not necessarily translate into improved learning: partner countries with a high proportion of qualified teachers still lag behind in terms of learning outcomes. That discrepancy illustrates the need to strengthen teacher training programs and to use qualified teachers more effectively in order to better support progress in learning outcomes.

Completion of primary and lower-secondary education improved slightly between 2015 and 2019 but declined in 2020. In 2020, GPE partner countries had completion rates of 5 and 10 percentage points below the average national target for 2025 in primary and lower-secondary education, respectively. Overall, the gender gap in primary and lower secondary disadvantages girls; however, in about half of GPE partner countries with data available, boys tend to be disadvantaged in lower secondary completion.

Out-of-school rates have slightly declined in recent years, but the number of out-of-school children of primary and secondary age stagnated at 135 million between 2015 and 2020 in partner countries because of demographic pressures. Projections show that the number of out-of-school children would decline by only about 5 million children by 2025, assuming the current pace of progress. The gender gap in out-of-school rates shows a slight disadvantage for girls. Boys and girls from the poorest households are particularly affected. In several partner countries, the out-of-school rate at the primary level among children from the poorest households increased between 2015 and 2020.

Many girls in partner countries face early marriage, which is among the key barriers to girls' education. In 2020, in partner countries with data available, 34 percent of women aged 20–24 were married or in a union before they turned 18. It is estimated that the pandemic has increased the risk of child marriage and that up to 13 million additional girls are at risk of child marriage by 2030.[2]

GPE's Country-Level Objectives

In brief: The rollout of GPE2025 is supporting countries in identifying system bottlenecks, including the need for more and better gender-disaggregated data, and improved monitoring and training activities that also adequately encompass gender considerations. More partner countries reported success in aligning grants to national systems and harmonizing funding modalities. Domestic spending on education was recovering but had not returned to pre-pandemic levels. Despite the challenging conditions, around two-thirds of all active grants were rated as on track in their implementation.

GPE 2025 aims to accelerate access and learning outcomes for all children by transforming education systems. To support partner countries' education system transformation,[3] the GPE 2025 operating model comprises three interrelated stages that support countries as they move from analysis and diagnosis to prioritization and alignment and finally to implementation, learning and adaptation. These stages are captured under GPE's three country-level objectives.

---

[2] Global Education Monitoring Report Team. *#HerEducationOurFuture: keeping girls in the picture during and after the COVID-19 crisis;the latest facts on gender equality in education*, (UNESCO, 2021), https://unesdoc.unesco.org/ark:/48223/pf0000375707.

[3] Global Partnership for Education (GPE), *GPE: Operationalizing a System Transformation*, (Washington, DC: GPE, 2022), https://www.globalpartnership.org/content/gpe-2025-operationalizing-system-transformation-approach.

Country-Level Objectives 1 and 2: Gender-Responsive Sector Planning and Monitoring, and Coordinated Action and Financing

During the first stage of the operating model, a country-level assessment is completed on four enabling factors that support education system transformation: (1) gender-responsive sector planning, policy and monitoring; (2) availability and use of data and evidence; (3) sector coordination and (4) equity, efficiency and volume of domestic financing for education.

In 2021, GPE's Independent Technical Advisory Panel (ITAP) assessed three countries—the Democratic Republic of Congo, Kenya and Tajikistan. It assessed an additional three countries in the first half of 2022—El Salvador, Nepal and Uganda. The assessments indicate the recommended level of priority for addressing each enabling factor in order to support system transformation.

One of the ways GPE aims to achieve gender equality in education is by supporting gender-responsive sector planning, policy and monitoring. As part of its assessment, the ITAP conducts a review to verify the existence of laws guaranteeing access to education for all children regardless of gender. The Democratic Republic of Congo, Kenya and Tajikistan all have legislative frameworks ensuring the right to education for all children regardless of gender. Despite the existence of those laws, ITAP assessments noted several challenges, including a lack of timely and accurate gender-disaggregated data, limited gender-responsive monitoring mechanisms and a lack of gender-related training for government officials. The ITAP recommended that this enabling factor be considered a high-priority area in Democratic Republic of Congo and El Salvador and a medium-priority area in the other four countries, relative to the other enabling factors.

Data reporting to the UNESCO Institute for Statistics (UIS) has been on a declining trend since 2018, and the proportion of partner countries reporting key data to UIS fell to 38 percent (29 out of 76) in 2021 from 45 percent (34 out of 76) in 2020. That decline illustrates the persistent challenges partner countries encounter in collecting quality data that meet international standards and in reporting those data to UIS. The ITAP assessed the data and evidence enabling factor area in six partner countries, giving it a high-priority rating in five countries and a low-priority area in only one country, Nepal. ITAP assessments of the data and evidence enabling factor show gaps in the coverage and use of data collected by countries' education management information systems. The data systems face issues related to compliance with international standards and do not collect key data necessary for policy, planning and monitoring. Learning assessment systems also face challenges related to the availability, comparability and reliability of learning data.

The inclusiveness of local education groups improved in 2021, which is expected to contribute to inclusive policy dialogue at the country level. The participation of civil society and teacher organizations in local education groups helps ensure that citizens' and educators' concerns are heard. In 2021, the proportion of local education groups that included both civil society organizations and teacher associations was 69 percent—up from 66 percent in 2020.

Partner countries made some progress in aligning GPE grants to national systems and in using harmonized modalities. The proportion of aligned grants by volume of financing hovered around 50 percent in 2020–22, which was not the case before 2018. The proportion of grant funding using pooled funding mechanisms increased significantly from 43 percent in 2020 to 60 percent in 2022. According to the ITAP assessment of the sector coordination enabling factor, alignment and harmonization are

among the most important barriers to sector coordination. The ITAP recommended that this enabling factor be a high-priority area in Democratic Republic of Congo, El Salvador and Kenya and a medium-priority area in the other three countries.

Transforming education systems in partner countries requires financial resources, and partner countries made some progress in domestic financing. In 2021, 71 percent (44 out of 62) of the partner countries with data available achieved the 20 percent benchmark or increased their share of education spending from 2020. Domestic education financing seems to have rebounded after the decline in 2020, which followed the economic slowdown caused by the COVID-19 disruptions. The average share of education spending dropped by 1.2 percentage points in 2020 followed by a 0.2-percentage-point increase in 2021—meaning that education financing has not yet fully recovered from the pandemic's impacts. Following the Call to Action on Education Financing led by President Kenyatta in 2021, GPE partner countries committed to spending at least 20 percent of national budgets on education, which would generate up to US$196 billion in education financing by 2025.[4]

The volume of education expenditure increased over the last decade in the 76 partner countries. Estimations based on UIS data show that government education spending in partner countries increased by $19.4 billion from 2010 to 2015 and by $14.4 billion from 2015 to 2020, showing a declining pace of progress. Despite growth of the school-age population in partner countries, the average annual spending per child increased from $96 in 2010 to $129 in 2015 and to $159 in 2020. However, the current global economic slowdown marked by high inflation rates and increased interest rates, combined with rising debt levels, would potentially increase pressures on government finance. This situation could result in reduced available resources to finance education.

Domestic financing faces various challenges, according to ITAP assessments of the domestic financing enabling factor. Those challenges include low shares of education spending in total government spending, low execution rates of the education budget and high reliance on debt to finance government spending. As a result, the sector relies heavily on households to finance education, which poses an affordability issue for the poorest households, and on high-cost loans, which poses sustainability issues, especially in countries already facing high debt service levels. ITAP assessments of the domestic financing enabling factor suggested that domestic financing should be a high priority in Democratic Republic of Congo, Tajikistan, and Uganda and a medium priority in the three other countries.

Country-Level Objective 3: Strengthen Capacity, Adapt and Learn, to Implement and Drive Results at Scale

To strengthen the capacity of partner countries and support system transformation, GPE 2025 offers various grant mechanisms: (1) the system transformation grant, (2) the system capacity grant, (3) the Girls' Education Accelerator, (4) strategic capabilities and (5) innovative financing mechanisms. As of June 2022, GPE had approved 13 system capacity grants and two Multipliers (one of which includes financing from the Girls' Education Accelerator) under the GPE 2025 operating model. Because the GPE 2025 operating model is still being rolled out, the active grant portfolio predominantly consists of grants approved under GPE 2020.
Ongoing implementation grants support objectives related to the eight priority areas under GPE 2025. Eighty implementation grants were active at some point during fiscal year 2022, with a total volume of

[4] See GPE, "Heads of State Declaration on Education Financing," Announcement, July 6, 2021. https://www.globalpartnership.org/news/heads-state-declaration-education-financing.

$2.9 billion. About 20 percent of the total amount of these grants was allocated to organizational capacity,[5] 19 percent to teachers and teaching, 12 percent to learning, 10 percent to inclusion, 10 percent to early learning, 8 percent to access, 8 percent to gender and 6 percent to volume, equity and efficiency of domestic finance. The remaining 7 percent of total funding went to other expenses, such as program management, and grant agents' implementation support cost.

About 64 percent of GPE's active grants at the end of fiscal year 2022 were on track with implementation. Of 74 grants that remained active until the end of fiscal year 2022 (six of those grants closed by June 2022), a progress rating was available in 61 cases. Of those 61 grants, 39 were assessed to be on track with implementation. That share of on-track grants is 16 percentage points below the results framework benchmark of 80 percent. Overall, the COVID-19 pandemic's ongoing effects, political crisis, shifts in government top leadership and natural disasters contributed to delays in grant implementation. Other reasons include delays in procurement and in setting up project management, and implementation capacity issues. Only two grants submitted completion reports in fiscal year 2022, and both met their overall objectives. A summary review of all grants completed between 2018 and 2022 is planned for the second half of 2024.

In terms of grants' achievements, in fiscal year 2022, grant agents reported that a total of 106,766,151 students benefited from GPE grants, to varying extents. Using GPE grant funding, partner countries distributed 56,189,846 textbooks (twice the number of textbooks distributed in 2021), trained 675,522 teachers (132 percent increase from 2021) and constructed or rehabilitated 8,505 classrooms (45 percent increase from 2021). A large share of those achievements is due to COVID-19 accelerated grants, which are expected to close in fiscal year 2023. Thus, grants' achievements in those areas are likely to be smaller in coming years, unless impediments in off-track grants are quickly addressed and grants under the GPE 2025 operating model become active without delay.

Enabling Objective: Mobilize Global and National Partners and Resources for Sustainable Results

In brief: GPE catalyzed an additional $1 billion in cofinancing for education through the GPE Multiplier and GPE Match grants. Official development assistance to education rose in dollar terms in 2020 but its share of total assistance continued to decline. Support to knowledge exchange and civil society participation in key education activities improved system transformation across dozens of GPE partner countries.

GPE successfully mobilized knowledge to support system transformation in partner countries. The GPE Knowledge and Innovation Exchange connects and supports 70 partner countries and funds 36 projects across 53 countries. By fiscal year 2022, there were 46 cases in which the initiative contributed to strengthening knowledge and skills in partner countries. In addition, projects funded through Education Out Loud contributed to education planning, policy dialogue and monitoring through more than 70 grants in 63 countries and states. As a result of those projects, civil society was able to make such contributions to the education sector in a total of 30 countries. After the completion of midterm evaluations for both programs, recommendations for improvement are being implemented.

As of June 2022, donors had contributed $802 million to the GPE Fund and fulfilled about 21 percent of their $4 billion pledge for the period 2021–25. Although some donors have not yet started disbursing to GPE, others have already fulfilled their pledges. GPE mobilized an additional $1 billion in co-financing through its innovative financing mechanisms (the GPE Multiplier and GPE Match).

[5] Organizational capacity is defined as efforts to strengthen system capacity, which includes data and diagnostics, analysis, policy development, planning, monitoring and sector coordination and alignment.

GPE donors also financed the education sector through their contribution to education aid. In 2020, GPE donors increased their official development assistance (ODA) to the education sector by nearly $1 billion from the previous year, despite the economic slowdown in many donor countries caused by the COVID-19 pandemic. However, GPE donors' education ODA as a share of total education ODA disbursements declined from 75 percent in 2015 to 73 percent in 2019, and to 68 percent in 2020.

As part of the rollout of GPE 2025, the Secretariat has instituted an agile learning framework to mobilize ongoing evidence-based learning and better understand the functioning of the different parts of the operating model. So far, the learning has been used for quicker and ongoing operational adaptations, balancing the operating model's technical aspects with the need to manage transaction costs. Early learnings have highlighted two key lessons. First, the enabling factors analysis has promoted policy dialogue and encouraged examination of key challenges through a gender lens. Second, reducing transaction costs will require improvement in streamlining the processes and better adaptation to context. The Secretariat is reviewing how various aspects of the operating model can be refined.

Introduction

The Global Partnership for Education (GPE) aims to promote inclusive and quality education for all by leveraging the power of collaboration among developing partner countries, donor countries, civil society, foundations, the private sector and youth. GPE 2025, the partnership's strategic plan covering the period 2021–25, builds upon lessons learned from the previous strategy and aligns with Sustainable Development Goal (SDG) 4. GPE 2025 aims to ensure a quality education for every child (the GPE vision) by mobilizing partnerships and investments that transform education systems in developing countries (the GPE mission). To measure progress against the GPE 2025 goal and objectives, the GPE Board of Directors approved a results framework in April 2021. This results framework was designed following the GPE 2025 strategic framework.

The GPE 2025 Strategic Framework

GPE 2025 resulted from a multistep consultative process across the partnership. Using those consultations, new systems thinking and evidence in education, and evidence collected during the implementation of the previous plan, the partnership built a new strategic framework to guide its work.[6] The strategic framework explains how GPE will use its resources to meet the GPE 2025 goal and fulfill its vision and mission (see figure 1).

By mobilizing global and national partners and resources (the enabling objective), the partnership intends to contribute to gender-responsive sector planning (country-level objective 1), promote coordination among donors and improve education financing (country-level objective 2) and strengthen the capacity of partner countries to implement innovative interventions and drive results at scale (country-level objective 3).

To ensure that progress toward the country-level objectives effectively contributes to the education sector by accelerating access, learning outcomes and gender equality (the GPE 2025 goal), GPE's support to partner countries focuses on eight key priority areas. The eight priority areas are (1) access; (2) early learning; (3) equity, efficiency and volume of domestic financing; (4) gender equality; (5) inclusion; (6) learning; (7) quality and (8) strong organizational capacity.

[6] For more details about the strategic framework, see the "GPE 2025 Operating Model Framework" from the GPE Board of Directors meeting, November 30 and December 1 and 3, 2020, https://www.globalpartnership.org/sites/default/files/document/file/2020-11-GPE-Board-meeting-operational-model.pdf.

Figure 1. GPE 2025 strategic framework



The GPE 2025 Approach to System Transformation at the Country Level

To boost partner countries' progress in the GPE 2025 priority areas, the partnership introduced a new approach to system transformation.[7] This approach is reflected in the GPE 2025 operating model, which aims to bring partners together to work effectively at the country level (figure 2). It outlines a set of steps and incentives designed to assist partner countries in identifying and addressing the key bottlenecks to system transformation. The approach to system transformation consists of three main interrelated stages, each led by the government and each related to GPE's three country-level objectives: (1) an Independent Technical Advisory Panel (ITAP) assessment, (2) the partnership compact and (3) grant implementation.

ITAP assessment. The partnership requests that local education groups use available data to identify some of the critical bottlenecks to system transformation. This process involves an assessment of countries' performance under four enabling factors that can enable or act as a bottleneck to system

[7] Global Partnership for Education (GPE), *GPE: Operationalizing a System Transformation*, (Washington, DC: GPE, 2022), https://www.globalpartnership.org/content/gpe-2025-operationalizing-system-transformation-approach.

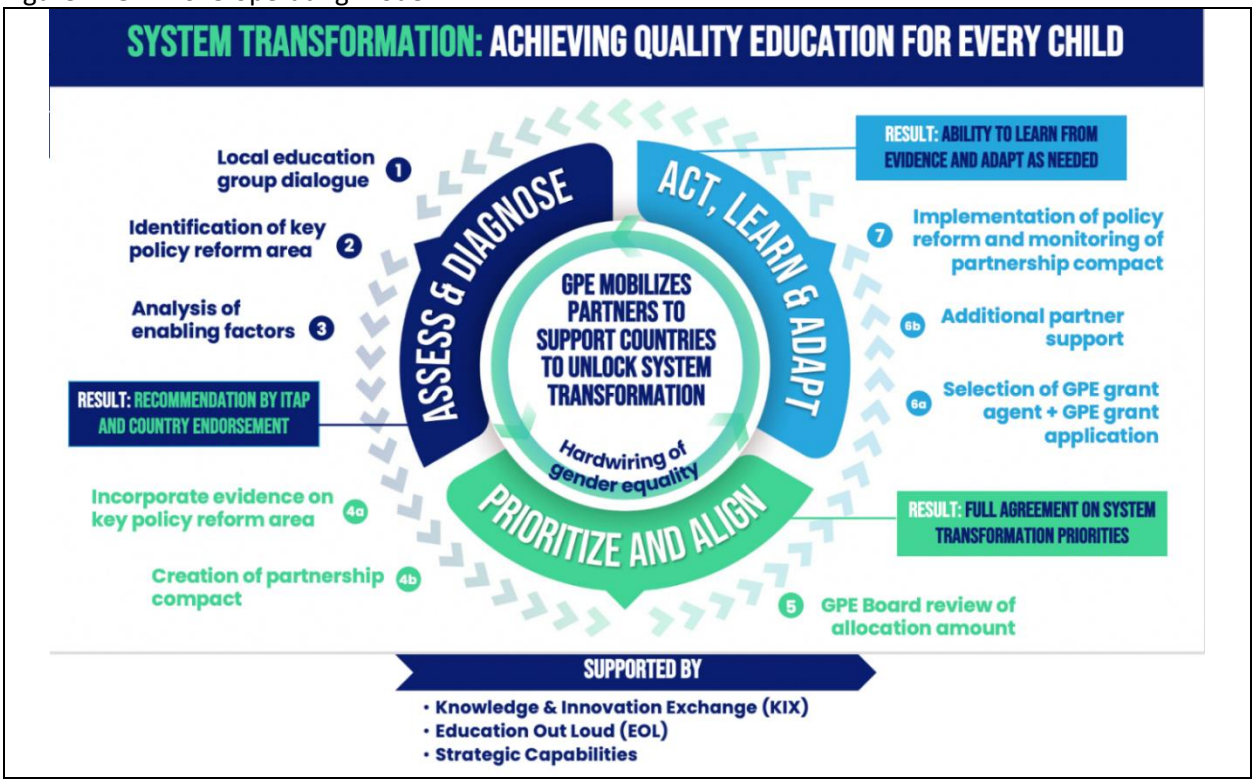
transformation: (1) data and evidence, (2) sector coordination, (3) gender-responsive planning and (4) volume, equity and efficiency of domestic public expenditure on education.

An ITAP, consisting of education experts mobilized by GPE, reviews the countries' self-assessments and provides input on the enabling factor areas. The assessment of the enabling factors includes a focus on gender equality. The ITAP assessment feeds into the preparation of the countries' partnership compact document.

Partnership compact. On the basis of the ITAP assessment, the local education group identifies a major priority reform to pave the way for system transformation in the country. The reform should consider opportunities to accelerate progress toward gender equality. Partners then agree to align their resources (financial, technical and operational) behind the priority reform and to work jointly to remove the obstacles. The resulting partnership compact, which outlines a pathway to system transformation, is customized to the country context and owned by the country partners.

Grant implementation. After the development of strategies and interventions based on the best available evidence, a grant agent implements a subset of the agreed programs and reforms utilizing GPE grant financing. The country's ambitions for gender equality are expected to be fully mainstreamed into the program design for GPE grants. To support this process, eligible partner countries can access financial resources through the following grants: system transformation grants, system capacity grants, the Girls' Education Accelerator and GPE Multiplier grants.[8]

Figure 2. GPE 2025 operating model



[8] See chapter 3 for more details about these grants.

Results Framework Indicators

The partnership introduced a results framework to track progress against the GPE 2025 goal and objectives. Indicators are grouped into 18 measurement areas and further disaggregated into relevant subindicators covering the different aspects and levels of the GPE 2025 strategic framework. For simplification, this results report does not distinguish between a measurement area, an indicator and a subindicator. Instead, it uses the term "indicator" to refer generally to the results framework data.

The results framework uses SDG 4 indicators to monitor progress against the GPE 2025 goal. Those indicators measure GPE partner countries' progress in learning outcomes, access and equity. Data for the indicators mainly come from the UNESCO Institute for Statistics (UIS). UIS also gathered information on countries' national targets for 2025 and 2030 for each of the SDG 4 indicators, and the GPE results framework tracks partner countries' progress toward the 2025 national targets.

The GPE 2025 results framework distinguishes between benchmarks, milestones, and targets. *Benchmarks* are set for the indicators associated with the country-level objectives. The benchmarks reflect GPE's ambition of expected level of performance to drive progress at the country level. *Milestones* track annual progress toward the 2025 targets and are set for indicators related to the global enabling objective. *Targets* provide the expected value of the indicators by 2025. Targets are set for SDG 4 indicators under the goal level and for all indicators under the enabling objective level with available data.

Another set of indicators measures progress toward the three country-level objectives mentioned previously. Data for those indicators mainly come from GPE processes and cover the three stages of the GPE 2025 approach to system transformation (ITAP assessment, partnership compact and grant implementation). The indicators determine whether ITAP has assessed each of the GPE 2025 enabling factors and whether the partnership compact and selected GPE grants address the challenges identified by the ITAP assessment. They also monitor GPE grants' progress toward their objectives in the GPE priority areas. GPE sets benchmarks to be reached annually through 2025, with the values of indicators related to the compact and grants expected to reach 75 percent and 80 percent, respectively.

At the global level, the results framework monitors how GPE 2025 capitalizes on partnership capabilities and financial resources to support partner countries (the enabling objective). It tracks donors' support for the implementation of the GPE 2025 strategy. It also assesses GPE's progress in mobilizing knowledge through its Knowledge and Innovation Exchange and contributing to education policy through Education Out Loud to support the country-level objectives. Many of the indicators under the enabling objective have annual milestones and targets.

Understanding the Results Presented

This is the first annual results report for GPE 2025. It details the new results framework data for calendar years 2020 and 2021 and fiscal year 2022.[9] The indicator data table at the beginning of each chapter includes information about whether each indicator is a calendar or a fiscal year indicator. The baseline years for these indicators vary and depend on data availability. Appendix A presents the results framework indicators and provides information about the baseline, actual, target, benchmark and milestone values of the indicators for which data are available.

[9] Fiscal year 2022 refers to July 1, 2021, to June 30, 2022.

This results report has four chapters. Chapter 1, developed in partnership with the Global Education Monitoring team and UIS, discusses the GPE 2025 goal. Chapters 2 and 3 cover the country-level objectives. Chapter 4 discusses the enabling objective.

Most of the goal-level data in the report come through UIS from administrative sources, household surveys and learning assessments. Chapter 1 discusses many of those indicators. For administrative data sources, the results framework uses the most recent data available over the last three years. Because household surveys and learning assessments are not conducted as regularly, the results framework uses the most recent data available over the last five years to ensure maximum country coverage. For that reason, the results presented in this report may not accurately capture the current status of the education sector in GPE partner countries. And, given the delays in data reporting to UIS, the data presented in chapter 1 do not fully capture the impact of the COVID-19 pandemic on the education sector.

It is also important to note that only a few data points are currently available for many of the indicators covered in chapter 2. Data for those indicators are gathered through GPE's new operating model processes (ITAP assessments, partnership compact and grant implementation). As of December 2021, only three partner countries had gone through the first steps of the new operating model.[10] Chapter 2 presents available preliminary data from those three countries as well as data from three other countries that completed the ITAP process in 2022 (but could not be included in the 2021 results framework indicator data).

This report provides a discussion of the partnership's early progress and achievements toward the GPE 2025 goal and objectives. It serves as a monitoring tool to inform the partnership about progress and challenges and to facilitate decision-making about future action. It is not intended to evaluate GPE's impact—that role is performed by a series of evaluations in accordance with the monitoring, evaluation and learning strategy.

[10] These countries are the Democratic Republic of Congo, Kenya and Tajikistan.

Chapter 1. The Way Ahead: Progress and Challenges toward GPE 2025 and SDG 4

Results at a glance	Baseline	2025 target
1. Proportion of countries with at least one year of free and compulsory pre-primary education guaranteed in legal frameworks (based on SDG indicator 4.2.5)	CY2020: 35%	n/a
2. Participation rate in organized learning one year before the official primary entry age (SDG indicator 4.2.2)	CY2020: 62%	76%
3i. Gross intake ratio to the last grade of (SDG indicator 4.1.3)		
(a) primary education	CY2020: 75%	80%
(b) lower secondary education	CY2020: 55%	65%
3ii. Out-of-school rate at (SDG indicator 4.1.4)		
(a) primary school age	CY2020: 20%	9%
(b) lower-secondary-school age	CY2020: 26%	15%
(c) upper-secondary-school age	CY2020: 46%	35%
5i. Proportion of women aged 20–24 years who were married or in a union before age 18 (SDG indicator 5.3.1)	CY2020: 34% CY2021: 33.3%	n/a
6. Proportion of children and young people (a) in grade 2 or 3, (b) at the end of primary education, and (c) at the end of lower secondary education achieving at least a minimum proficiency level in (i) reading and (ii) mathematics (SDG indicator 4.1.1)		
(a) in grade 2 or 3 (i) in reading	CY2020: 35%	n.a.
(a) in grade 2 or 3 (ii) in mathematics	CY2020: 36%	n.a.
(b) at the end of primary education (i) in reading	CY2020: 27%	45%
(b) at the end of primary education (ii) in mathematics	CY2020: 25%	46%
(c) at the end of lower secondary education (i) in reading	CY2020: n.e.d.	n.a.
(c) at the end of lower secondary education (ii) in mathematics	CY2020: n.e.d.	n.a.
7i. Proportion of teachers with the minimum required qualifications in (SDG indicator 4.c.1)		
(a) pre-primary education	CY2020: 59%	80%
(b) primary education	CY2020: 77%	84%
(c) lower secondary education	CY2020: 72%	87%
(d) upper secondary education	CY2020: 72%	85%
7ii. Proportion of countries where teaching quality is assessed	CY2020: n/a CY2021:51.3%	n/a

Sources: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org, UNICEF Data Warehouse (database), New York, https://data.unicef.org/.

Note: For indicator 3i, no 2025 target has been explicitly set because countries committed to benchmarks for completion rates, not gross intake rate into the last grade. Analyses draw on CY2020 values for SDG 4 indicators; CY2021 values will be reported in the next iteration of GPE's Results Report. The indicator values and targets are computed using available country-level data. These data will be updated annually as more data become available. CY = calendar year; n/a = not applicable; n.a. = not available; n.e.d.= not enough data; PC = partner country; SDG = Sustainable Development Goal.

Key findings

Just above a third of pupils in partner countries reach minimum proficiency levels in early grade reading. Proportions are lower at the end of primary education: only one out of every four children masters the basic skills in either reading or mathematics.

At the end of primary education, girls outperform boys in reading in three-quarters of countries with available data, sometimes by a substantial margin. In mathematics, however, girls remain at a disadvantage in more than nearly two-thirds of partner countries.

The lack of data on learning constitutes a particularly salient issue and could undermine robust monitoring of the GPE 2025 goal. Coverage is limited to a third of partner countries for any given learning indicator, level and year. For example, out of 76 partner countries, only 33 have available data to monitor early grade reading within the five most recent years up to 2021; that number goes down to only 10 countries with available data at the end of lower secondary for both reading and mathematics.

On average, 77 percent of primary and 72 percent of secondary education teachers meet their national minimum qualification standards across partner countries and education levels. The teaching workforce at the pre-primary level exhibits the lowest level of training: only 59 percent of teachers have the minimum required qualification.

Legal provisions to guarantee one year of free and compulsory pre-primary education remain limited: only slightly above a third of partner countries have one year of free or compulsory pre-primary education.

One in five children of primary school age is still out of school in partner countries.

Accelerating reduction in the number of children who lack access to primary and lower-secondary education will require significant efforts, because rates of reduction have stagnated in the past decade.

Efforts to improve girls' access to and completion of education have yielded results, yet girls remain excluded from education in many partner countries affected by fragility and conflict. In those countries, nine girls for every 10 boys access the last grade of primary or secondary education. New concerns arise regarding boys' completion at the lower-secondary level. In more than half of the countries with data, boys are at a disadvantage in terms of access to the last grade at that level.

Introduction

The goal of the new GPE strategic plan, GPE 2025, is to accelerate progress in access, learning and gender equality by supporting equitable, inclusive and resilient education systems fit for the 21st century. This goal aligns with the human rights–based vision set out in the Sustainable Development Goal (SDG) agenda.[11] To reflect this alignment, GPE's results framework incorporates a set of seven SDG

[11] United Nations, *Transforming Our World: The 2030 Agenda for Sustainable Development*, (New York: United Nations, 2015), https://sdgs.un.org/publications/transforming-our-world-2030-agenda-sustainable-development-17981.

indicators to monitor progress toward the GPE 2025 goal.[12] GPE uses those indicators to monitor four areas that are central to the GPE 2025 goal: (1) progress in early childhood education; (2) levels of access to, and completion of, basic education; (3) improvements in children and youth learning; and (4) the development of an effective teaching workforce.[13] Given the need to address the stark inequalities in performance and experiences faced by children in partner countries, GPE also systematically monitors cross-cutting issues of gender equality, equity and inclusion.

The partnership has also taken a step forward in monitoring globally agreed benchmarks toward SDG 4 through its partnership with the UNESCO Institute for Statistics (UIS) and the Global Education Monitoring Report (GEMR) team. Both UIS and the GEMR team were consulted during the design of GPE 2025 results framework and will contribute to GPE results reports by producing the data and analyses pertaining to the seven SDG indicators. The collaboration agreement between GPE and UNESCO allows for a unified approach to monitoring education progress globally.

This chapter first looks at the minimum conditions for achieving the GPE 2025 goal: school readiness and access to and completion of the basic education cycle. School readiness has a critical impact on future learning trajectories. The chapter discusses partner countries' efforts to ensure universal access to at least one year of organized learning one year before children enter primary school. It also addresses the issues of access to, and completion of, primary and secondary education.

The chapter then reports on learning outcomes and teaching quality in partner countries. It discusses levels of learning in basic reading and mathematics competencies to provide an overall understanding of partner countries' progress in ensuring that all children reach minimum levels of proficiency in basic learning skills. Without those skills children in partner countries cannot achieve their aspirations, whether those aspirations include further education, getting a decent job or contributing to society. And, as the most important school factor to ensure that children learn, the quality of the teaching workforce in partner countries is assessed by looking at levels of teacher qualifications across partner countries. The final section of the chapter discusses implications in terms of priorities and strategies for the partnership and notably the major data challenges to adequately monitor progress toward GPE 2025.

Several of the GPE 2025 monitoring indicators are also SDG 4 indicators for which most GPE countries have set national targets for 2025. Those national targets have been incorporated in the text to show the level of partner countries' ambition and the collective targets that the partnership will have to achieve by 2025 (box 1.1). To assess the intensity of efforts that will need to be sustained throughout GPE 2025, the situation at the 2020 baseline year is contextualized, when possible, by showing the prior pace of progress and the targets that partner countries have committed to. Doing so allows a discussion

[12] The GPE 2025 results framework includes six SDG 4 indicators and one SDG 5 indicator: GPE Indicators 1 (SDG 4.2.5), 2 (SDG 4.2.2), 3i (SDG 4.1.3), 3ii (SDG 4.1.4), 5i (SDG 5.3.1), 6 (SDG 4.1.1) and 7i (SDG 4.c.1).
[13] These areas also relate to five of the eight priority areas for GPE 2025: access, early learning, gender equality, learning and quality teaching.

of the prospects for accelerated progress based on the momentum at the onset of GPE 2025 and the challenges that the partnership expects to face as it strives to realize the GPE 2025 vision and mission.

Box 1.1. Using SDG benchmarks as collective commitments of partner countries

Section 28 of the Education 2030 Framework for Action called on countries to set "intermediate benchmarks" to address the accountability deficit that accompanies long-term education targets.[a] In 2019, seven Sustainable Development Goal (SDG) 4 indicators were selected for benchmarking; in 2021, countries began setting national SDG 4 benchmark values for 2025 and 2030 based on their education sector plans. The SDG 4 indicators coincide with five GPE 2025 indicators: early childhood education participation, out-of-school rate, completion rate, minimum proficiency level and trained teachers.

The benchmarking process recognizes the diversity of starting points and invites countries to consider past trends in order to set ambitious but feasible targets. By July 2022, 52, or 68 percent of, GPE partner countries had submitted at least some of their national benchmark values. Another 26 percent of partner countries did not submit benchmarks but have explicit targets for some of the benchmark indicators in their education sector plans. This chapter refers to the 2025 national SDG 4 benchmarks as a measure of GPE partner countries' individual and collective ambition. It also draws attention to the need for all partner countries to set benchmark values in the coming months—and to ensure that their targets are realistic and based on reliable data on levels and trends.

a. UNESCO, *Education 2030: Incheon Declaration and Framework for Action for the Implementation of Sustainable Development Goal 4*, (Paris: UNESCO, 2015), https://uis.unesco.org/sites/default/files/documents/education-2030-incheon-framework-for-action-implementation-of-sdg4-2016-en_2.pdf; UNESCO Institute for Statistics (UIS) and UNESCO Global Monitoring Report*, SDG 4 Data Digest 2021. National SDG 4 Benchmarks: Fulfilling Our Neglected Commitment*, (Montreal: UIS, 2021), https://unesdoc.unesco.org/ark:/48223/pf0000380387.

1.1. Early Childhood Education (Indicators 1 and 2)

Accelerating progress in access to education and improving levels of learning outcomes throughout the education cycle are critically linked to children's readiness to learn, which in turn hinges on their participation in early childhood education.[14] Under GPE 2025, the partnership committed to support accelerated progress toward universal access to at least one year of quality pre-primary education. Two indicators monitor achievements toward this central aspect of the GPE 2025 goal. Indicator 1 (based on SDG indicator 4.2.5) measures the proportion of partner countries whose legal frameworks guarantee at least one year of free and compulsory pre-primary education. It provides an understanding of countries' legal efforts to ensure that all children have access to affordable and quality early learning opportunities. Indicator 2 (SDG indicator 4.2.2), the participation rate in organized learning one year before the official primary entry age, measures levels of participation in early childhood education.

[14] D. Bundy et al., "Child and Adolescent Health and Development: Realizing Neglected Potential," in *Disease Control Priorities.: Volume 8, Child and Adolescent Health and Development*, (Washington, DC: World Bank, 2017); L. Pisani and A. J. Dowd, "Diversity and Equity in Education: Policy, Practice, and Options for Reaching Children at the Bottom of the Pyramid," in *Learning, Marginalization, and Improving the Quality of Education in Low-income Countries* (Vol. 2), (OpenBook Publishers, 2022).

Legal Provision for Early Learning Opportunities

Legal provisions to guarantee free and compulsory pre-primary education remain nascent at best among GPE partner countries. Indicator 1 data show that, among all GPE partner countries with available data, only 35 percent guarantee at least one year of free and/or compulsory pre-primary education (figure 1.1). That proportion goes down to 19 percent among partner countries affected by fragility and conflict (PCFCs): only five of the 27 PCFCs with data have a legal framework that guarantees free and/or compulsory pre-primary education. In comparison, more than 60 percent of high-income countries guarantee at least one year of free pre-primary education and 20 percent have legal provisions that enforce three years or more of free pre-primary education (figure 1.2).

Figure 1.1. Too many partner countries still do not guarantee free and compulsory early childhood education
Proportion of countries with at least one year of free and compulsory pre-primary education guaranteed in legal frameworks

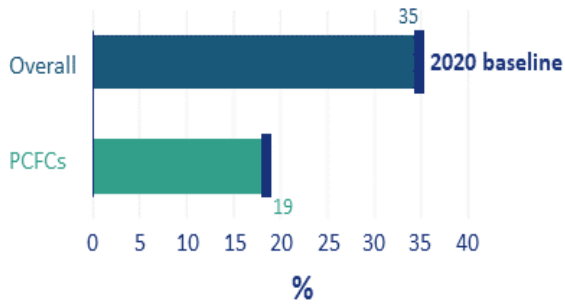
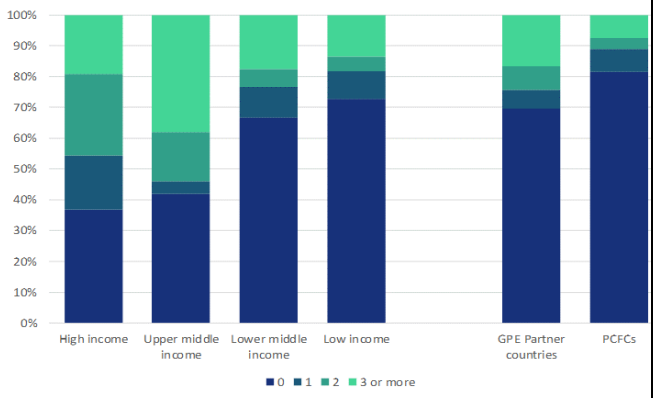


Figure 1.2. The proportion of partner countries guaranteeing free and compulsory early childhood education varies by income group
Proportion of countries offering or not offering free pre-primary education guaranteed in legal frameworks, 2020



Source: Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: PCFCs = partner countries affected by fragility and conflict.

Although in the past decade a few countries have started to consider the importance of early learning, little change is observed in the regions where school readiness yields the greatest benefits for future educational achievements. Out of 34 African partner countries with available data, only eight guarantee at least one year of free and/or compulsory pre-primary education, a figure that has remained unchanged since 2015 (appendix D).

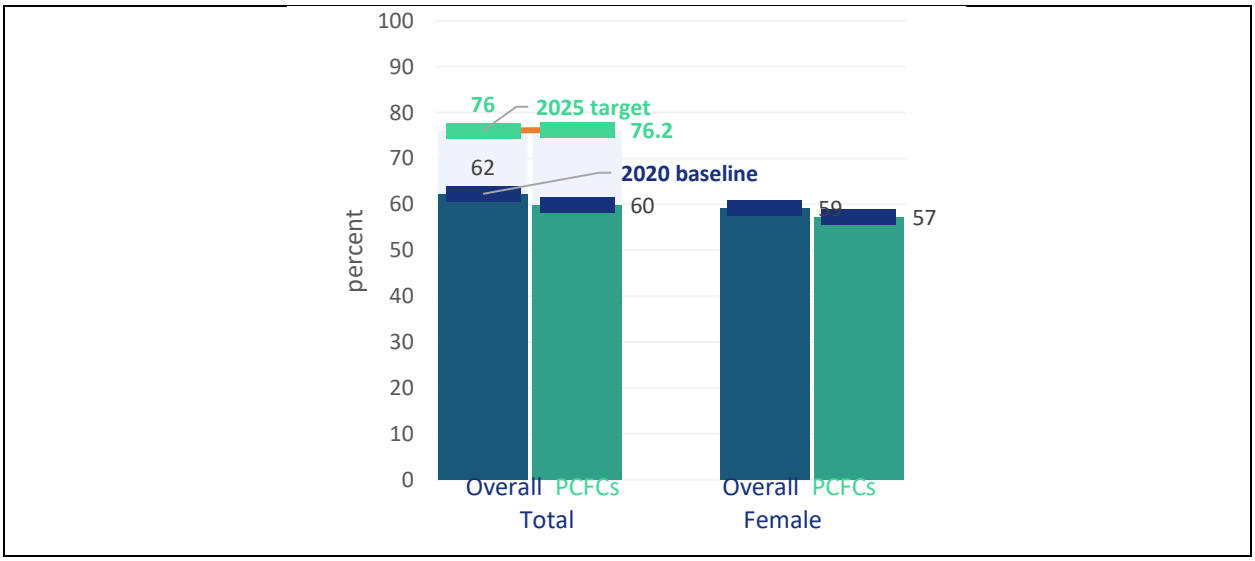
Access to Early Childhood Education

Participation in early childhood education is measured by Indicator 2, the adjusted net enrollment rate in organized learning programs among children who are one year younger than the official primary

school entry age.[15] Most recent data indicate that, in 2020 on average across the 57 partner countries with available data, 62 percent of children were able to attend one year of organized learning before entering primary school (figure 1.3). This proportion falls slightly among PCFCs but remains at about 60 percent. And girls tend to have slightly less exposure to early childhood education, with an average adjusted net enrollment rate 3 percentage points below the overall and PFCF averages.

Figure 1.3. Six in ten children in partner countries have access to at least one year of pre-primary education before entering primary

Adjusted net enrollment rate, one year before the official primary entry age, 2020 baseline value and 2025 target (percent)



Source: Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: PCFCs = partner countries affected by fragility and conflict.

In recent years, partner countries have made progress in improving access to early childhood education (see box 1.2 for the example of Uzbekistan). The participation rate one year before entering primary education improved from 56 percent in 2015 to 62 percent in 2020, equivalent to a 1.3-percentage-point gain every year. Nevertheless, accelerating progress to reach the 2025 target would mean doubling this rate of progress: collectively, partner countries would need to increase the participation rate by 2.7 percentage points annually until 2025 (figure 1.4). And the collective target already falls short of universal access to one year of early childhood education.

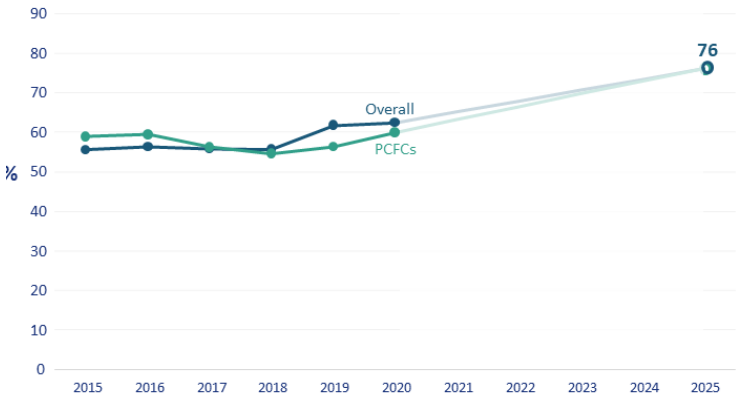
Out of the 76 GPE partner countries, 53 (or 70 percent) have adopted a national target value for levels of participation in early childhood education by 2025. Among all countries with available data, 17 have

[15] Organized early learning programs can include full- and part-time programs of varying degrees of learning quality and intensity. UNESCO Institute for Statistics (UIS), *Metadata for the Global and Thematic Indicators for the Follow-Up and Review of SDG 4 and Education 2030*, (Montreal: UIS, 2018), http://uis.unesco.org/sites/default/files/documents/metadata-global-thematic-indicators-sdg4-education2030-2017-en_1.pdf.

already met their national target. In half of the remaining countries with data and targets, however, significant gaps exist between current progress and stated 2025 commitments (appendix E).[16]

Figure 1.4. Participation in organized early learning would need to improve at twice the rate in previous years to meet the 2025 target

Adjusted net enrollment rate, one year before the official primary entry age, 2015–20, and 2025 target (percent)



Source: Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

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

Box 1.2. Uzbekistan is spearheading efforts on early childhood education

In November 2022, Uzbekistan will host the World Conference on Early Childhood Care and Education. Its position as host does not come as a surprise because, from low levels in the early 2010s, the country has focused its efforts toward guaranteeing pre-primary education for its children. In 2012, only about 23 percent of children attended preschool, with a much lower proportion (8.5 percent) in rural areas.

Efforts initiated in 2014 with a US$49 million grant allocated by GPE led to the design of the half-day year-round school readiness program that benefited 100,000 children in 2,420 rural pre-primary centers. The same pre-primary education centers had small libraries and delivered teacher training to more than 4,000 female preschool teachers. The investments also encouraged the country to engage further with early learning; in 2016, the president issued a decree to expand access to quality early childhood education.

Those efforts have contributed to improving participation in pre-primary education in rural areas,

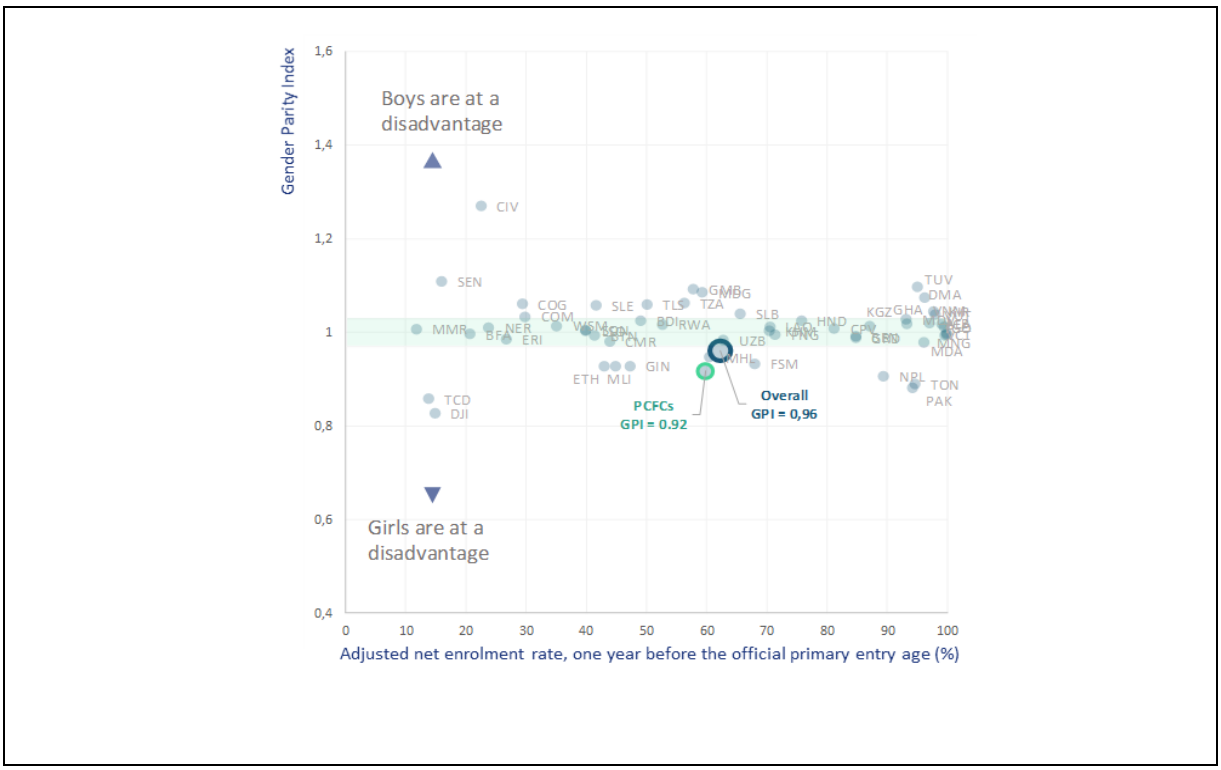
[16] Indicator 2 does not capture the full story because it accounts only for children one year younger than the official entry age (which is typically 6 years old) rather than for children attending a full cycle of pre-primary education, for which levels of participation are much lower. Moreover, the indicator accounts for children at age 5 enrolled in organized early childhood education programs independently of the grade in which they are enrolled. Therefore, it does not distinguish between late and timely entry into early childhood education. Last, the indicator also includes 5-year-old children enrolled in primary education, and therefore can inflate true early childhood education attendance.

Equity in Access to Early Childhood Education

Early childhood education opportunities in partner countries are distributed relatively equitably between girls and boys. For the 53 countries with available data, the gender parity index (GPI) stands at 0.96 (figure 1.5). However, girls living in PCFCs have consistently lower levels of access to early childhood education than boys do, with gender parity estimated at 0.92. Some partner countries face the double issue of low access to early childhood education and high gender inequality. In Chad and Djibouti, for instance, only 15 percent of children have access to early childhood education, and GPIs are below 0.86.[17]

Figure 1.5. Girls living in PCFCs have less opportunity than boys to participate in early childhood education

Adjusted net enrollment rate, one year before the official primary entry age and gender parity index, 2020 or most recent year



Source: Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: GPI = gender parity index; PCFCs = partner countries affected by fragility and conflict.

A look at other dimensions of equity shows some significant gaps in access to early childhood education with respect to location (urban versus rural) and wealth (richest versus poorest). Of 22 partner countries

[17] In countries with relatively high levels of participation in early childhood education, low levels of gender parity indicate that significant attention may be needed to improve girls' participation in early learning services. In Nepal and Pakistan, for instance, enrollment rates in organized early childhood education stand at 90 percent and 94 percent, respectively, yet GPIs are among the lowest, at 0.90 and 0.88.

with available data, all but two exhibit a wealth-related gap significantly larger than both the gender and the location gaps (appendix F). In Zambia, there is a 53-percentage-point difference in access to early childhood education between children from the richest households and children from the poorest households. That number and those for other countries illustrate the difficulties that partner countries face in developing affordable and quality early childhood education, which is rarely free and typically provided in large part by the private sector.

Overall, partner countries have made progress in reducing inequalities in access to early childhood education although some inequalities persist in PCFCs. Between 2015 and 2020, partner countries such as Cameroon, Chad, The Gambia, Mali and Nigeria experienced a relative increase in access to early childhood education. Even in those countries, however, wealth-related equity has either stagnated or deteriorated. Other PCFCs, such as the Democratic Republic of Congo, Liberia, Rwanda and Zimbabwe, have experienced both a deterioration in access to early learning and worsening inequities at the expense of children from the poorest families.

1.2. Access to and Completion of Primary and Secondary School (Indicators 3i, 3ii and 5i)

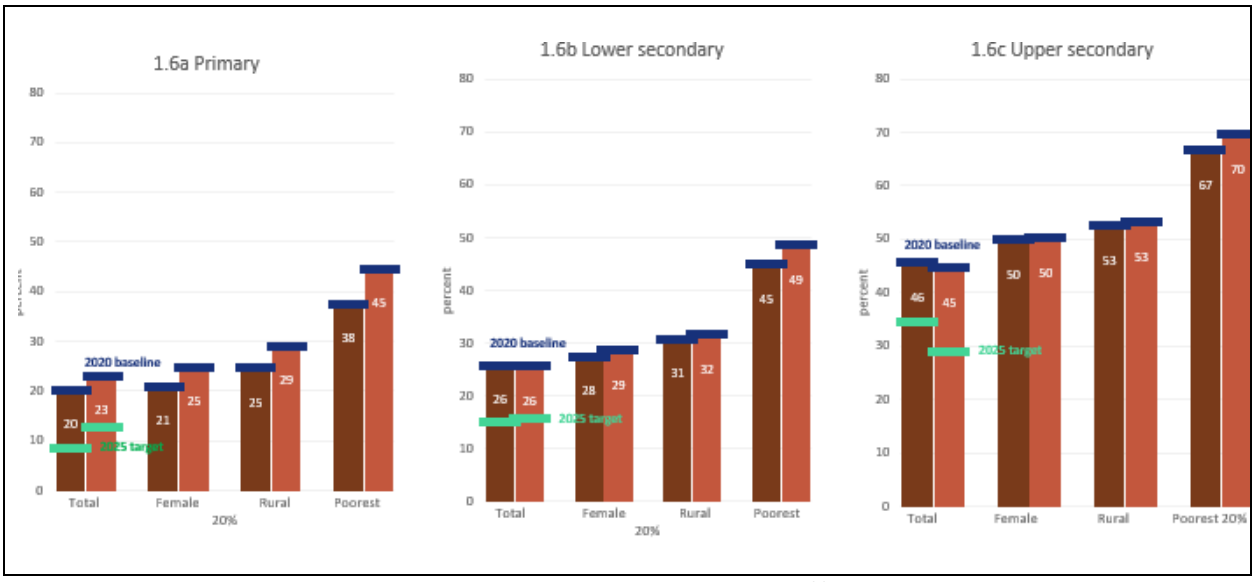
Access to Primary and Secondary School

Guaranteeing children's right to learn implies guaranteeing them a seat in the classroom, and GPE 2025 aims to accelerate progress in access to education. Indicator 3ii (SDG indicator 4.1.4) measures progress in access to education by tracking the out-of-school rate at (a) primary school age, (b) lower-secondary-school age and (c) upper-secondary-school age. The indicator is calculated using household survey data to enable better monitoring of equity issues.

Data show that, in GPE partner countries, 20 percent of primary-school-age children are out of school (figure 1.6), and the proportion goes up to 23 percent in PCFCs. At the lower-secondary level, about 26 percent of children and adolescents are out of school; at the upper-secondary level the proportion increases to 46 percent. Moreover, the rates have not declined substantially in recent years, and estimates show that business-as-usual efforts will result in continuing large numbers of out-of-school children by 2025 (box 1.3).

Being born in a poor household remains one of the most important determinants for being out of school. At the primary level, the out-of-school rate is 17 percentage points higher for children from the poorest households compared to the average across all partner countries. And, at the lower- and upper-secondary levels, that difference goes above 19 percentage points.

Figure 1.6. One in five children of primary school age is still out of school in partner countries
Out-of-school rate for children of primary-, lower-secondary- and upper-secondary-school age (household survey data), 2020 baseline (percent)



Source: Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: PCFCs = partner countries affected by fragility and conflict.

Indicator 3ii data show very large disparities, including among countries from the same income groups. Chad, Mali, Rwanda, Togo and Uganda are all low-income countries. In Chad and Mali, however, 57 percent and 43 percent of primary-school-age children, respectively, are out of school (appendix G). By comparison, out-of-school rates of children in Rwanda, Togo and Uganda are all below 10 percent. Similarly, Tanzania's rate of out-of-school youth is 58 percent at the lower-secondary level, well above

the rate of other lower-middle-income countries like Bangladesh, Cameroon or Lesotho, all with rates at or below 17 percent.

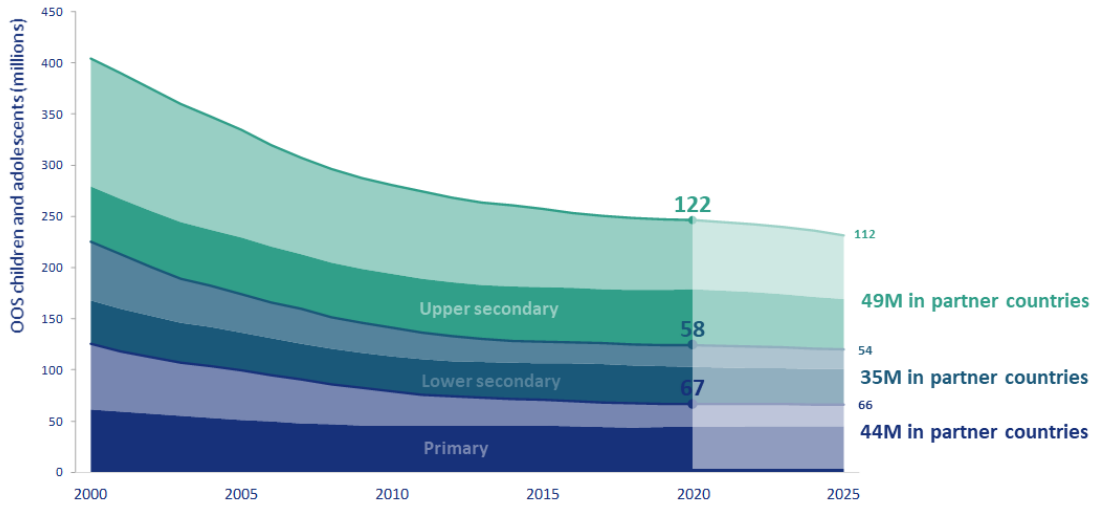
Box 1.3. The size of the out-of-school challenge for the partnership: Estimating and projecting the number of out-of-school children in partner countries

The UNESCO Institute for Statistics and the Global Education Monitoring Report have recently developed an estimation technique that combines administrative and survey data, and at the same time tries to correct for the possibility of large errors in administrative data and survey bias in household surveys. Using a cohort approach, the model allows for generation of estimates even when relatively little information exists. It also allows for short-term projections, although the consequences of COVID-19 are testing the reliability of such projections.

Assuming away the potential impact of COVID-19 on enrollment, the projections show that the number of out-of-school children may not decrease significantly by the end of GPE 2025 if drastic measures are not taken. The projections offer a wake-up call. On a business-as-usual assumption, 231 million children and adolescents will still be out of school globally by the end of GPE 2025. And 55 percent of those children, or 128 million, will be in GPE partner countries. At the primary level alone, GPE partner countries will account for two-thirds of all out-of-school children.

With business-as-usual rates of decline, 231 million children globally will be out of school by the end of GPE 2025, 55 percent of them in GPE partner countries

Estimated and projected number of out-of-school children and adolescents, 2000–25 (in millions)



Source: UNESCO Institute for Statistics (UIS) and UNESCO Global Monitoring Report, *SDG 4 Data Digest 2021. National SDG 4 Benchmarks: Fulfilling Our Neglected Commitment*, (Montreal: UIS, 2021), https://unesdoc.unesco.org/ark:/48223/pf0000380387.
Note: OOS = out of school.

Because only a few GPE partner countries have committed to national benchmarks for out-of-school children and youth rates, it is not yet possible to obtain a collective target. At the primary education level, Côte d'Ivoire, Mauritania, Senegal and Tuvalu aim to reduce their out-of-school rate by 15 percentage points or more by 2025 (appendix G). Other countries, such as Guyana, Kiribati, Kyrgyzstan, Maldives and Rwanda, have nearly reached universal primary education and have committed to reduce to 1 percent or less their out-of-school rate for primary-school-age children. Achieving universal lower-secondary education is also an objective for many countries, including Guyana, Maldives, Nepal and Samoa, which aim to reduce their lower-secondary out-of-school youth rate to 1 percent or less by 2025.

Equity in Access to Primary and Secondary School

Partner countries have not always managed to improve access to education for the most vulnerable. In several countries, the out-of-school rate at the primary level among children from the poorest households increased between 2015 and 2020. This is the case for Benin, Chad, the Democratic Republic of Congo, Liberia, Senegal and Zambia (appendix H). In PCFCs, children living in rural areas are also particularly at risk. With the exception of The Gambia, which achieved pro-poor and pro-rural progress between 2015 and 2020, the absolute gap between rural and urban areas in PCFCs has increased or stagnated at best.

Primary and Lower-Secondary Completion

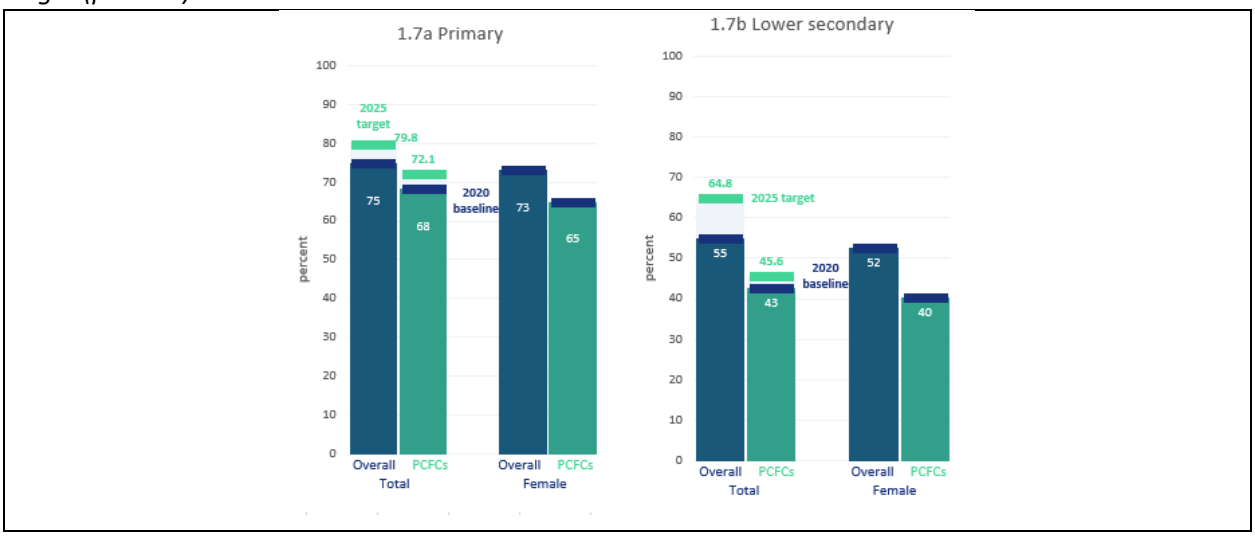
If accessing education is the first step toward improving children's levels of learning, staying in school presents an equally difficult challenge in a number of partner countries. The GPE 2025 results framework uses Indicator 3i, the gross intake ratio (GIR) to the last grade, as a proxy for completion (see box 1.4).[18]

Of the entire population of children at the primary school graduation age, 75 percent of children are enrolled in the last grade across all partner countries (figure 1.7). That proportion decreases by a substantial margin in lower-secondary education, which had an overall GIR of 55 percent in 2020. PCFCs lag even farther behind, with GIRs of 68 percent and 43 percent in primary and lower-secondary education, respectively. GIR values are particularly low in Sub-Saharan Africa. In Burundi, Guinea, Madagascar, Mali, Mozambique, Niger and Uganda, less than 60 percent of children at the expected entrance age enter the last grade of primary education, with this proportion dropping to less than 40 percent at the lower-secondary level (appendix I).

Figure 1.7. Even if partner countries meet their targets, the partnership will remain far from achieving universal completion of lower-secondary education by 2025

[18] Education completion is the only indicator discussed in this chapter for which there is a difference between GPE results framework and international monitoring practices. As a proxy for completion, GIR captures the capacity of an education system to accommodate students in the last grade of the given level of education, putting students on the right path to completion. The SDG 4 monitoring framework measures completion by the completion rate. UIS, *Metadata for the Global and Thematic Indicators for the Follow-Up and Review of SDG 4 and Education 2030*.

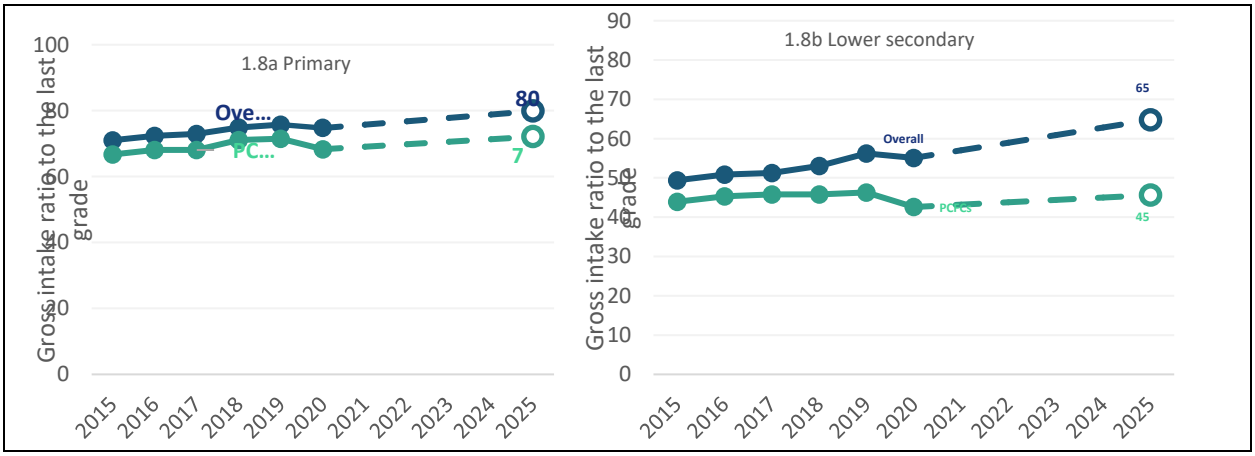
Gross intake ratio to the last grade of primary education, both sexes, 2020 baseline value, and 2025 target (percent)



Source: Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: National targets set by countries are meant to represent values of primary completion rates as defined internationally in the Sustainable Development Goal agenda, not the gross intake ratio. PCFCs = partner countries affected by fragility and conflict.

Progress in primary and lower-secondary education completion is slow in GPE partner countries. At the primary level, GIRs in partner countries have, on average, mostly stagnated since 2015. Between 2015 and 2020, primary education completion has improved by only 3.7 percentage points, or barely a 0.7-percentage-point improvement annually (figure 1.8). At the lower-secondary level, the rate of improvement was slightly better at the equivalent of 1.1 percentage point per year.

Figure 1.8. Completion of primary education has barely improved since 2015
Gross intake ratio to the last grade of primary and lower-secondary education, 2015–20, and 2025 targets (percent)



Source: Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: PCFCs = partner countries affected by fragility and conflict.

If all countries meet their 2025 benchmarks at both primary and lower-secondary education levels, it would mean increases of 5 and 10 percentage points at the two levels, respectively, across partner

countries for the GPE 2025 period.[19] This increase is the equivalent of improving by, respectively, 1 and 2 percentage points every year over five years—slightly faster than the rate observed during the previous period. At the primary level, countries like Benin, Burkina Faso, Burundi, Guinea, Niger and Senegal would contribute substantially to the collective improvement if they meet their aim of improving levels of completion by 20 percentage points or more between 2020 and 2025 (appendix I). At the lower-secondary level, where general levels of completion are much lower, other countries with ambitious national benchmarks include The Gambia, Lesotho, São Tomé and Príncipe, Sudan, Togo and Tuvalu. All have a national benchmark that would require an increase of 20 percentage points or more by 2025.

[19] National and collective targets for 2025 are provided in this section as reference points but should be compared with caution to GIR values because countries have adopted those targets in relation to completion rates. If both GIRs and national targets for completion rates are understood as measures of completion, several countries need to achieve sustained progress throughout 2025 to meet their objectives.

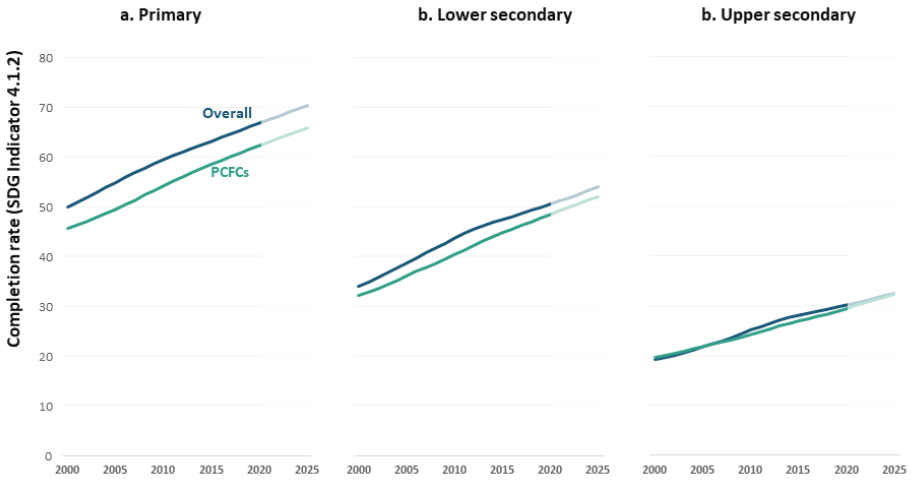
Box 1.4. Improving data on completion

For Indicator 3i, the partnership uses the gross intake ratio into the last grade. This is inherited from earlier practices in the international education community when the gross intake ratio was seen as the best approach to approximate completion in the absence of better data.[a] Nevertheless, both the conceptual definition of the indicator and its empirical application suffer from limitations. Conceptually the indicator can exceed 100 percent, and it is the case for 9 percent of observation in Africa and 31 percent of observation globally, leading to inflated completion rates. More important, earlier uses of the indicator could have misled the global education community—as, for example, in the 2011 statement based on this indicator that the world was on track to achieving universal primary completion,[b] a target which in fact will not even be achieved by 2030 on current trends. Empirically, the quality of the indicator relies on the accuracy of single-year, single-age population estimates and is therefore sensitive to year-on-year fluctuations. For these reasons, the Sustainable Development Goal 4 monitoring framework has introduced the completion rate to replace the gross intake ratio into the last grade.

The completion rate measures the "percentage of a cohort of children or young people aged 3–5 years above the intended age for the last grade of each level of education who have completed that grade." A recent methodological development by the UNESCO Institute for Statistics and the Global Education Monitoring Report team helps maximize survey data utilization to produce completion rates with similar or higher levels of coverage than the gross intake ratio while being conceptually more aligned with the notion of completion.[c] The use of survey data for the estimates opens the possibility to produce completion rates estimates by location and wealth. This new method also allows for short-term projections. Under current rates of progress, and without accounting for the potential impact of COVID-19, partner countries will still be 30 percentage points away from universal primary completion at the end of GPE 2025. However, if all partner countries achieve their targets by 2025, they will be 10 percentage points above the projected values.

Under current rates of progress partner countries will still be 30 percentage points away from universal primary completion at the end of GPE 2025

Completion rate by level, 2000 to 2020 estimates and projections to 2025 (percent)



Source: UNESCO Institute for Statistics (UIS) and UNESCO Global Monitoring Report, *SDG 4 Data Digest 2021. National SDG 4 Benchmarks: Fulfilling Our Neglected Commitment*, (Montreal: UIS, 2021), https://unesdoc.unesco.org/ark:/48223/pf0000380387.

Note: PCFCs = partner countries affected by fragility and conflict; SDG = Sustainable Development Goal.

a. See, for example, UNESCO IIEP–Pôle de Dakar et al., *Education Sector Analysis Methodological Guidelines. Sector-Wide Analysis with Emphasis on Primary and Secondary Education*, Vol. 1, (World Bank and UNICEF, 2014), https://unesdoc.unesco.org/ark:/48223/pf0000230532/PDF/230532eng.pdf.multi.
b. World Bank and International Monetary Fund, *Global Monitoring Report 2011: Improving the Odds of Achieving the MDGs*, (Washington, DC: World Bank, 2011), https://openknowledge.worldbank.org/handle/10986/2293.
c. A. Dharamshi et al., (2022). "A Bayesian Model for Estimating Sustainable Development Goal Indicator 4.1.2: School Completion Rates," *Journal of the Royal Statistical Society: Series C (Applied Statistics)*, (2022), 1–43, https://doi.org/10.1111/rssc.12595.

Equity in Primary and Lower-Secondary Completion

In recent years, increasing girls' access to and completion of education has received heightened attention. Some donors, such as the United Kingdom, have pledged sustained support to girls' education for the next five years.[20] Under GPE 2025, the partnership commits to mainstream gender equality, focusing particularly on partner countries where girls' education lags behind. Many factors make girls' access to education and survival throughout the education cycle more difficult in comparison to boys. In low-income countries, those factors include safety concerns, parental choices, early marriage and pregnancy, school hygiene and sanitation and time spent on household chores. Such issues have particular significance in PCFCs, where girls are considered more vulnerable.

Box 1.5. Support to girls' education in Nepal using data to identify the most in need

Despite having reached gender parity in primary and lower-secondary education, Nepal still faces high girls' dropout rates in some of its most deprived areas. Identifying which of the country's 753 municipalities need support to enroll excluded populations has proven a complex challenge.

In Nepal, UNICEF has combined the deployment of its targeted interventions, such as the Girls' Access to Education (GATE) Program, with data from the Equity Index developed by the Data Must Speak Initiative and funded by GPE. The Equity Index allows for better understanding of the barriers faced by children across the country and for targeted interventions, notably to help girls who have dropped out or who never enrolled.

As a result of the approach, the GATE program has supported 10,000 girls in their journey to enroll or re-enroll between 2018 and 2020. Remedial classes, adapted curriculum and teaching, and community engagement have enabled girls to move from a nonformal education environment back into the formal education system.

At the primary level, partner countries have not yet reached gender parity in terms of completion but have come very close, with GPIs averaging 0.96 (appendix J). Girls living in PCFCs, however, do not fare as well as their peers in other countries. Of the eight countries with data available and with a GPI below 0.9, only one, Guinea, is not a PCFC. All others—Afghanistan, Cameroon, Chad, Eritrea, Mozambique,

[20] Foreign Commonwealth and Development Office (FCDO), *Every Girl Goes to School, Stays Safe, and Learns: Five Years of Global Action 2021–26*. (London: FCDO, 2021), https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/986027/FCDO-Girls-Education-Action-Plan.pdf.

Niger and Pakistan—are PCFCs and also exhibit low levels of completion. Overall, partner countries with GIRs exceeding 80 percent typically exhibit either parity or higher GIRs among girls than among boys. In lower secondary, of the 18 partner countries with data available and with GIRs above 80 percent at baseline, seven have reached gender parity and 10 have higher GIRs among girls than boys. Only Maldives has a high GIR value, 111 percent, and a high level of disparity at the expense of girls (with a GPI of 0.83).

Although gender gaps at the expense of girls remain an important issue in PCFCs, the situation of boys also requires attention. Boys are at a disadvantage in lower-secondary completion in more than half of all partner countries with data. In some countries, such as Bangladesh, Liberia, Nepal and Senegal, data from household surveys also indicate that the gender disadvantage has reversed or deteriorated at the expense of boys within the last five years. The data not only show the success of programs that have supported girls' access to education (box 1.5) but also highlight the need for renewed attention to the situation of boys.

Moreover, as with most indicators, inequalities in completion of primary and lower-secondary education are essentially driven by socioeconomic factors. Living in a rural area, or belonging to the least affluent families, imposes burdens on children at birth, which can be addressed only through proactive policies that target the most vulnerable. In Bangladesh, Ghana, Mali, Nigeria and the Philippines, targeted efforts have started to pay off as levels of completion among children from the poorest households have accelerated faster than levels of completion among the richest households (appendixes K and L). Those countries have started to close the gap, sometimes by a substantial amount; for example, the Philippines reduced the absolute gap by a third between 2015 and 2020.

Early Marriage: A Persistent and Important Barrier to Girls' Education

Early marriage is among the factors that prevent girls from enrolling or staying in school. It is estimated that the COVID-19 crisis has heightened the risk of child marriage and that worldwide up to 13 million additional girls could be at risk of child marriage between now and 2030.[21] Worsening financial insecurity and economic instability are now compounding the effects of the COVID-19 crisis.[22] Partial or national lockdowns have deprived girls of access to protection programs and increased their exposure to social and cultural pressures within their communities.

The determining role played by early marriage in girls' educational achievement is highlighted by GPE 2025 and Indicator 5i (SDG indicator 5.3.1), which monitors the proportion of women aged 20–24 who were married or in a union before age 18. In 2020, that proportion was 34 percent in GPE partner countries (30 percent in PCFCs) with data available (figure 1.9).

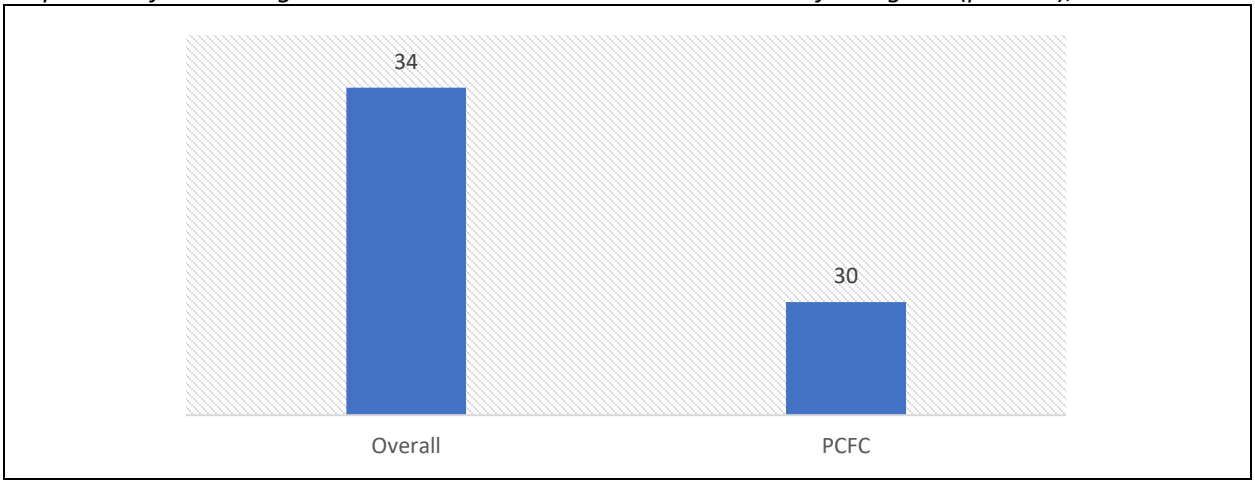
The incidence of early marriage varies across GPE partner countries. For instance, in Chad and the Central African Republic, six out of 10 young women were married before they reached 18 years of age. In Bangladesh, Ethiopia, Guinea, Madagascar, Mali and Nigeria, about four out of 10 girls face early

[21] Global Education Monitoring Report Team. *#HerEducationOurFuture: keeping girls in the picture during and after the COVID-19 crisis;the latest facts on gender equality in education*, (UNESCO, 2021), https://unesdoc.unesco.org/ark:/48223/pf0000375707

[22] G. Szabo and J. Edwards, *The Global Girlhood Report 2020. How COVID-19 Is Putting Progress in Peril*, (Save the Children, 2020). G. Szabo and J. Edwards, *The Global Girlhood Report 2021. Girls Rights in Crisis*, (Save the Children, 2021).

marriage. In those countries, girls are less likely than boys to complete lower-secondary education (appendix L). However, the focus on the age group of girls aged 20–24 weakens the association that can be made between progress observed in this indicator and activities aimed at tackling early marriage carried out during the implementation of GPE 2025. Teenage women aged 15–19 in 2020 will be aged 20–24 in 2025, which means that girls aged 20–24 monitored up to 2025 will have been affected by activities before the implementation of GPE 2025, whereas the effect on more vulnerable, younger teenagers who may be affected by GPE-funded activities will not be captured even by 2025.

Figure 1.9. Early marriage remains a reality for one-third of girls in partner countries
Proportion of women aged 20–24 who were married or in a union before age 18 (percent), in 2020.



Source: UNICEF Data Warehouse (database), New York, https://data.unicef.org/
Note: PCFCs = partner countries affected by fragility and conflict.

1.3. Learning Outcomes and Teaching Quality (Indicators 6, 7i and 7ii)

Given the importance of learning in the SDG 4 agenda and the centrality of accelerating progress in learning in the GPE 2025 goal, the results framework tracks trends in pupils' learning outcomes using available learning data. It does so alongside the monitoring of teaching quality—because of the critical role played by teachers in improving learning.

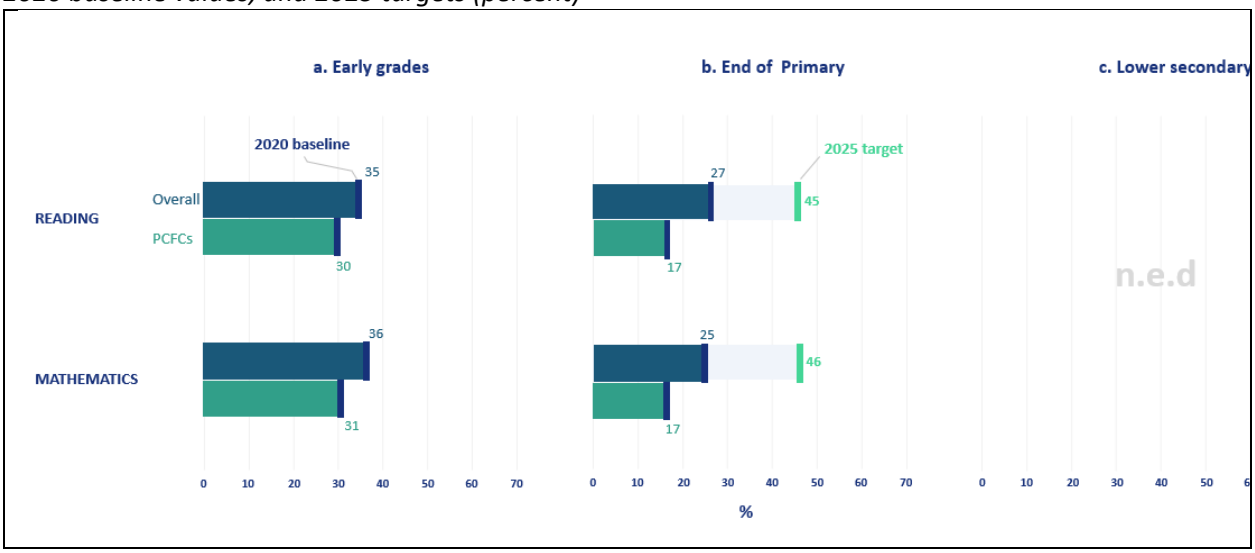
Learning Outcomes in Primary and Lower-Secondary Education

Indicator 6 (SDG 4.1.1) assesses partner countries' progress toward the GPE 2025 learning objective. It measures the proportion of children and young people who reach minimum proficiency levels in reading and mathematics, at three points in the education cycle: early grades of primary (grade 2 or 3), the end of primary and the end of lower-secondary education.

For each measurement point, minimum proficiency levels have been defined and countries are assessed by using the proportion of children who meet those standards. One limitation of the approach is the difficulty in producing comparisons over time and across countries. UIS and its partners have developed several methodologies to ensure comparability. Yet data coverage for this indicator remains low, with barely enough data to provide an assessment of the situation at baseline or of progress needed to meet the 2025 national and collective targets. At most, one-third of countries have a 2020 baseline value and availability drops dramatically at the lower-secondary level: barely 10 percent of partner countries have data on levels of learning in reading and mathematics (appendix Q).

Available data nevertheless indicate that achieving the partnership's goal will require sizeable efforts (figure 1.10). At baseline in 2020, just above a third of pupils in GPE partner countries achieved minimum proficiency in early grade reading; that proportion fell just below 30 percent in PCFCs. Similar levels were observed in mathematics. In extreme cases, as with the example of the Central African Republic and Madagascar (appendix M), less than 15 percent of children reached minimum proficiency, both in reading and mathematics, after having spent two to three years in primary school.

Figure 1.10. Partner countries will need to make unprecedented progress to meet 2025 learning targets
Proportion of pupils achieving at least a minimum proficiency level in reading and mathematics, by level, 2020 baseline values, and 2025 targets (percent)



Source: UNESCO Institute for Statistics (UIS) and UNESCO Global Monitoring Report, *SDG 4 Data Digest 2021. National SDG 4 Benchmarks: Fulfilling Our Neglected Commitment*, (Montreal: UIS, 2021), https://unesdoc.unesco.org/ark:/48223/pf0000380387.
Note: PCFCs = partner countries affected by fragility and conflict.

Smaller proportions of children achieve minimum proficiency at the end of primary than in early grades. Overall, at baseline in 2020, a quarter of pupils in partner countries met minimum proficiency standards at the end of primary in either reading or mathematics. In PCFCs, the proportion stood at 17 percent in both reading and mathematics.

Critically low levels of learning outcomes are one of the longstanding challenges facing GPE partner countries. The severe disruptions brought about by the COVID-19 pandemic have compounded this challenge. Before the crisis, an estimated five out of 10 children in low- and middle-income countries could not read or understand a simple story.[23] School closures and disruptions resulting from the pandemic have likely deepened the learning crisis and risk being compounded by the looming financial and economic crisis as food, energy and commodity prices reach levels unprecedented since 2008. Initial

[23] UNESCO Institute for Statistics (UIS) and UNESCO Global Monitoring Report, *SDG 4 Data Digest 2021. National SDG 4 Benchmarks: Fulfilling Our Neglected Commitment*, (Montreal: UIS, 2021), https://unesdoc.unesco.org/ark:/48223/pf0000380387.

UIS analyses indicate learning loss in Sub-Saharan Africa in 2021 compared to precrisis levels.[24] Nevertheless, it is too early to observe the final impact of the pandemic on children's learning outcomes, and recent simulations indicate that the share of children in low- and middle-income countries who complete and learn can fall by as much as 13 percentage points.[25]

At the lower-secondary level, partner countries usually do not participate in large-scale learning assessments, making it more difficult to produce group averages. For the few countries with available data, typically those countries who participated in the PISA (Program for International Student Assessment) for Development program, the picture does not differ substantially. In Cambodia, Ethiopia, Senegal and Zambia, for instance, one out of every 10 young people, or fewer, reaches minimum proficiency in reading or mathematics at the end of lower secondary (appendix M).

Given the low levels of data availability, understanding trends in the proportion of children who achieve minimum proficiency levels is difficult, if not impossible. Only 12 partner countries have data on reading proficiency at grades 2 and 3 for both 2015 and 2020, and only 17 have such data for the end of primary. Of those countries, four with data on early grades have seen levels of reading proficiency deteriorate between 2015 and 2020. For reading proficiency at the end of primary, eight countries—almost half of countries with available data—have lower proportions of students reaching minimum proficiency in 2020 than in 2015.[26] Analyses of results from the CONFEMEN Program for Analysis of Education Systems indicate that for francophone African countries such trends might be driven by the deterioration or stagnation of learning levels among the lowest-performing pupils. In Cameroon, for instance, the average score in early grade reading did not improve between 2014 and 2019; however, the performance of the 10 percent of pupils performing at the lowest level deteriorated by 0.4 standard deviation whereas scores among the 10 percent of pupils performing at the highest level improved by 2 standard deviations.[27]

---

[24] Australian Council for Educational Research (ACER), *COVID-19 in Sub-Saharan Africa: Monitoring Impacts on Learning Outcomes*, (Montreal: UNESCO Institute for Statistics, 2022), https://research.acer.edu.au/cgi/viewcontent.cgi?article=1054&context=monitoring_learning.

[25] ACER, *COVID-19 in Sub-Saharan Africa: Monitoring Impacts on Learning Outcomes*; World Bank, *Benin Global Partnership for Education Project Phase 3. Implementation Status & Results Report*, (Washington, DC: World Bank, 2022), https://documents1.worldbank.org/curated/en/265251637150472747/pdf/Disclosable-Version-of-the-ISR-Benin-Global-Partnership-for-Education-Project-Phase-3-P167432-Sequence-No-05.pdf.

[26] The GPE 2020 results framework included one indicator to measure progress in learning outcomes. That earlier indicator measured the proportion of partner countries showing improvements in learning outcomes in basic education and had several critical differences from the current Indicator 6. Whereas Indicator 6 focuses on minimum proficiency levels defined by international standards, the previous indicator looked at differences in average scores using national, regional and international learning assessments. And, whereas Indicator 6 distinguishes between three measurement points (early grades, end of primary, end of lower secondary), the previous indicator referred only to "basic education" broadly, thus summarizing changes at all three levels into one measure. Against those caveats, the previous results report indicated that 70 percent of partner countries with available data saw improvements in learning outcomes between 2010–15 and 2016–19. See Global Partnership for Education (GPE), *Results Report 2021: Final Results Report on GPE's 2016–2020 Strategy*, (Washington, DC: GPE, 2021).

[27] CONFEMEN, *PASEC 2019. Qualité des Systèmes Educatifs en Afrique sub-Saharienne Francophone. Performance et Environment de l'Enseignement-Apprentissage au Primaire*, (Dakar: CONFEMEN, 2019), http://www.pasec.confemen.org/wp-content/uploads/2021/01/RapportPasec2019_sitePasec.pdf.

Partner countries have nevertheless committed to accelerate progress by 2025. The collective 2025 target value for all GPE countries with available data currently stands at about 45 percent for reading and mathematics at the end of primary. The levels of effort and support required to ensure that each country meets its national target differ. Several countries have set some of the 2025 national targets at 90 percent or above: for instance, Honduras and Tonga have done so for early grade mathematics, and the Democratic Republic of Congo and Vietnam have done so for reading at the end of primary.

Yet the distance for each country to cover between 2020 and 2025 indicates that some countries might face difficulties setting realistic targets, because they lack either reliable data or experience in setting targets on learning. In Vietnam, 82 percent of children achieved minimum reading proficiency in 2020 at the end of primary. To reach its 2025 target the country requires an 18-percentage-point increase over five years. In the Democratic Republic of Congo, only 9 percent of children met the same minimum proficiency standards at the end of primary in 2020. Reaching the country's 2025 national benchmark of 90 percent implies an increase of 81 percentage points in five years, or more than five times the progress required in Vietnam.

At the other end of the spectrum, some countries have set national benchmark values at levels that will require a minimal increase in the proportion of pupils reaching reading and mathematics proficiency. In 2020, 40 percent of pupils in Kyrgyzstan had achieved minimum reading and mathematics skills at the end of primary. With its 2025 national benchmark values set at 43 and 42 percent, respectively, the country needs to increase the proportion of children who achieve minimum proficiency by 3 percentage points at most over the next five years. Similarly, Madagascar, where in 2020 only 6 percent of children met the minimum proficiency level in reading at the end of primary, aims to increase the proportion of children who achieve basic reading skills at this level by only 4 percentage points over five years.

Nevertheless, recognizing the challenge faced by countries that lag the farthest behind, GPE is supporting several countries to accelerate efforts, notably through support to curricular reform in early grade literacy as in Benin (box 1.6).

Box 1.6. Improving foundational literacy in Benin

Levels of learning in Benin at the outset of GPE 2025 represented the average situation in early grade reading among GPE partner countries. According to the UNESCO Institute for Statistics, using data from the CONFEMEN Program for Analysis of Education Systems, only four out of 10 pupils in grade 2 had reached minimum proficiency in reading in 2019.

To address the issue, in 2019, Benin began a curriculum reform to improve foundational learning supported by GPE and the World Bank. For the period 2019–23, the program targets about 12,000 public and private primary schools across the country, characterized by low levels of resources, with a focus on grades 1 and 2. With the support from GPE and other partners, the national team received training on explicit pedagogy and scaffolding methods to develop lessons plans, teacher guides, training modules and coaching systems. The team produced decodable textbooks and teacher guides with well-structured lesson plans, and regular support was provided to teachers using learning assessments for formative feedback.

The effectiveness of the intervention will be monitored by regular assessments of learning outcomes with the aim to improve the proportion of grade 2 students who achieve minimum national reading standards by at least 6 percentage points in the span of four years.[a]

a. World Bank, *Benin Global Partnership for Education Project Phase 3. Implementation Status & Results Report*, (Washington, DC: World Bank, 2022), https://documents1.worldbank.org/curated/en/265251637150472747/pdf/Disclosable-Version-of-the-ISR-Benin-Global-Partnership-for-Education-Project-Phase-3-P167432-Sequence-No-05.pdf.

Gender Parity in Learning Outcomes

In GPE partner countries, girls perform better overall than boys in early grade reading. At the end of primary education, girls do better than boys in reading in three-quarters of partner countries with available data, sometimes by a substantial margin. In the most extreme cases—such as Cambodia, Honduras, the Lao People's Democratic Republic, Madagascar, Myanmar and Senegal—the proportion of girls achieving the minimum proficiency level in reading is more than 25 percent higher than that of boys.

As noted earlier, gender disparities are typically measured by the GPI (SDG indicator 4.5.1). The average GPI in GPE partner countries stands at 1.08 in reading (appendix N).[28] By contrast, a GPI value of 0.95 for early grade mathematics in partner countries reveals an advantage for boys, with similar patterns observed at the end of primary education. However, GPI values should be understood in conjunction with overall levels of learning. Countries with high learning levels tend to have smaller gender gaps than do countries with low learning levels that can exhibit important variations. Among countries with higher shares of pupils reaching minimum proficiency in reading (above 40 percent), the GPI standard deviation is 0.06; it reaches 0.19 among the 18 countries with less than 40 percent of pupils reaching minimum reading proficiency at the same level. The situations vary, however, with nine countries exhibiting disparities at the expense of boys, five countries with disparities at the expense of girls and four countries at gender parity. In early grades mathematics the pattern is more pronounced, with a standard deviation of 0.07 among the countries with higher shares of pupils reaching minimum

[28] A GPI value above 1.03 means that girls are advantaged compared to boys, and a value below 0.97 implies that boys are advantaged in comparison to girls.

proficiency and 0.42 for the 13 countries with less than 40 percent of pupils achieving minimum levels of proficiency. In some countries, disparities at the expense of girls remain particularly important: in Benin, Chad, Côte d'Ivoire, the Democratic Republic of Congo and Guinea-Bissau, about 40 percent or less of pupils reach minimum proficiency levels in early grade reading, and the GPI in those countries stands at or below 0.91.

Teaching Quality

Teachers are the most important school-based determinant of children's learning outcomes.[29] However, education systems in low- and lower-middle-income countries have not kept pace with increased enrollment, with the result that many countries have overcrowded classes and unqualified teachers.[30] In several Sub-Saharan African countries, for instance, pupil-teacher ratios are worse than in 1990. Likewise, the percentage of trained teachers in the region fell from 84 percent to 67 percent in the past two decades.[31] Those patterns highlight how policy issues are interconnected with the surge in primary school enrollment, which puts pressure on pupil-teacher ratios and limits progress in completion at the lower- and upper-secondary levels. Countries' difficulties in increasing their number of trained teachers can be compounded by the difficulty in rapidly expanding national capacities to train teachers. In developing regions both the number of teachers and their level of training remain too low to guarantee an effective learning experience for children who have the opportunity to sit in the classroom.

The GPE 2025 results framework includes Indicator 7ii to track the proportion of partner countries where teaching quality is assessed. This indicator is measured through a desk-based review, and it is a proxy for the quality of the systems in place to assess teaching quality. A partner country's teacher quality assessment system can be advanced, established or emerging depending on its scores against four criteria. Preliminary data show that, at baseline in 2021, 51 percent (39 out of 76) of partner countries had teaching assessments marked as established or advanced. In PCFCs, the proportion was 50 percent (18 out of 36).

Indicator 7i (SDG indicator 4.c.1) highlights the importance of teachers in GPE 2025. It measures the proportion of teachers with the minimum required qualifications at each level of education and assesses the extent to which teachers have sufficient training and qualification for the level at which they teach. The reliance on nationally defined minimum qualification requirements, however, limits comparability across countries. UIS has started to engage with the development of an International Standard Classification of Teacher Training Programmes, adopted by the UNESCO General Conference in

[29] M. Barber and M. Mourshed, "How the World's Best-Performing School Systems Come Out on Top," McKinsey, *Our Insights*, September 1, 2007, https://www.mckinsey.com/industries/education/our-insights/how-the-worlds-best-performing-school-systems-come-out-on-top; T. Béteille and D. K. Evans, "Successful Teachers, Successful Students: Recruiting and Supporting Society's Most Crucial Profession," *Development Impact* (blog), January 30, 2019, https://blogs.worldbank.org/impactevaluations/successful-teachers-successful-students-new-approach-paper-teachers; UNESCO, *EFA Global Monitoring Report 2013/4. Teaching and Learning: Achieving Quality for All*, (Paris: UNESCO, 2014), http://unesdoc.unesco.org/images/0022/002256/225660e.pdf.

[30] UNESCO, *Non-state Actors in Education. Who Chooses? Who Loses?* Global Education Monitoring Report, (Paris: UNESCO, 2022).

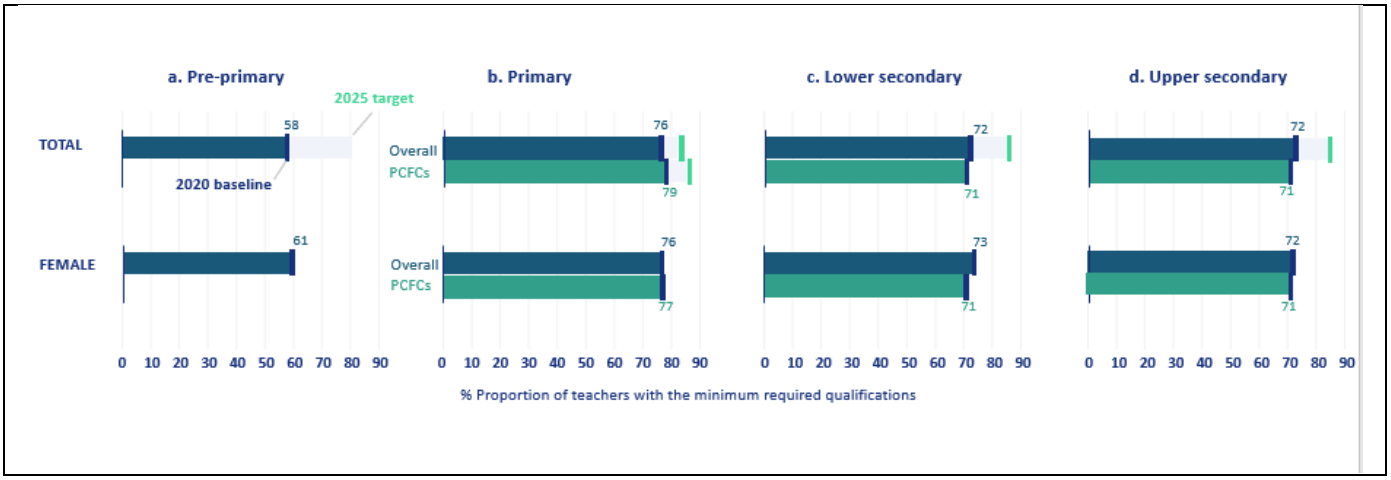
[31] UNESCO, *SCOPE: Quality*. Global Education Monitoring Report (Paris: UNESCO, 2022).

November 2021, and is currently working with partners toward implementing the standards in international education data collection.[32]

At the primary and secondary level, respectively, 76 percent and 72 percent of teachers meet their national minimum qualification standards across partner countries (figure 1.11), with little to no difference by gender. PCFCs have similar levels of training.

The importance of teachers is often recognized in partner countries' policies and strategies. If all countries meet their 2025 national targets, more than 80 percent of primary teachers will reach national qualification standards by 2025.

Figure 1.11. Many teachers will need training to meet national standard qualifications by 2025
Proportion of teachers with the minimum required qualifications, by level, 2020 baseline values and 2025 benchmarks (percent)



Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: PCFCs = partner countries affected by fragility and conflict.

Large variations exist among partner countries. For example, Madagascar has only a handful of teachers qualified across all levels (appendix O). At the primary education level, only 15 percent of Malagasy teachers meet the minimum qualification standards; at the lower- and upper-secondary levels, only 22 percent and 16 percent of teachers, respectively, are qualified. By contrast, Cambodia reports 100 percent of teachers with the minimum required qualifications to teach in pre-primary and primary education.

Many countries have the objective of reaching 100 percent of qualified teachers by 2025, or by 2030 at the latest.[33] At the primary level, 13 partner countries have made explicit commitments to achieve this benchmark by 2025. Countries—for example, Bhutan, Cambodia, Lao PDR, Moldova and Uzbekistan—usually repeat this commitment for the lower- and upper-secondary levels.

[32] UNESCO, *Records of the General Conference. 41st session* (Volume 1), (Paris: UNESCO, 2021); UNESCO Institute for Statistics (UIS), *International Standard Classification of Teacher Training Programmes*, (Paris: UNESCO, 2021), https://tcg.uis.unesco.org/wp-content/uploads/sites/4/2021/10/TCG-WG-T-2_EN-ISCED-T_draft_EN.pdf.

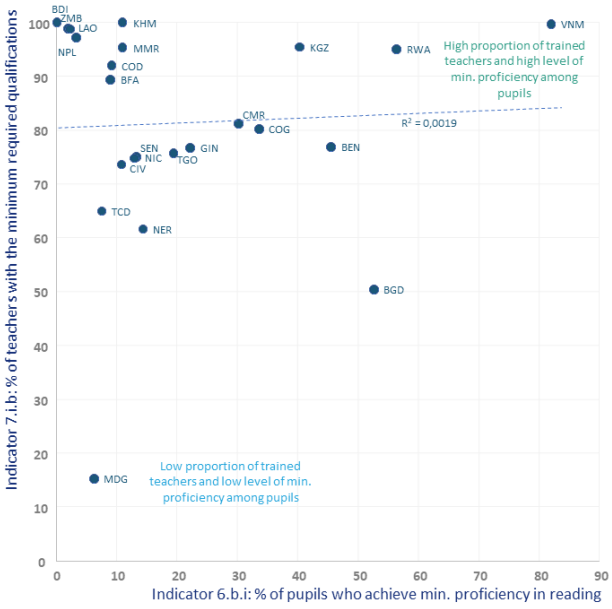
[33] (UIS) and UNESCO Global Monitoring Report, *SDG 4 Data Digest 2021. National SDG 4 Benchmarks: Fulfilling Our Neglected Commitment.*

As with learning outcomes benchmarks, levels of ambition and feasibility differ. In São Tomé and Príncipe, which aims to have 100 percent of teachers meeting national qualification standards by 2025, only 27 percent of teachers are currently considered qualified by national standards. In Madagascar, by contrast, 2025 target values and available data suggest that the country will have to increase its proportion of qualified teachers by only a small amount, from 15 percent in 2020 to 19 percent in 2025. Madagascar's benchmark might be more realistic, especially when considering the long-lasting difficulties the country has faced in raising the level of qualification of its teachers.[34]

Having a large proportion of trained teachers does not necessarily translate into improved learning. At the primary level, among the countries that report a high proportion of teachers with minimum qualifications, Vietnam is the only country with an equally high proportion of pupils achieving minimum proficiency in reading (figure 1.12). In partner countries like Burundi, Cambodia, Lao PDR and Zambia, only 10 percent of pupils achieve minimum proficiency despite reporting that 100 percent of teachers are qualified. That discrepancy notably justifies the need for the International Standard Classification of Teacher Training Programmes developed by the UIS. Further, it indicates that, in addition to recruiting and training more teachers, partner countries need to look at the quality of their teacher training programs and ensure that they use qualified teachers effectively to support progress in learning outcomes.

Figure 1.12. A higher proportion of teachers with minimum required qualifications does not guarantee that children are learning

Proportion of teachers with the minimum required qualifications to teach in primary education and proportion of students who achieve minimum proficiency in reading at the end of primary education, 2020 or most recent year (percent)



Source: Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

[34] International Task Force on Teachers for Education 2030 (TTF), *Madagascar Adopts National Teacher Policy*, (Paris: TTF, 2020. https://teachertaskforce.org/news/madagascar-adopts-national-teacher-policy.

1.4. Monitoring the GPE 2025 Goal: The Critical Issue of Data Availability

The seven indicators used to monitor progress against the GPE 2025 goal provide an understanding of the challenges that the partnership is expected to address by 2025. GPE partner countries have not been spared by the COVID-19 crisis, the biggest shock to education systems worldwide since the two world wars. The data used in this chapter describe the situation of partner countries at the onset of the pandemic, which is also the baseline year of GPE 2025; those data indicate that partner countries cannot afford to stay at a business-as-usual rate of progress. Even before accounting for the potential effects of the COVID-19 pandemic, it is clear that accelerating progress in learning and early childhood education, as well as access to and completion of primary and lower-secondary education, will be a complex task.

Moreover, the statistical picture provided here is critically incomplete. For most indicators, with the exception of indicators pertaining to early childhood education, data availability is below 50 percent across all partner countries in any given year (appendix P). And, for the past five years, only about a third of the necessary data to monitor access and completion, learning outcomes and teaching quality are available across partner countries.

There is a visible lack of progress in data availability observed in the data reported to UIS, the main source of data used to monitor the GPE 2025 goal. The important efforts of development partners and the stagnating or declining levels of data availability raise the question of effectiveness. It will be important for the partnership to ensure that current efforts to improve statistical capacity in partner countries translate into actual outcomes at the country level and ultimately in international data collection. In this regard, avenues to explore could include considering data submission to UIS and dissemination at the international level as key results necessary for access to the variable part of system transformation grants or involving grant implementation agents as facilitators between UIS and partner countries.

Effective support to statistical capacity is paramount for the partnership to clearly identify needs and priorities. Currently, decisions for investments are made, and monitoring exercises carried out, when half or more of the data needed for appropriate decision-making are missing.

Chapter 2. Strengthening the Education System: Gender-Responsive Planning and Coordinated Action and Financing

Results at a glance	Baseline	Year	Benchmark
Country-level objective 1: Strengthen gender-responsive planning and policy development for systemwide impact			
5iia. Proportion of countries where gender-responsive planning and monitoring is assessed	CY n/a	CY2021: 3.9 %	n/a
5iib. Proportion of countries making progress against identified challenges in gender-responsive planning and monitoring	CY n/a	CY2021: n/a	n/a
5iic. Proportion of countries where gender-responsive planning and monitoring is assessed that have a legislative framework assuring the right to education for all children`	CY n/a	CY2021: 100%	n/a
9i. Proportion of countries that implement GPE allocation-linked policy reforms in the gender-responsive sector planning and monitoring enabling factor as identified in their partnership compact	FY n/a	FY2022: n/a	75%
9ii. Proportion of system capacity grants where activities under the gender-responsive planning and monitoring window are on track	FY n/a	FY2022: n/a	80%
Country-level objective 2: Mobilize coordinated action and financing to enable transformative change			
4i. Volume of domestic finance: Proportion of partner countries with government expenditure on education increasing or 20% or above as a percentage of total government expenditure	CY2020: 57.1%	CY2021:71.0%	n/a
4iia. Proportion of countries where equity, efficiency, and volume of domestic finance for education are assessed	CY n/a	CY2021: 3.9 %	n/a
4iib. Proportion of countries making progress against identified challenges in equity, efficiency, and volume of domestic finance for education	CY n/a	CY2021: n/a	n/a
8i. Proportion of countries reporting at least 10 of 12 key international education indicators to UNESCO Institute for Statistics	CY2020: 44.7%	CY2021:38.2%	n/a
8iia. Proportion of countries where the availability and use of data and evidence is assessed	CY n/a	CY2021: 3.9 %	n/a
8iib. Proportion of countries making progress against identified challenges in the availability and use of data and evidence	CY n/a	CY2021: n/a	n/a
8iic. Proportion of countries where the availability and use of data and evidence is assessed that report key education statistics disaggregated by children with disabilities	CY n/a	CY2021: 66.7% (N=3 PCs)	n/a

8iiia. Proportion of countries where sector coordination is assessed	CY n/a	CY2021: 3.9 %	n/a
8iiib. Proportion of countries making progress against identified challenges in sector coordination	CY n/a	CY2021: n/a	n/a
8iiic. Proportion of local education groups that include civil society organizations and teacher organization	CY2020: 66.2%	CY2021: 68.6%	n/a
10i. Proportion of countries that implement GPE allocation-linked policy reforms in the sector coordination enabling factor as identified in their Partnership Compact	FY n/a	FY2022: n/a	75%
10ii. Proportion of system capacity grants where activities under the mobilize coordinated finance and action window are on track	FY n/a	FY2022: n/a	80%
11. Proportion of countries that implement GPE allocation-linked policy reforms in the equity, efficiency, and volume of domestic finance enabling factor as identified in their Partnership Compact	FY n/a	FY2022: n/a	75%
12i. Proportion of GPE grant funding aligned to national systems	FY2021: 48.9%	FY2022: 54.7 % (N=78 grants)	n/a
12ii. Proportion of GPE grant funding using harmonized funding modalities	FY2021: 56.6%	FY2022: 60.2%	n/a
13i. Proportion of countries that implement GPE allocation-linked policy reforms in the availability and use of data and evidence enabling factor as identified in their Partnership Compact	FY n/a	FY2022: n/a	75%
13ii. Proportion of system capacity grants where activities under the adapt and learn for results at scale window are on track	FY n/a	FY2022: n/a	80%

Note: CY = calendar year; FY = fiscal year (July 1 – June 31); n/a = not applicable; n.e.d = not enough data; these are sector level indicators; indicators are grouped per the analysis in the results report, however, please refer to the results framework for details on the groupings based on GPE strategic framework.

Key findings

Three countries completed the Independent Technical Advisory Panel assessment in calendar year 2021: Democratic Republic of Congo, Kenya and Tajikistan.

Data and evidence were identified as a high priority area in five of the six countries that completed the Independent Technical Advisory Panel assessment in 2021 and the first half of 2022.

Data reporting to the UNESCO Institute for Statistics continues to be a challenge in partner countries. The proportion of countries reporting at least 10 out of 12 indicators to the UNESCO Institute for Statistics decreased from 44.7 percent in 2020 to 38.2 percent in 2021. Partner countries face constraints particularly when reporting on service delivery indicators and indicators from household surveys and learning assessments.

The proportion of implementation grant funding aligned to national systems hovered around 50 percent in 2020–22, whereas the use of pooled or co-financing mechanisms has improved since 2020, especially in partner countries affected by fragility and conflict. The proportion of grant funding using harmonized modalities increased significantly from 43.4 percent in 2020 to 56.1 percent in 2022 and from 23.8 percent to 52.8 percent in partner countries affected by fragility and conflict.

Inclusiveness of local education groups improved between 2020 and 2021. In 2020, 66.2 percent of local education groups included both a civil society organization and a teachers organization; that share increased to 68.6 percent in 2021. Almost 95.7 percent of local education groups included a civil society organization in 2021, and 70 percent included a teachers organization.

The share of partner countries with government expenditure on education that increased or that met or exceeded the 20 percent benchmark rose significantly from 57 percent in 2020 to 71 percent in 2021. Seven partner countries increased their share of education spending from below 20 percent in 2020 to above 20 percent in 2021.

Introduction

The GPE strategic plan, GPE 2025, aims to accelerate access and learning outcomes for all children by supporting countries to transform their education systems[35] through strengthening gender-responsive planning and policy development (country-level objective 1) and mobilizing coordinated action and financing to enable transformative changes in partner countries (country-level objective 2). The third country-level objective (strengthen capacity, adapt and learn, to implement and drive results at scale) is discussed in chapter 3.

The identification of transformative reforms starts with an assessment of the countries' situation with respect to (1) data and evidence; (2) gender-responsive sector planning, policy and monitoring; (3) sector coordination; and (4) volume, equity, and efficiency of domestic public expenditure on education—the four enabling factors to support transformative reforms. Countries self-assess their performance in those enabling factors. The country self-assessment is subsequently used by the Independent Technical Advisory Panel (ITAP) to contextualize the ITAP's independent expert review of country status against the enabling factor areas based on its examination of the required supporting documents submitted by the country. The assessments of the enabling factors feed into the preparation

[35] Global Partnership for Education (GPE), *GPE 2025 Strategic Plan*, (Washington, DC: GPE, 2022), https://www.globalpartnership.org/content/gpe-2025-strategic-plan.

of the partnership compacts that are the strategic frameworks for partnership engagement in each country. These two processes align with country-level objectives 1 and 2.

The GPE 2025 results framework includes indicators to measure partner countries' overall progress in the enabling factors areas (Indicators 4i, 8i, 8iiic, 12i and 12ii). Another set of indicators (4iia, 5iia, 5iic, 8iia, 8iic and 8iiia) monitors the assessment of the enabling factors by the ITAP while a third set of indicators (4iib, 5iib, 8iib and 8iiib) measures progress in the challenges identified through the enabling factors assessments. GPE also offers financial incentives, called top-ups, through the system transformation grants to support progress where challenges are identified in the enabling factors. Several indicators (9i, 10i, 11 and 13i) track the implementation of these top-ups. The system capacity grant is another financing tool available to support country capacity for system transformation at any stage of national policy cycles. Several indicators (9ii, 10ii and 13ii) monitor how this grant addresses barriers to system transformation, some of them being related to the enabling factors areas.

This chapter discusses partner countries' progress against country-level objectives 1 and 2. The GPE 2025 operating model began piloting in six countries.[36] Three partner countries had gone through the ITAP assessment process by the end of 2021 (Democratic Republic of Congo, Kenya and Tajikistan) and are included in the sample of the results framework indicators. Nepal and Uganda completed the ITAP assessment in 2022 and were excluded from the results framework sample. El Salvador was not officially a GPE partner country in 2021 and was also excluded from the results framework indicator data. Data from El Salvador, Nepal, Rwanda and Uganda will be included in next year's results report with data from approximately 15 additional partner countries. None of those partner countries completed a partnership compact or were approved for a GPE grant under the new operating model in 2021; therefore, no data are available about the compacts, the top-ups or the system capacity grants to report in this chapter.

This chapter also presents summaries of the findings from the ITAP assessments in all six pilot partner countries—with examples taken from the Democratic Republic of Congo, Kenya and Tajikistan for illustration purposes. The ITAP assessments provide an understanding of the most pressing issues facing these countries in relation to the enabling factor areas, based on required documents submitted by countries and contextualized by countries' self-analysis of the enabling factors. They also provide an assessment of the priority level for each of the enabling factors (table 2.1).

Table 2.1. Enabling factors assessments with priority levels

Enabling factors	High priority	Medium priority	Low priority
1. Data and evidence	Democratic Republic of Congo, El Salvador, Kenya, Tajikistan, Uganda		Nepal
2. Gender-responsive sector planning, policy and monitoring	Democratic Republic of Congo, El Salvador	Kenya, Nepal, Tajikistan, Uganda	
3. Sector coordination	Democratic Republic of Congo, El Salvador, Kenya	Nepal, Tajikistan, Uganda	
4. Volume, equity and efficiency of domestic public expenditure on education.	Democratic Republic of Congo, Tajikistan, Uganda	El Salvador, Kenya, Nepal	

[36] The six countries are the Democratic Republic of Congo, El Salvador, Kenya, Nepal, Tajikistan and Uganda.

2.1. Gender-Responsive Sector Planning, Policy and Monitoring (Indicators 5ii, 9i and 9ii)

GPE 2025 commits the partnership to systematically identify and address barriers to education affecting children of all genders (see box 2.1). Putting gender equality at the heart of education sector plans will help the partnership design targeted policies and strategies that better address the specific challenges facing all children of all genders. The GPE 2025 results framework monitors the extent to which the GPE 2025 operating model is leveraged to support gender-responsive sector planning and reforms.

Box 2.1. Gender equality in GPE 2025

GPE recognizes that unequal gender norms can have negative impacts on the education opportunities of all children—boys and girls—and aims to promote access to education and learning for children of all genders and support the achievement of gender equality in and through education. Therefore, GPE's 2025 strategic plan hardwires a focus on gender equality through key partnership processes and funding: (1) GPE aims to ensure that (a) gender equality is included in all discussions on system transformation and the related choice of priority reforms at the country level, and (b) reform choices are based on evidence regarding gender equality; (2) in recognition of the global crisis regarding school-related gender-based violence, GPE also works with global partners such as Safe to Learn and through dialogue at the country level to help drive action; and (3) through the new Girls' Education Accelerator, GPE provides additional financing to countries where girls are particularly disadvantaged. In addition, GPE endeavors to keep its Board informed of how gender equality is being hardwired throughout its operations and results.

a. C. McConnell and J. U. C. Pescina, "Hardwiring gender equality in GPE 2025," *Education for All* (blog), March 9, 2022, https://www.globalpartnership.org/blog/hardwiring-gender-equality-gpe-2025.

Indicator 5iia measures the proportion of countries where gender-responsive planning, policy and monitoring are assessed by local education groups and by the ITAP, as part of the partnership compact development process. The ITAP assessment found that gender-responsive planning, policy and monitoring should be assigned a high-priority area in the Democratic Republic of Congo and a medium-priority area in Kenya and Tajikistan relative to the other enabling factors.[37]

Challenges in this enabling factor area identified by ITAP in all pilot countries include a lack of timely and accurate gender-disaggregated data, limited gender-responsive monitoring mechanisms and a lack of gender training for government officials. In Kenya, of the 14 subsectors outlined in the sector plan, only one includes elements to hardwire gender issues in education and gender training at all levels. In the

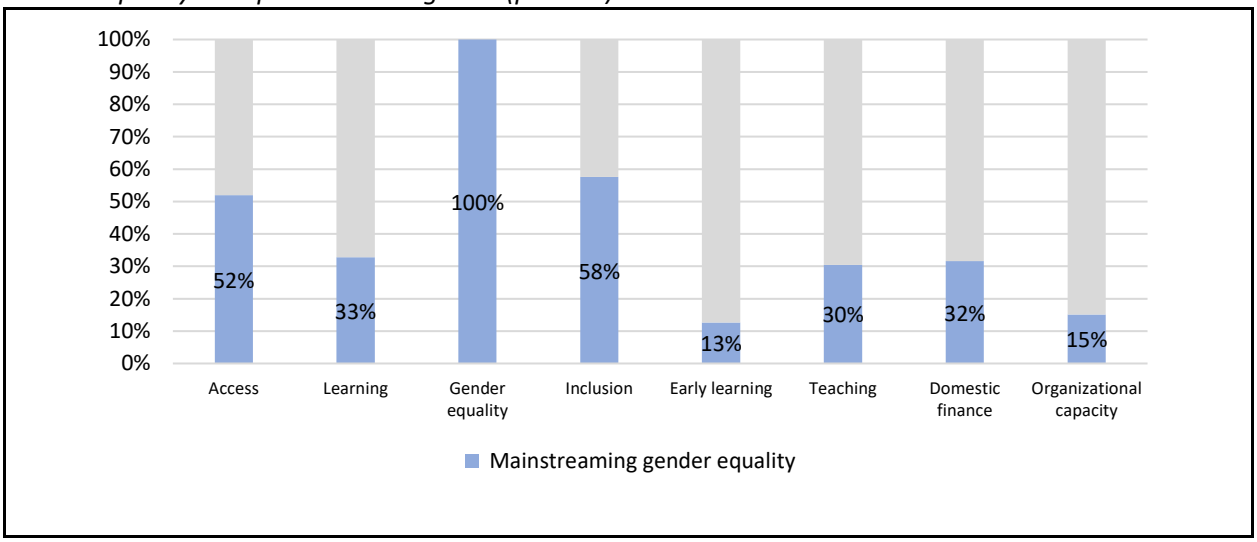
[37] Priority levels: "**Low**: The enabling factor area could benefit from minor tweaks to accelerate progress in one or more of the country's top policy outcomes. **Medium**: Achieving progress in one or more of the country's policy outcomes will be significantly delayed unless issues in the enabling factor area are addressed. **High**: Achieving progress in one or more of the country's policy outcomes is deemed impossible or extremely unlikely unless significant reforms are undertaken in the enabling factor area. The ministry(ies) of education and/or development partners are either not actively working in this enabling factor area, or engagement is insufficient to make meaningful improvements." Global Partnership for Education (GPE), *Independent Technical Advisory Panel (ITAP) Guidelines and Report Template*, (Washington, DC: GPE, 2022), https://assets.globalpartnership.org/s3fs-public/document/file/2022-08-GPE-ITAP-guidelines.pdf?VersionId=Ln23Vowb8Xn0d2eIzpl8fR1aja3fLnG6.

Democratic Republic of Congo, there is insufficient monitoring of the relationship between female school retention and learning achievement. In Tajikistan, a broader stakeholder group involvement in joint sector reviews is deemed necessary to strengthen the country's response to inclusion challenges, because some of the barriers to education require a multisectoral approach to interventions.

One way to tackle gender equality issues is to guarantee access to education for all children of all genders by the laws in place in partner countries. In partner countries where the gender-responsive planning and monitoring enabling factor is assessed, indicator 5iic tracks the existence of a legislative framework assuring the right to education for all children. As part of this assessment, the ITAP conducts a review to verify the existence of such a legislative framework. The Democratic Republic of Congo, Kenya and Tajikistan all have a legislative framework that assures the right to education for children of all genders.

GPE's strategy calls for support to partner countries to improve gender equality within and through education, including through grants. Because the new operating model is still being rolled out, this chapter considers grants that were almost all approved under the GPE 2020 operating model to assess their focus on gender equality. Of the 80 GPE implementation grants that were active at some point in fiscal year 2022,[38] 66 (83 percent) mainstreamed gender equality in one or more activities. Overall, US$893 million of grant financing (35 percent of the total amount of grants) was allocated to mainstreaming gender equality activities (see methodology in box 3.3). The estimated proportion of the financing allocated to mainstreaming gender activities varies across the GPE 2025 priority areas, from 57 percent for inclusion to 13 percent for early learning. More than half (51 percent) of the amount supporting the access priority area and one-third (33 percent) of the amount supporting the learning priority area mainstream gender equality (figure 2.1).

Figure 2.1. About one-third of the total amount of grants includes gender equality activities
Gender equality in implementation grants (percent)



Source: GPE Secretariat.

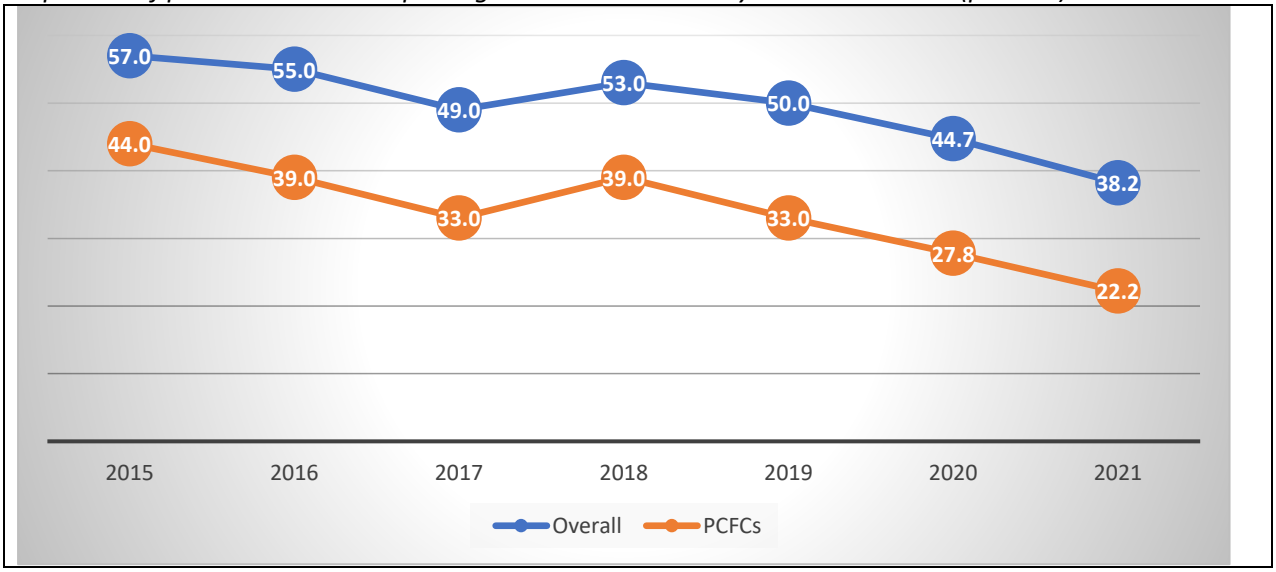
[38] Fiscal year 2022 refers to July 1, 2021, to June 30, 2022.

2.2. Data and Evidence (Indicators 8 and 13)

GPE 2025 places data and evidence at the core of the partnership's strategy to support education system transformation. The availability and use of quality data can help in the design of relevant policy reforms targeting the most pressing issues facing the education sector. Indicator 8i of the GPE 2025 results framework tracks the availability of key education data in partner countries and whether those countries report the data to the UNESCO Institute for Statistics (UIS).[39] It monitors the proportion of partner countries reporting to UIS at least 10 out of 12 key outcomes, service delivery and financing indicators.

The proportion of countries reporting key data to UIS has been on a declining trend since 2015 (figure 2.2). In 2020, 44.7 percent of partner countries (34 out of 76) reported at least 10 out of 12 key indicators to UIS (figure 2.2). Of partner countries affected by fragility and conflict (PCFCs), 27.8 percent (10 out of 36) reported at least 10 out of 12 key indicators to UIS. The overall value of Indicator 8i declined in 2021 to 38.2 percent overall (29 out of 76) and to 22.2 percent in PCFCs (8 out of 36). This trend illustrates the persistent challenges that partner countries encounter in collecting quality data that meet international standards and in reporting those data to UIS. Partner countries seem to face particular challenges reporting indicators derived from household surveys and learning assessments to UIS. The lack of available data may be one reason for limited data reporting to UIS; however, in some cases, data may exist but not be timely reported to UIS for other reasons.

Figure 2.2. The proportion of partner countries reporting key data to UIS has been declining since 2015
Proportion of partner countries reporting at least 10 out 12 key indicators to UIS (percent)



Source: GPE Secretariat.
Note: PCFCs = partner countries affected by fragility and conflict; UIS = UNESCO Institute for Statistics.

Indicator 8iia measures the proportion of partner countries where local education groups and the ITAP assess the availability and use of data. The ITAP assessed the data and evidence enabling factor as a

[39] Indicator 8i may not be a perfect indicator of data availability in partner countries because some countries with key country-level data available may not report to UIS for various reasons.

high-priority area in all three partner countries in 2021.[40] Overall, ITAP reports show gaps in the coverage and use of data collected by the education management information systems in the pilot countries, which face issues related to compliance with international standards and do not collect key data necessary for policy, planning and monitoring. Learning assessment systems also face challenges related to the availability and reliability of learning data. It was noted that the education management information system in Tajikistan does not collect and use critical data to inform resource allocation decisions across regions, districts and educational institutions. Although the system annually collects basic data on access and enrollment, it does not routinely collect data on quality, learning and internal efficiency. Kenya faces issues with data collection at service delivery points (schools and counties) and struggles to meet international data standards. In the Democratic Republic of Congo, the lack of data to inform and monitor education policies and interventions has been a major weakness and impediment to systems reform.

Because GPE 2025 aims to improve learning, equity and inclusion for all children, the availability of data on children with disabilities is an important aspect in the design of inclusive education policies. Indicator 8iic measures the proportion of partner countries that went through the assessment of the enabling factors and collected key education statistics on children with disabilities. Indicator 8iic data show that Kenya and Tajikistan reported key education statistics on children with disabilities in 2021. A recent review by the GPE Secretariat shows that at least 48 of 74 GPE partner countries with available information have nationally representative, reliable and comparable survey or census data on disability from 2010 to 2020. Those data could be used for disaggregating education statistics.[41]

The portfolio of GPE active grants, mainly comprising grants approved before GPE 2025, financed activities aimed at supporting data systems. Of 80 GPE implementation grants active between July 2021 and June 2022, 59 included a component addressing data systems. Overall, $91.7 million (or 3.6 percent of the volume of the grants) was allocated to activities aiming to strengthen data systems. Those activities include strengthening education management information systems ($51 million), installing or updating hardware/software for data systems ($12.3 million), issuing school report cards ($6.7 million), disaggregating data ($5.8 million), decentralizing data ($3.8 million), integrating data collected by other government institutions and nongovernmental organizations ($3 million) and implementing other data-related interventions ($9.1 million).

[40] Although only three countries have data for Indicator 8iia, the ITAP assessments are analyzed in all six partner countries where the GPE 2025 operating model was piloted. Examples from the Democratic Republic of Congo, Kenya and Tajikistan are presented to illustrate some of the issues reported by the ITAP assessments.

[41] Global Partnership for Education (GPE), "Household Survey Data on Disability and Education in GPE Partner Countries: A Review of Data Collected during 2010–2020 and Recommendations for Making More and Better Data Available," (Washington, DC: GPE, August 2022), https://assets.globalpartnership.org/s3fs-public/document/file/2022-08-Household-survey-data-on-disability-and-education.pdf?VersionId=zB25KSdzX.65zABdrPjztc0IX0oK95EJ.

2.3. Sector Coordination (Indicators 8iii, 10 and 12)

Implementing transformative policy reforms requires effective coordination among partners at the country level. Effective sector coordination improves transparency and mutual accountability between governments and education sector stakeholders and better supports education service delivery.[42]

GPE 2025 intends to support capacities for coordination and foster inclusive sector dialogue and mutual accountability, thus maximizing partner countries' potential to drive system transformation. It also aims to promote effective sector coordination through better coordinated action and financing by all education stakeholders, including alignment and harmonization of external financing—with a special attention to GPE grants—with country systems. The GPE 2025 results framework monitors how partner countries are able to identify and address the bottlenecks hindering sector coordination.

Indicator 8iiia measures the proportion of countries where the ITAP has assessed sector coordination. The ITAP assessed sector coordination as a high-priority area in the Democratic Republic of Congo, El Salvador and Kenya, and as a medium-priority area in Nepal, Tajikistan and Uganda.

A review of the assessments shows two main sector coordination challenges. First, the lack of alignment and lack of harmonization of donors are important barriers to sector coordination, because they increase the amount of aid (by volume of financing, by number of projects) that is both fragmented and operating on the margins of the national budget and country systems. For instance, in Kenya, coordinating and aligning donor funding to national systems remain a challenge, because major bilateral donors have expressed concerns about government finance systems due to poor financial management from previous grants and thus remain unwilling to increase provision of funding through national systems. In the Democratic Republic of Congo, public financial management and government accountability mechanisms have been weak, which has deterred development partners from providing budget support or aligning their support to national systems.

Second, overlapping and sometimes competing mandates among government agencies and the weak engagement of multiple key stakeholders in the local education group (including religious, parent and minority or marginalized communities) hinder effective sector coordination. In the Democratic Republic of Congo, there is weak engagement of provincial governments in sector plan implementation and limited participation of key groups, such as religious organizations, in the monitoring and implementation of the plan.

Inclusive Sector Dialogue

Inclusive sector dialogue is an important aspect of sector coordination and is carried out by a local education group. A local education group is "a collaborative forum for education sector policy dialogue under government leadership, where the primary consultation on education sector development takes place between a government and its partners."[43] Led by the government, these groups include many

[42] European Union, "Practical Guidance Note 5: Sector Coordination and Policy Dialogue," *Tools and Methods Series: Reference Document No. 27* (Luxembourg: European Union, July 2020), https://europa.eu/capacity4dev/t-and-m-series/documents/practical-guidance-notes-5-sector-coordination-and-policy-dialogue.

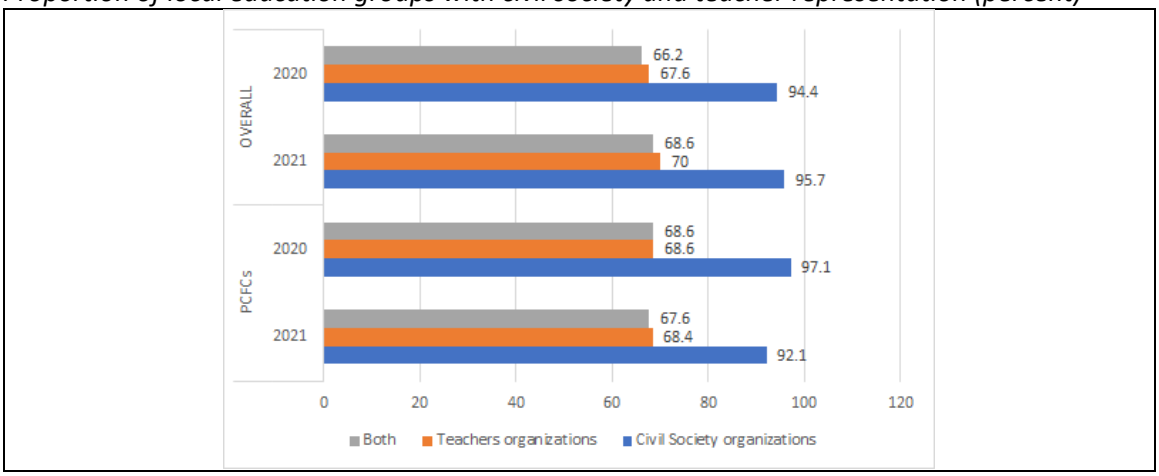
[43] Global Partnership for Education (GPE), *Principles toward Effective Local Education Groups*, (Washington, DC: GPE, October 2019), https://assets.globalpartnership.org/s3fs-public/document/file/2019-10-GPE-principles-effective-local-education-groups.pdf?VersionId=oteb16Dgwz6LmuzIBoXTMRWR7k7r_2DK.

stakeholders, such as civil society organizations, donors, private education providers and teachers organizations. The inclusion of civil society and teachers organizations helps ensure an inclusive policy dialogue at the country level so that citizens' and educators' concerns are heard. GPE assesses inclusion in these groups through Indicator 8iiic, which measures the proportion of local education groups that include civil society organizations and teachers organizations. This indicator assesses whether these organizations have representation in local education groups and opportunities to engage in all the functions undertaken by those groups.[44]

In 2020, the proportion of local education groups that included both civil society organizations and teachers organizations was 66.2 percent; that proportion increased by more than 2 percentage points in 2021. Representation of civil society increased from 94.4 percent in 2020 to 95.7 percent in 2021, whereas representation of teachers saw an improvement of slightly more than 2 percentage points (from 67.6 percent to 70.0 percent) over the same period (figure 2.3). Three countries improved in 2021: Nepal and Vanuatu added teachers organizations in their local education groups, and Nicaragua added both a national civil society organization and a teachers organization.[45]

PCFCs saw a 2.4 percentage-point decrease between 2020 and 2021 in the proportion of local education groups with civil society and teacher representation. This decrease occurred mainly because of the addition of the Lao People's Democratic Republic and the Organization of Eastern Caribbean States to the list of PCFCs. In PCFCs, representation of civil society organizations decreased in 2021 by 5 percentage points from 2020, and participation of teachers organizations remained almost the same (figure 2.3).

Figure 2.3. The proportion of local education groups with teacher organization representation has shown some improvement, but progress in civil society representation has been slower
Proportion of local education groups with civil society and teacher representation (percent)



Source: GPE Secretariat data, calendar years 2020–21.
Note: PCFCs = partner countries affected by fragility and conflict.

[44] Indicator 8iiic, unlike Indicator 19 in the previous results framework, includes only national civil society organizations.
[45] Myanmar reported the existence of a local education group in calendar year 2020; however, after the coup d'état in 2021, no local education group is reported. Nevertheless, there is a developing partner group (and several other coordination groups) in the country.

Coordinated Financing and Funding (Alignment of GPE Grants with Country Systems, Joint Financing Arrangements)

Another measure of sector coordination is the alignment of external financing with national systems. The purpose of alignment is to use partner countries' institutions, human resources, procedures and tools as the mainstays for implementing aid to education. Because of their structural proximity with national systems, aligned modalities can provide unique opportunities to support the capacity strengthening and transformation of those systems in partner countries. They can improve transparency and accountability around the national budget and systems, enhance the relevance and quality of joint sector dialogue, provide increased absorption of external financing contributing to impact at scale and leverage cross-cutting reforms that have a critical impact on education. A GPE factsheet, "Aligning Funding with National Systems," lays out GPE's approach to the challenge and opportunities offered through greater use of country systems.[46]

Indicator 12i monitors GPE alignment, measuring the proportion of core GPE grant funding aligned with national systems.[47] An "aligned" grant meets at least seven of 10 criteria of alignment (across seven dimensions) with national systems. The proportion of aligned core grants by volume of financing fluctuated over the period 2015–22, from a low of 40.1 percent in 2019 to a high of 54.7 percent in 2022 (figure 2.4).[48] The proportion of aligned grant funding hovered around 50 percent in 2020–22, which was not the case before 2018. This proportion is confirmed by corroborating information that shows the emergence of new aligned modalities—or GPE's participation in aligned modalities for the first time—in several countries, including Guinea, Maldives, Niger, Pakistan (Punjab), Senegal and Tanzania.

In 2015, active GPE grants met, on average, 5.1 out of 10 criteria; in 2022, that average had improved to 5.7 criteria.[49] The aligned grants included not only budget support modalities in countries perceived to have stronger public financial management systems but also aligned modalities that allow more targeted oversight and risk management (*aid-on-budget* modalities, also known as *ringfenced* or *earmarked* budget support). This flexibility in addressing fiduciary oversight needs according to context is critical.

Indicator 12i has limitations because it considers only grants active in a given fiscal year, with an arbitrary cutoff point for inclusion (active between July 1 of one year and June 30 of the following

[46] Global Partnership for Education (GPE), "Aligning Funding with National Systems," (Washington, DC: GPE, August 2021) https://assets.globalpartnership.org/s3fs-public/document/file/2021-08-gpe-factsheet-aligning-funding-national-systems.pdf?VersionId=MTqT6v4Q4X1CP.y2DirUf9L9B6AxuAiK.

[47] Core GPE funding includes education sector program implementation grants and Multiplier grants; it excludes accelerated funding, COVID-19 accelerated funding, education sector plan development grants and program development grants. Global Partnership for Education (GPE), *GPE Results Framework 2025: Methodological Technical Guidelines*, (Washington, DC: GPE, 2022), 45, https://www.globalpartnership.org/content/gpe-results-framework-2025-methodological-technical-guidelines.

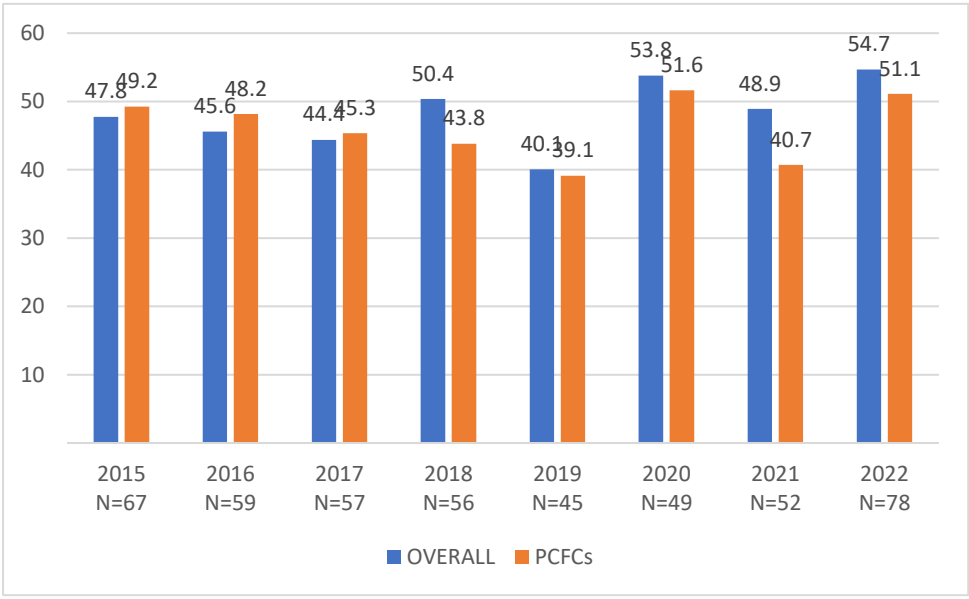
[48] Indicator 12 looks at implementation grants active at any point during the fiscal year. The numbers here differ from the ones published in previous reports because of a change in methodology for calculating Indicator 12i. Changes with regard to fiscal year 2020, GPE 2020 results framework Indicators 29 and 30: for Tanzania and Zanzibar, grant 1338 was merged with grant 350 (the Swedish International Development Cooperation Agency reported one grant instead of two). Also, dimension 2.2 was switched to dimension 1 and dimension 5 to dimension 0.

[49] The average number of criteria met has remained at six since fiscal year 2020; from fiscal year 2015 up to fiscal year 2020, it was five.

year).[50] That restriction means that a gap year in financing to specific countries can affect the data; for example, the closure of six aligned grants in fiscal year 2020 created a sudden dip in the proportion of aligned grant funding in fiscal year 2021.[51] For that reason, longer-term trends are more relevant than any annual changes.

Alignment remains an area of focus during GPE 2025 because using the system itself to implement a program is potentially one of the most direct ways to sustainably contribute to education system transformation. The Secretariat has implemented an alignment roadmap since 2017 to promote the use of aligned modalities.[52] The reinforced integration of alignment in the operating model, together with the continued effort, is expected to drive progress in alignment during GPE 2025.[53]

Figure 2.4. Alignment has hovered around 50 percent since 2018
Proportion of GPE grant funding aligned to national systems (percent)



Source: GPE Secretariat data, fiscal years 2015–21.
Note: PCFCs = partner countries affected by fragility and conflict.

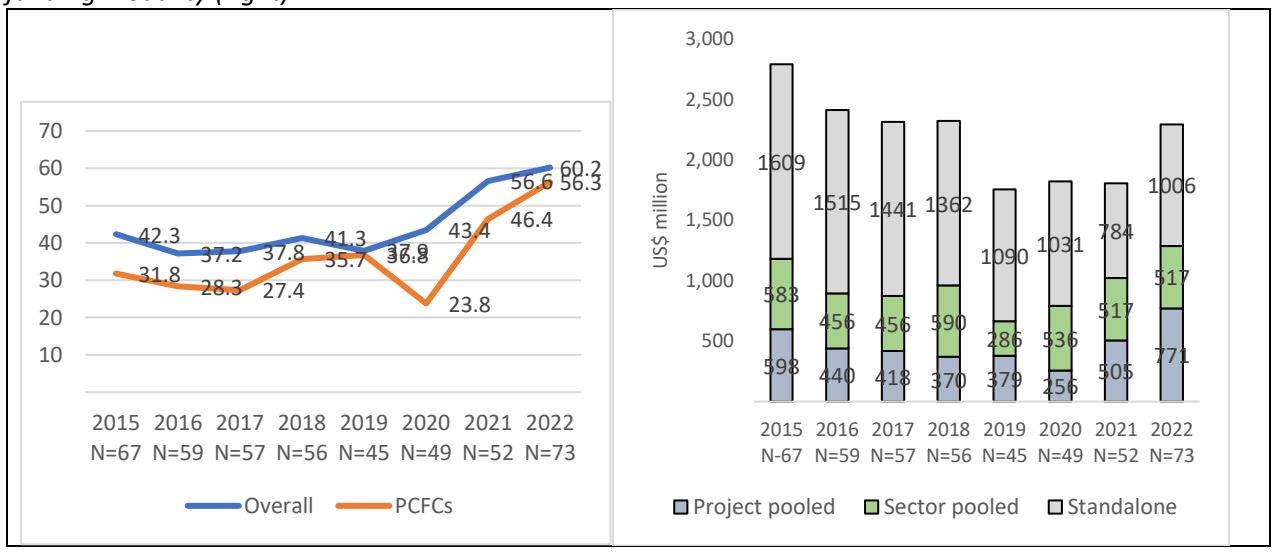
[50] This limitation also applied to Indicator 12ii.
[51] In 2020, six grants with aligned modalities (worth $588 million) closed; in 2021, two other grants with aligned modalities (worth $170 million) became active. No aligned grants closed in 2021, and 10 grants (worth $268 million) became active in 2022, which explains the decline in the proportion of grant funding using aligned modalities in 2021 and the significant increase in 2022. A longer-term look at the alignment criteria shows some improvements.
[52] Global Partnership for Education (GPE), *Portfolio Review 2017* (Washington, DC: GPE, 2017), https://www.globalpartnership.org/content/2017-gpe-portfolio-review.
[53] A brief published in 2021 presents GPE's conceptual approach to the use of country systems through the experience of five partner countries (Burkina Faso, Nepal, Niger, Senegal and Tanzania). It shows the variation and contextualization in the rollout of aligned modalities, as well as different approaches to maximizing their potential and managing associated opportunities and risk. Global Partnership for Education (GPE), "Aligning Aid for Education with National Systems: Supporting System Transformation and Better Education Outcomes," (Washington, DC: GPE, 2021), https://www.globalpartnership.org/content/aligning-aid-education-national-systems-transformation-better-outcomes.

To avoid high transaction costs associated with stand-alone grants and to further strengthen sector coordination, GPE promotes the use of harmonized funding modalities. Indicator 12ii measures the proportion of GPE grant funding using co-financing modalities, namely project- or sector-pooled mechanisms. In a project-pooled grant, funding from more than one partner supports one common project. In a sector-pooled grant, multiple partners deliver funds in a coordinated manner to provide funding at scale.[54]

PCFCs made significant progress in the use of harmonized funding modalities. In 2021, 56.6 percent of grant funding used harmonized funding modalities, and in PCFCs the proportion was 46.4 percent (figure 2.5). In 2022, the overall value of Indicator 12ii increased to 60.2 percent, and for PCFCs to 56.3 percent, with seven grants using harmonized funding modalities becoming active in 2022, four of them Multiplier grants. There was a $248 million net gain of harmonized funding modality between 2021 and 2022. One grant using harmonized funding modalities (worth nearly $17 million) closed in 2021, and nine grants (worth $265 million) became active in 2022, signifying GPE's continuous engagement and support for country partners' use of harmonized funding modalities.

Between 2015 and 2019, the proportion of implementation grant funding using harmonized modalities remained at about 40 percent, but that proportion increased dramatically in 2020, 2021 and 2022. For PCFCs, the proportion remained at about 30 percent through 2018, with a large decrease from 36.8 percent in 2019 to 23.8 percent in 2020. The share of sector-pooled funding has remained slightly higher than that of project-pooled funding throughout the years; however, the share of funding channeled through both types of harmonized modalities has steadily increased since 2019.

Figure 2.5. More than half of grant funding was through harmonized modalities in 2021, an improvement since 2015
Proportion of GPE grant funding using harmonized funding modalities (left) and volume of grants by funding modality (right)



Source: GPE Secretariat data, fiscal years 2015–22.
Note: PCFCs = partner countries affected by fragility and conflict.

[54] GPE, *GPE Results Framework 2025: Methodological Technical Guidelines*, 48.

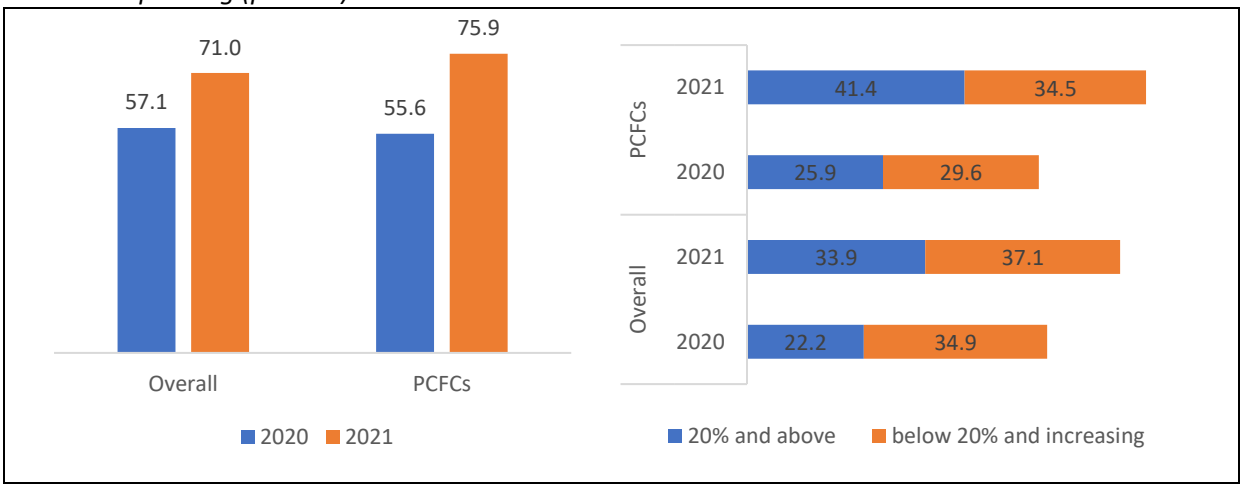
2.4. Domestic Financing (Indicators 4i and 11)

Transforming education systems in partner countries requires financial resources, and government expenditure is the most important source of funds for the education sector.[55] In addition to mobilizing domestic resources, GPE 2025 seeks to support the efficiency of spending and ensure that the most vulnerable children benefit equitably from government expenditure on education.

Indicator 4i tracks the share of partner countries that increased spending on education or that met or exceeded the 20 percent benchmark.[56] In 2021, 71 percent (44 of 62) of the partner countries with data available achieved the 20 percent benchmark or increased their share of education spending from 2020 (figure 2.6).[57] PCFCs recorded some progress in domestic financing, with 75.9 percent of them (22 of 29) spending at least 20 percent on education in 2021 or increasing their share of education expenditure from the previous year. Overall, the value of Indicator 4i increased by 14 percentage points between 2020 and 2021.[58] Seven partner countries increased their share of education spending from below 20 percent in 2020 to above the 20 percent benchmark in 2021.[59]

Figure 2.6. Partner countries achieved some progress in domestic education financing between 2020 and 2021

Proportion of countries that achieved the 20 percent benchmark (left) or increased the share of education spending (percent)



Source: GPE Secretariat.

[55] According to the 2019 Global Education Monitoring Report, government spending accounts for four out of five dollars spent on education. See UNESCO, *Global Education Monitoring Report 2019 – Migration, Displacement and Education: Building Bridges, Not Walls*, (Paris: UNESCO, 2019), https://unesdoc.unesco.org/ark:/48223/pf0000265866.

[56] Data for Indicator 4i (previously called Indicator 10 in the GPE 2020 results framework) are collected by the GPE Secretariat, using publicly available budget documents.

[57] In 2021, 21 partner countries had a share of education spending at 20 percent or above and 23 countries had a share of spending below the 20 percent benchmark but improved from the previous year.

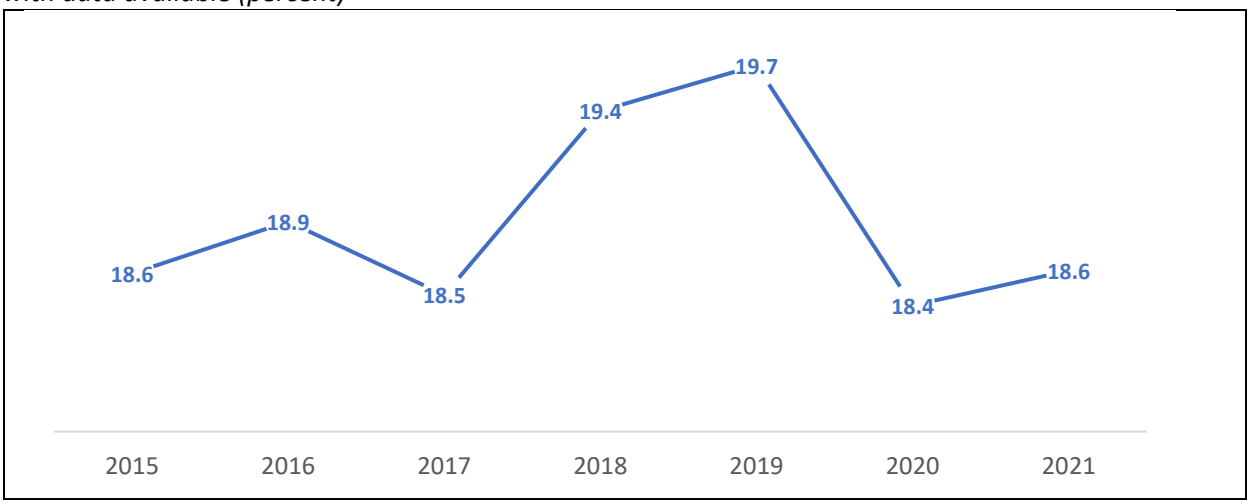
[58] The 2020 baseline data for Indicator 4i show the proportion of partner countries with a share of education expenditure at 20 percent or above in 2020 or with progress between 2019 and 2020.

[59] Those countries are Benin, The Gambia, Kiribati, Mali, São Tomé and Príncipe, St. Vincent and the Grenadines, and Zambia.

Note: The 2021 data for Indicator 4i capture the proportion of countries achieving the 20 percent benchmark or increasing their share of education expenditure between 2020 and 2021. The 2020 data point captures the proportion of countries achieving the 20 percent benchmark or increasing their share of education spending between 2019 and 2020. PCFCs = partner countries affected by fragility and conflict. N=63PCs in 2020, N=62PCs in 2021.

The trends of the share of education spending show that domestic financing has not yet recovered from the COVID-19 pandemic's shocks. Forty-three partner countries have data available for the entire period 2015–21. Figure 2.7 shows an unsteady increase in the average share of education expenditure between 2015 and 2019, followed by a significant drop in 2020, and then a slight increase of 0.2 percentage point in 2021. In 2020, the average share of education spending decreased by 1.3 percentage points, reaching its lowest level since 2015. This decline in education spending is combined with a contraction of partner countries' gross domestic product, following the economic slowdown caused by the COVID-19 disruptions,[60] and can be associated with the impact of the COVID-19 pandemic on education financing. A study by the World Bank and UNESCO shows that two-thirds of low- and lower-middle-income countries have reduced their public education budgets since the onset of the COVID-19 pandemic.[61] A more recent World Bank and UNESCO report released as part of the Transforming Education Pre-Summit highlights that the share of education spending in low- and lower-middle-income countries fell in 2020, recovered somewhat in 2021, but fell again in 2022 and remains below 2019 levels.[62]

Figure 2.7. The share of education expenditure declined in 2020
Average share of government expenditure on education excluding debt service in 43 partner countries with data available (percent)



Source: GPE Secretariat.

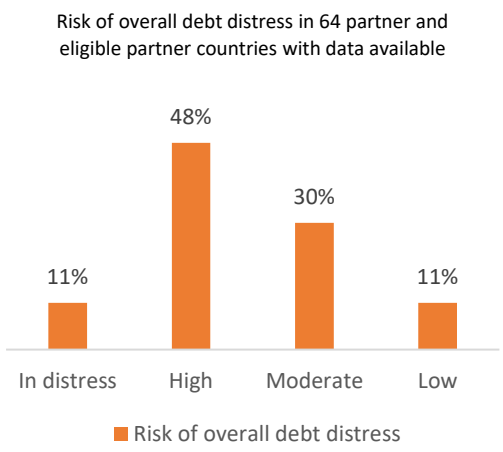
[60] International Monetary Fund, *World Economic Outlook, April 2020: The Great Lockdown*, (Washington, DC: IMF, 2020), https://www.imf.org/en/Publications/WEO/Issues/2020/04/14/weo-april-2020.
[61] World Bank and UNESCO, *Education Finance Watch 2021*, (Washington, DC, and Paris: World Bank and UNESCO, 2021), https://documents1.worldbank.org/curated/en/226481614027788096/pdf/Education-Finance-Watch-2021.pdf.
[62] World Bank and UNESCO, *Education Finance Watch 2022*, (Washington, DC, and Paris: World Bank and UNESCO, 2022), https://thedocs.worldbank.org/en/doc/e52f55322528903b27f1b7e61238e416-0200022022/related/EFW-2022-Jul1.pdf.

A longer-term look at the volume of education expenditure, however, shows positive trends over the last decade in the 76 GPE partner countries, but the pace of progress is declining. Estimations based on UIS data show that government education spending in GPE partner countries increased by $19.4 billion from 2010 to 2015 and by $14.4 billion from 2015 to 2020.[63] Despite the school-age population growth driven by demographic pressures in partner countries, the average annual spending per child increased from $96 in 2010 to $129 in 2015 and to $159 in 2020.[64]

Partner countries' ability to finance the education sector may be affected by various challenges. According to UNESCO estimates, assuming that the budget share dedicated to education remains stable, the volume of spending could drop in the future because of governments' reduced capacity to raise revenues and maintain overall expenditure.[65] The anticipated COVID-19-related debt crisis could worsen challenges to education financing. Because pandemic recovery policies were often financed by increased debt, many low- and lower-middle-income countries currently face higher risks of debt distress.[66] Rising debt levels, associated with increased pressures on government finance, could potentially reduce the resources available to finance education (box 2.2).

[63] These numbers are expressed in constant 2015 US dollars.
[64] There are important differences in the spending per child across income groups. In 2020, the average spending per child was $66, $218 and $944 in low-, lower-middle- and upper-middle-income partner countries, respectively.
[65] UNESCO, "Why the world must urgently strengthen learning and protect finance for education," News release, October 16, 2020, https://en.unesco.org/news/why-world-must-urgently-strengthen-learning-and-protect-finance-education.
[66] M. A. Kose et al., "What Has Been the Impact of COVID-19 on Debt? Turning a Wave into a Tsunami." Policy Research Working Paper 9871, (Washington, DC: World Bank, 2021).

Box 2.2. Debt and education financing



The Debt Sustainability Framework, developed by the Word Bank Group and International Monetary Fund, assesses risks to debt sustainability. It classifies countries on the basis of their assessed debt-carrying capacity and uses a set of indicators to assign risk ratings of debt distress.

The most recent analysis of debt sustainability shows that half of GPE partner and eligible partner countries are either in debt distress or are experiencing a high risk of debt distress.[a] A recent study suggests that increased external debt is associated with a higher risk of budget cuts, which could, in turn, be associated with a decline in education spending.[b]

Source: World Bank, Debt & Fiscal Risks Toolkit, https://www.worldbank.org/en/programs/debt-toolkit/dsa.

a. The debt sustainability analyses were conducted in each country and published between 2018 and 2022. For the latest listing, see the International Monetary Fund's "List of LIC DSAs for PRGT-Eligible Countries, as of August 29, 2022," https://www.imf.org/external/Pubs/ft/dsa/DSAlist.pdf. The Debt Justice (formerly Jubilee Debt Campaign) provides an alternative indicator of debt risk, https://data.debtjustice.org.uk/.
b. E. Miningou, "External Debt, Fiscal Consolidation, and Government Expenditure on Education." Working Paper 22-02. Groupe de Recherche en Économie et Développement International, 2022.

The ITAP assessments suggested that domestic financing should be a high priority in the Democratic Republic of Congo and Tajikistan, and a medium priority in Kenya. An examination of ITAP assessments in the pilot countries shows that partner countries face a variety of challenges related to domestic education financing, including low shares of education spending in total government expenditures, low execution rates of the education budget and high reliance on debt to finance government spending. The combination of low budgetary allocations and low execution rates leads to an insufficient volume of education financing. As a result, the sector relies heavily on households to finance education, which poses an affordability issue for the poorest households, and on high-cost loans, which poses sustainability issues, especially in countries already facing high debt service levels. For instance, in the Democratic Republic of Congo and Kenya, the high level of household spending on education generates equity issues, as poorer households may not be able to afford the cost of education. Because of the government's weak revenue mobilization, the Democratic Republic of Congo faces challenges in ensuring full execution of the approved education budget.

Other challenges facing the equity of government education expenditure include inequitable distribution of education resources across geographical areas and issues with pro-poor spending. The main efficiency-related issues in the pilot countries include high internal inefficiencies driven by high dropout and repetition rates, inadequate teacher deployment policies and the poor quality of education system governance. For instance, in the Democratic Republic of Congo, public spending on education is not pro-poor and there is no policy for targeting more disadvantaged provinces with a higher

proportion of funds. In Kenya, uneven deployment of teachers across different counties and high levels of repetition and dropouts result in inefficiencies in the use of funding.

Addressing the gender gap in access and learning outcomes requires that gender equality be integrated in the education budget process (see box 2.3). GPE 2025 aims to use various incentives to further support the volume, efficiency and equity of domestic financing for education and to contribute toward addressing the issues facing gender equality in access and learning outcomes. With the rollout of the new funding model, data will become available in the future to assess the effectiveness of those incentives.

Box 2.3. Accounting for gender equality in domestic financing

Education financing is fundamental to advancing gender equality, and gender equality is a key consideration for the analysis and policy development of education financing. Gender-responsive public expenditure management is an approach to assess the budget cycle and the different effects of education spending on children of all genders, and it reorients spending to redress imbalance, thus improving gender responsiveness in how funds are allocated and accounted for.[a] The analysis of previous expenditure can also shed light on important disparities—for example, through the analysis of the access to education by level of education for children of different genders and the relative budget allocation. This analysis is called a gender-based benefit incidence.[b]

a. United Nations Girls' Education Initiative (UNGEI) and Malala Fund, "Spending Better for Gender Equality in Education: How Can Financing Be Targeted to Improve Gender Equality in Education?" (New York: United Nations, January 2021), https://www.ungei.org/sites/default/files/2021-02/Spending-Better-for-Gender-Equality-In-Education-Research-Report-2021-eng.pdf; B. Welham et al., "Gender-Responsive Public Expenditure Management: A Public Finance Management Introductory Guide," (London: Overseas Development Institute, 2018), https://cdn.odi.org/media/documents/12188.pdf.

b. P. Chakraborty, L. Chakraborty, and A. Mukherjee, *Social Sector in a Decentralized Economy: India in the Era of Globalization*, (Cambridge: Cambridge University Press, September 2017), chapter 7, https://www.cambridge.org/core/books/social-sector-in-a-decentralized-economy/measuring-benefit-

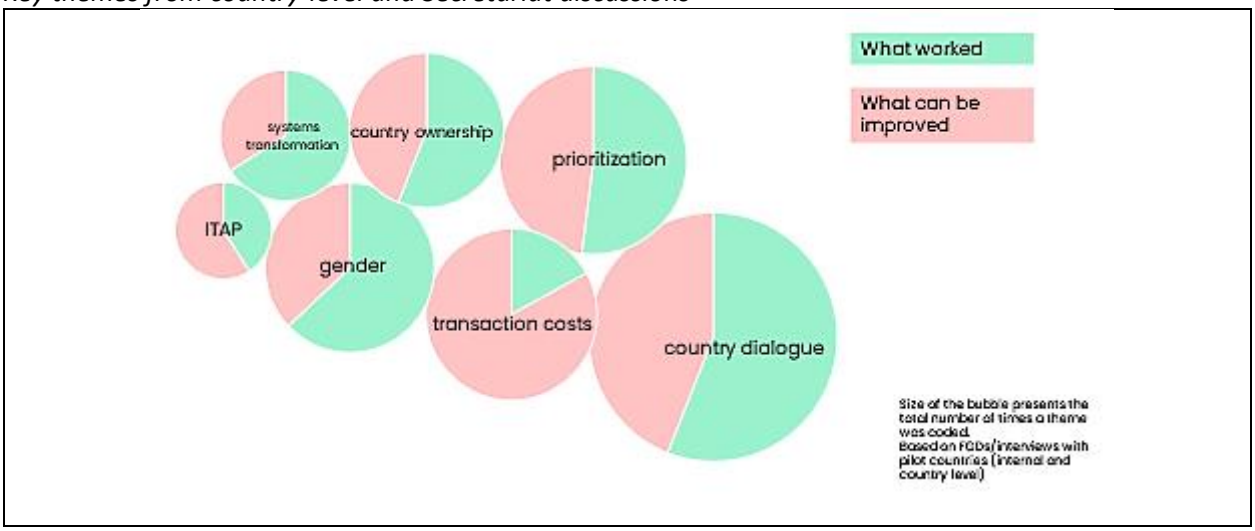
2.5. Learning from Pilots

As part of the operating model rollout, GPE instituted an agile learning approach—the learning framework—to provide continuous and ongoing evidence-based learning to better understand the functioning of the different parts of the operating model (gender hardwiring, enabling factors assessments, ITAP, compact and others). The findings are shared with the partnership on an ongoing basis, as part of the learning and adaptations process (see box 2.4). The framework captures some initial lessons learned from pilot country surveys, focus group discussions with Secretariat staff and formal and informal feedback from partners, particularly at the country level.[67] Figure 2.8 shows key themes that emerged from these data.

[67] Government focal points, coordinating agents, civil society organizations and other stakeholders at the country level.

Figure 2.8. The operating model incentivizes country dialogue, prioritization and gender equality, among others

Key themes from country-level and Secretariat discussions



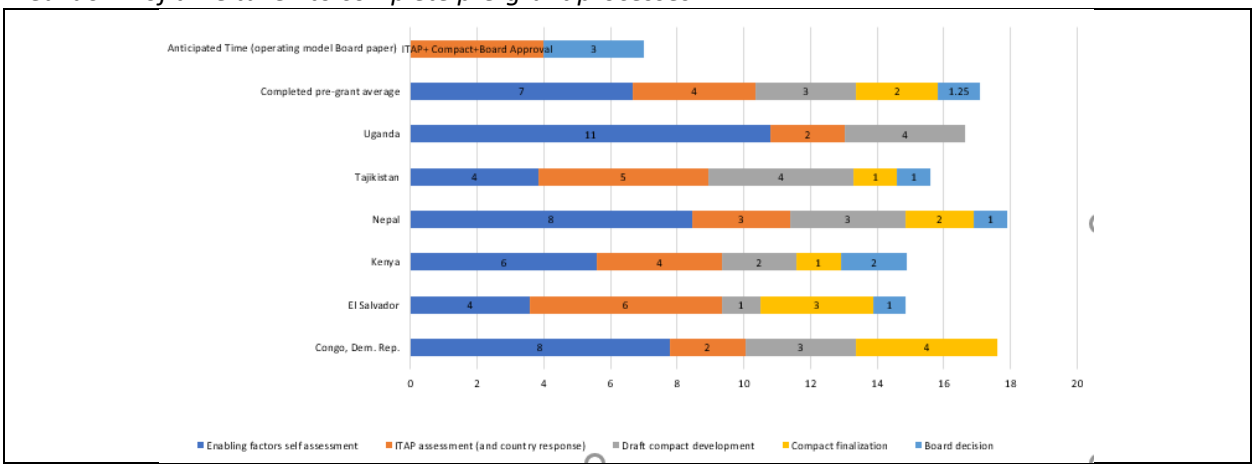
Source: GPE Secretariat.

Note: The size of the bubble presents the total number of times a theme was coded. FGD = focus group discussion; ITAP = Independent Technical Advisory Panel.

Decreasing transaction costs for partner countries was identified as a key area for improvement in the new operating model, with pre-grant processes taking longer than expected (see figure 2.9). Reasons for delays include (1) data required to fill GPE templates took longer than expected due to insufficient technical capacity in countries, (2) challenges with compiling the data needed for the enabling factors analysis, (3) issues with domestic finance data because of varying fiscal calendars and how country-level budgets are presented, and (4) local context (for example, COVID-19 lockdowns, focusing on other priorities, simultaneously working on education sector plan, issues with coordinating agency leadership, political signoff and others).

Figure 2.9. The average time to complete pre-grant processes is 18 months, with most time spent during the enabling factors self-assessment

Breakdown of time taken to complete pre-grant processes



Source: GPE Secretariat.

Note: ITAP = Independent Technical Advisory Panel.

Regarding country dialogue, the enabling factors and partnership compact process have led to a consultative dialogue. The country owns that dialogue, especially when the country has active ministry leadership in place. Some lessons learned point to areas of improvement, which include ensuring that (1) the technical aspects of the dialogue do not deemphasize the political aspects of reform, (2) an inclusive technical working group for enabling factors and partnership compact development leads the process, with participation from civil society organizations and teachers unions, and (3) policy prioritization is informed by identification of system bottlenecks and potential for system transformation and not just by availability of funding and political willingness to work in the priority reform.

Initial lessons regarding gender show that including gender-responsive planning and monitoring as one of the enabling factors ensured the topic's inclusion during the planning process and development of partnership compacts. Examples from pilot countries include the following: (1) active involvement of government gender experts (the Democratic Republic of Congo, El Salvador), (2) establishment of a stand-alone gender priority (Nepal), and (3) ensuring the use of sex-disaggregated data (El Salvador and Tajikistan). Despite those improvements, lessons learned suggest the need to devote more attention to the intersection of gender with other factors such as poverty and ethnic background. Many of the documents shared by partner countries include gender analyses that explain the gender dynamics in those countries; however, weak links exist between the gender analyses and the education sector in identifying key bottlenecks. The lessons also suggest a need for a common approach to monitoring progress on gender equality.

Box 2.4. The Secretariat's webinar with the pilot countries

GPE organized a two-day webinar on June 21–22, 2022 to hear from stakeholders in partner countries that piloted the new model: the Democratic Republic of Congo, El Salvador, Kenya, Nepal, Tajikistan and Uganda. Marcellus Albertin, head of the Human and Social Development Cluster at the Organization of Eastern Caribbean States, moderated the discussions.

The webinar provided a partnership learning moment, with more than 100 participants each day, allowing exchanges among countries on lessons learned from their respective experiences. The discussions provided insight into various aspects of GPE's new model for other partner countries that will subsequently engage with it, and more broadly for the whole partnership.[a]

a. GPE Secretariat, "Learning from the partner countries piloting the GPE 2025 approach," *Education for All* (blog), July 14, 2022, https://www.globalpartnership.org/blog/learning-partner-countries-piloting-gpe-2025-approach.

A Need to Sustain Partner Countries' Progress in Domestic Financing, Alignment and Harmonization, and to Strengthen Data Systems

This chapter has discussed the partnership's progress in country-level objectives 1 and 2, focusing on GPE 2025 enabling factors and sharing preliminary findings from the pilot implementation of the initial phases of the operating model. Designed to track overall progress in data and evidence, sector coordination, domestic financing and gender-responsive sector planning, policy and monitoring, the results framework indicators also monitor the implementation and effectiveness of the GPE 2025

instruments deployed at different stages of the operating model (ITAP assessment, partnership compact and grant implementation) to drive progress in those areas.

Assessment of enabling factors identified several priority areas to be addressed in order to facilitate education system transformation. The data and evidence enabling factor was assessed as a high-priority area in all three partner countries that went through the ITAP assessment in 2021. Sector coordination and domestic financing were assessed as high-priority areas in two countries and gender-responsive sector planning and monitoring as a high-priority area in one country.

Overall, partner countries recorded some progress in the volume of government expenditure on education but have not yet recovered from shocks related to the COVID-19 pandemic. In 2021, 71 percent (44 out of 62) of partner countries with data available achieved the 20 percent benchmark or increased their share of education spending from 2020. The average share of government expenditure on education improved in 2021 after an important decline in 2020 due to the COVID-19 pandemic. Despite this rebound in 2021, education expenditure is still below the prepandemic level and remains vulnerable to the debt crisis that GPE partner countries currently face.

Progress varied in other areas. GPE saw progress in alignment and harmonization of its grant funding, and inclusiveness of local education groups slightly improved in 2021. Data reporting to UIS, however, remains an issue for GPE partner countries, with the proportion of countries reporting key education data to UIS declining in 2021. Although that decline may not fully demonstrate a lack of data at the country level, the result signals a need to strengthen data systems to ensure that partner countries can collect and disseminate quality data that meet international standards.

As of December 2021, only three partner countries had gone through the early stages of the system transformation grant process and no country was approved for a system capacity grant. The GPE 2025 operating model is being implemented in additional countries, and more data will be available in the future to discuss the GPE 2025 enabling factors. Preliminary data show that the ITAP process identified key barriers to gender-responsive sector planning, policy and monitoring; data and evidence; sector coordination and domestic financing. Partnership compacts will likely reflect those challenges, and the incentives provided by the GPE 2025 operating model should eventually contribute to addressing the issues. A learning framework was put in place to learn from the implementation of the operating model in the pilot countries and is helping to identify potential adjustments to the operating model.

Chapter 3. Strengthen Capacity, Adapt and Learn, to Implement and Drive Results at Scale

Results at a glance	Baseline	Year	Benchmark
14ia. Proportion of implementation grants meeting overall objectives during implementation	FY n/a	FY2022: 63.9%	80%
14ia. Proportion of implementation grants meeting objectives by eight priority areas under GPE 2025 during implementation			
Priority Area: Access	FY n/a	FY2022: 72.0%	80%
Priority Area: Learning	FY n/a	FY2022: 76.3%	80%
Priority Area: Gender equality	FY n/a	FY2022: 82.7%	80%
Priority Area: Inclusion	FY n/a	FY2022: 80.0%	80%
Priority Area: Early learning	FY n/a	FY2022: 80.0%	80%
Priority Area: Quality teaching	FY n/a	FY2022: 74.5%	80%
Priority Area: Equity, efficiency and volume of domestic financing	FY n/a	FY2022: 71.4%	80%
Priority Area: Strong organizational capacity	FY n/a	FY2022: 74.6%	80%
14ib. Proportion of implementation grants met overall objectives at completion	FY n/a	FY2022: n.e.d	80%
14ib. Proportion of implementation grants met objectives by eight priority areas under GPE 2025 at completion	FY n/a	FY2022: n.e.d	80%
14ii. Proportion of grants with a Girls' Education Accelerator component where the Girls' Education Accelerator-funded component met its objective at completion	FY n/a	FY2022: n.e.d	80%

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

Key findings

As of the end of June 2022, 15 grants had been approved under the GPE 2025 operating model. They include 13 system capacity grants and two Multiplier grants, one of which includes financing from the Girls' Education Accelerator funding mechanism.

The volume of active implementation grants at the end of June 2022 was US$2.9 billion, the highest level since 2015. That volume largely reflects the growth in approvals toward the end of the GPE 2020 strategy period.

Of 74 education sector program implementation grants active at the end of June 2022, 61 grants submitted a progress report in fiscal year 2022. Of those 61, 39 (or 64 percent) were on track with implementation, 16 percentage points below the results framework benchmark of 80 percent. For most grants, implementation delays were caused mainly by exogenous factors, such as pandemic-related disruptions and political crisis.

The proportion of grants on track with implementation exceeded 80 percent for gender equality, inclusion and early learning priority areas but fell short for access, learning, teaching, domestic finance and organizational capacity.

In fiscal year 2022, grant agents reported 106,766,151 beneficiaries of GPE active grants, which accounts for 17 percent of the total school-age population in the relevant countries. It includes 35,522,599 girls—50 percent of total beneficiaries for the grants that reported sex-disaggregated data.

In fiscal year 2022, partner countries distributed 56,189,846 textbooks, trained 675,522 teachers and constructed or rehabilitated 8,505 classrooms using GPE grant money. In all three areas, the numbers achieved were the highest since the beginning of the previous strategy in fiscal year 2016.

COVID-19 accelerated funding grants accounted for 77 percent of all students who benefited from GPE implementation grants, and 74 percent of all teachers trained. Because all COVID-19 accelerated funding grants are expected to close in fiscal year 2023, grants' achievements in these areas in coming years will hinge on the progress of ongoing grants as well as speedy approval and implementation of new grants under GPE 2025.

Introduction

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

3.1. Grant portfolio

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

Overview of GPE Grants

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

Box 3.1. Grant mechanisms introduced under GPE 2025

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

a. See a description of the partnership compact in the introduction of this report.
b. Global Partnership for Education (GPE), "Guidelines for System Capacity Grant (Draft)," (Washington, DC: GPE, 2021), https://www.globalpartnership.org/content/guidelines-system-capacity-grant-draft.
c. GPE, "Girls' Education Accelerator," (Washington, DC: GPE, March 2021), https://www.globalpartnership.org/content/girls-education-accelerator.
d. GPE, "GPE Multiplier" web page, https://www.globalpartnership.org/funding/gpe-multiplier.

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

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

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

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

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

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

Portfolio of Implementation Grants

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

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

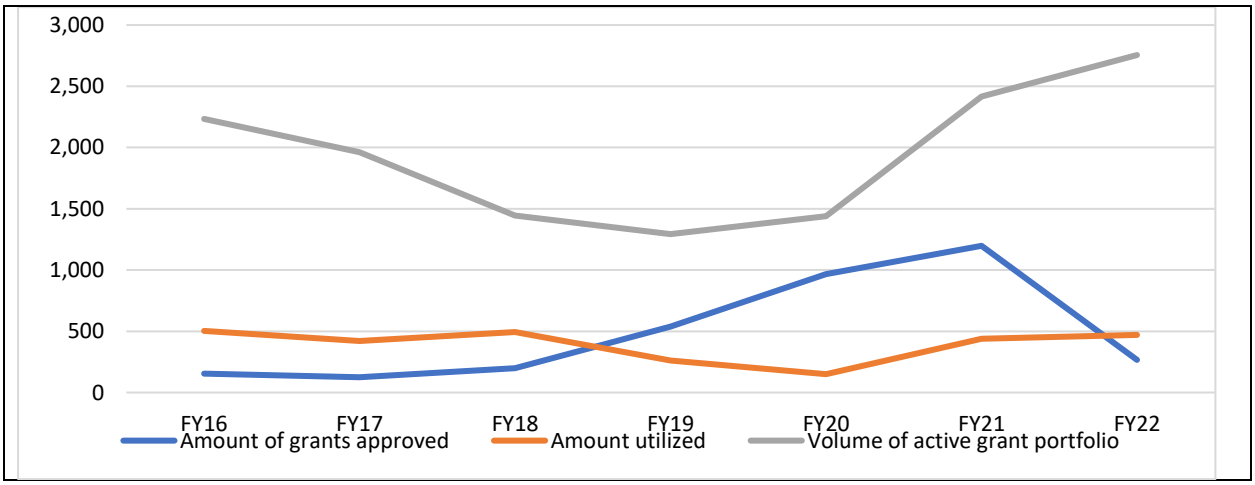
The volume of grants approved dropped from $1.2 billion in fiscal year 2021 to $267 million in fiscal year 2022 because of the ongoing rollout of the GPE 2025 operating model. However, compared to the approvals in the early years of GPE 2020, the number and the volume of approvals in fiscal year 2022

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

were higher. The approvals in fiscal year 2022 consist of 19 grants,[69] including two Multiplier grants (El Salvador and Rwanda) approved under the new GPE 2025 operating model. The El Salvador grant includes financing from the Girls' Education Accelerator (see details in the grant completion status section later in this chapter). Approvals of system transformation grants are expected in fiscal year 2023.

The total amount utilized has increased to $470 million in fiscal year 2022 after dropping in fiscal year 2020. Accelerated funding grants (including COVID-19 accelerated funding grants) accounted for 43 percent of the total amount utilized in fiscal year 2022[70] despite constituting only 25 percent in terms of total volume of funding. The accelerated funding grants are implemented over a shorter time frame (18 months) and are expected to utilize funds at a faster pace than other types of implementation grants (four years). Education sector program implementation grants utilized a total of $267 million in fiscal year 2022. The total amount utilized for all grants would have been $650 million, 37 percent higher than the actual amount utilized, if grants considered off track or slightly behind with fund utilization[71] had utilized the fund to the level considered on track.

Figure 3.1. Volume of active implementation grants grew substantially in recent years
Amount of grants approval, utilization and volume of active grant portfolio (in US$ millions)



Source: Global Partnership for Education (GPE), *Portfolio Review 2016*, (Washington, DC: GPE, January 2017), https://www.globalpartnership.org/content/2016-gpe-portfolio-review; GPE, *Grant Performance Report 2019*, (Washington, DC: GPE, February 2020), https://www.globalpartnership.org/content/2019-grant-performance-report; GPE, *Grant Status Report 2020*, (Washington, DC: GPE, March 2021), https://www.globalpartnership.org/content/annual-grant-status-report-2020.
Note: Utilization figures may not align with those reported elsewhere because of adjustments made to figures on the basis of actual reports received from grant agents. FY = fiscal year.

[69] The 19 grants approved in fiscal year 2022 consist of three education sector program implementation grants, nine multipliers, four regular accelerated funding grants and three additional financings. The total is reported as 18 elsewhere because it counts two approvals for the Republic of Yemen (for an education sector program implementation grant and a Multiplier) as one.
[70] COVID-19 accelerated funding grants utilized $143 million in fiscal year 2022.
[71] To rate fund utilization, GPE compares the proportion utilized so far to the proportion of the grant period that has passed. If the amount of time elapsed exceeds the amount of funds utilized by more than 25 percent, the grant is rated off track with utilization. If the difference is between 15 percent and 25 percent, the grant is considered slightly behind. If the difference is smaller than 15 percent, the grant is considered on track.

Allocation of Implementation Grants, by Priority Area and Education Level

GPE 2025 sets out eight priority areas—the areas critical to the achievement of its mission and goal. They are access; learning; gender equality; inclusion; early learning; teaching and teachers; volume, equity and efficiency of domestic finance; and organizational capacity.[72] With the ongoing rollout of GPE 2025, data have been collected from existing implementation grants, approved under GPE 2020, to understand how they contribute to the eight priority areas under GPE 2025.[73]

Consistent with the thematic allocation under GPE 2020, learning and teaching together remain the main focus of GPE grants, accounting for 31 percent of total grant financing.[74] GPE's 80 implementation grants[75] (worth $2.6 billion) active at some point in fiscal year 2022 allocated 20 percent of grant funds to organizational capacity, 19 percent to teachers and teaching, 12 percent to learning, 10 percent to inclusion, 10 percent to early learning, 9 percent to access, 8 percent to gender equality (see the degree of gender mainstreaming in grants in chapter 2 and box 3.3 on the difference between this amount and the amount for mainstreaming gender) and 6 percent to volume, equity and efficiency of domestic finance (figure 3.2).[76]

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

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

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

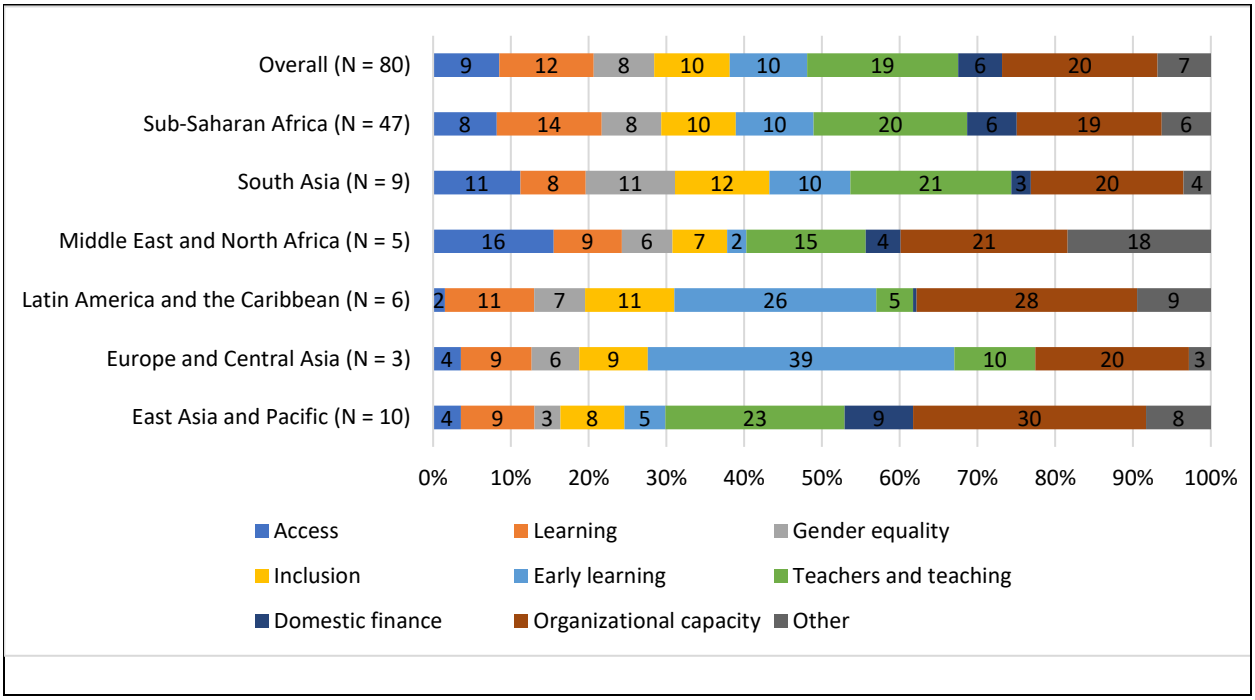
[74] This total increases to 36 percent if we include the amount costed for learning-related codes under the early learning priority area. Grants approved under GPE 2020 allocated 36 percent of financing to learning-related activities, 30 percent to equity and 30 percent to system strengthening. The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

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

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

early learning priority area.

Figure 3.2. The proportion of grant funding allocated to priority areas varied across regions
Proportion of estimated amount allocated to eight priority areas under GPE 2025, by region (percent)



Source: GPE Secretariat.

Box 3.3. Grant costing data on gender equality

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

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

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

3.2. Performance of GPE Grants (Indicators 14ia and 14ib)

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

Overall Progress during Implementation

GPE results framework Indicator 14ia tracks the proportion of GPE implementation grants meeting objectives during implementation. It comprises two parts, one monitoring grants' overall progress (based on implementation and funds utilization ratings) and the other monitoring grants' progress by eight priority areas (based purely on implementation) under GPE 2025. For overall progress, grants are considered on track to achieve their objectives if the overall implementation status and the fund utilization status are both on track, using GPE's grant monitoring standards.[79] These indicators cover education sector program implementation grants (see box 3.4 for the progress and performance of COVID-19 accelerated funding grants).

The share of on-track grants is 16 percentage points below the results framework benchmark of 80 percent. Seventy-four implementation grants were active at the end of fiscal year 2022,[80] of which 61

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

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

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

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

grants submitted a progress report during the fiscal year and are included in the analysis.[81] Of those 61 grants, overall progress was on track in 39 grants (or 64 percent). For the remaining 22 grants, overall progress was off track.[82] Of the 22 off-track grants, 17 grants were off-track both in implementation and fund utilization.[83] For three grants (Nepal, Rwanda and Sierra Leone), implementation was on track but fund utilization was off track. Progress reports for those three grants suggest that implementation has been catching up with the schedule but that fund utilization was off track mainly because of past underspending. For two grants (Mali and Sudan), fund utilization was on track but implementation was off track, largely for two reasons. First, in those countries, the grant agent reported only on funds it had transferred to the project account, but actual use is apparently much lower. Second, the methodology to assess fund utilization status does not take into account the delay in starting the grant after its approval, which amounted to more than a year for Mali.

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

The proportion of grants whose overall progress is on track gradually increased from fiscal year 2016 to fiscal year 2019 but dropped sharply in fiscal year 2020, largely because of pandemic-related disruptions (see Figure 3.3). More than two years into the pandemic, as countries continue working to mitigate its impact and recover from it, the proportion of on-track grants has not yet returned to its prepandemic level. In addition, in fiscal years 2020 and 2021, the majority of the grants considered for this analysis

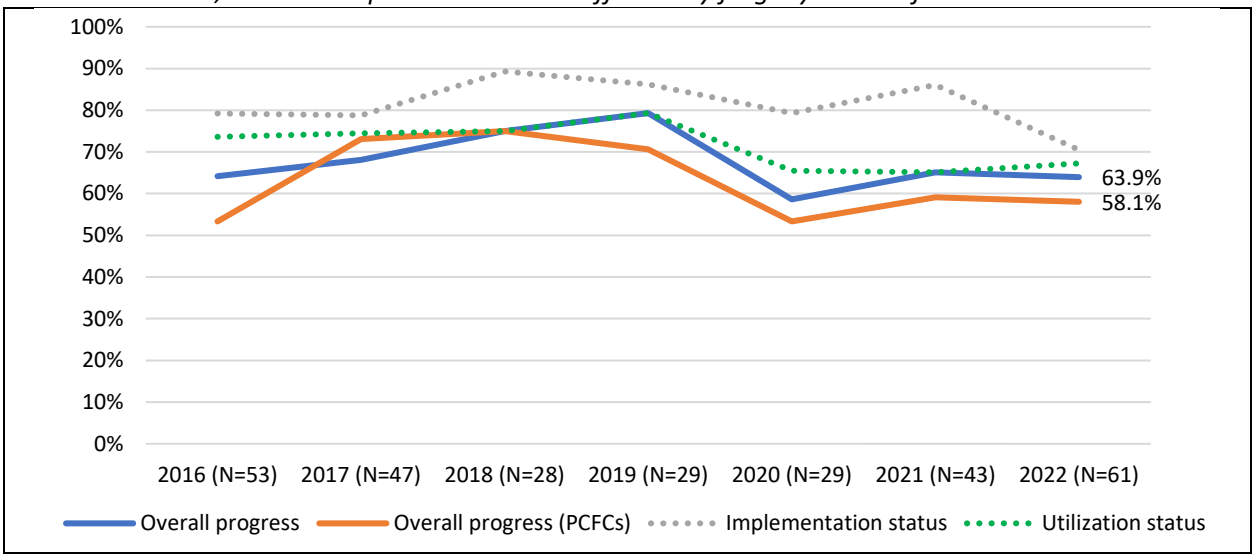
[81] Grant agents are expected to submit their first progress report 15 months after starting implementation. Therefore, analysis of this indicator does not include the following 13 new grants that were not yet due to submit their first report: Bangladesh, Republic of Congo, Guatemala, Guinea-Bissau,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

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

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

were in the early stage of implementation. Evidence from past analysis by the Secretariat[84] shows that a delay in the early implementation stage is an early warning sign of slow implementation and utilization throughout the implementation period, which tends to be extended beyond the original closing date. All partners in the partnership have parts to play so that challenges in slow implementation are addressed in a timely manner and expected outcomes are achieved at completion.

Figure 3.3. The share of on-track grants has not yet recovered to prepandemic levels
Proportion of grants with on-track ratings for overall progress, implementation and fund utilization, FY2016 to FY2022, overall and partner countries affected by fragility and conflict



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

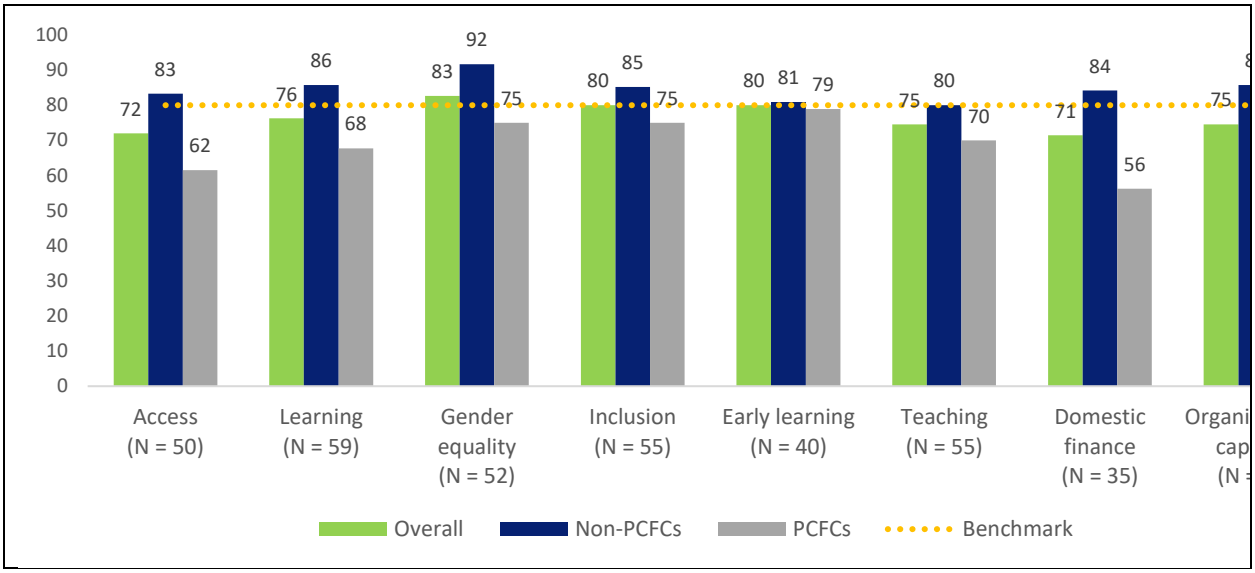
Progress by Priority Area

GPE results framework Indicator 14ia also assesses the proportion of implementation grants on track to meet the objectives for each of the eight priority areas under GPE 2025.[85] This indicator helps determine the likelihood that a grant will achieve its intended objectives in the eight priority areas under GPE 2025 by its closing date. In 2022, the proportion of grants on track to meet objectives varied by priority area

[84] Global Partnership for Education (GPE), "GPE Annual Grant Performance Report 2019" (Washington, DC: GPE, 2019), https://www.globalpartnership.org/sites/default/files/document/file/2020-02-GPE-grant-performance-review-2019.pdf.
[85] The assessment of progress by priority area involves several steps. First, as part of their annual grant reporting, grant agents provide a rating to assess the level of progress for each grant component; and the Secretariat subsequently triangulates that rating. Second, the Secretariat maps the implementation rating for each grant component to its respective priority area(s). Finally, a grant is considered on track to meet objectives in a priority area if more than 50 percent of the total cost for the grant components allocated to the priority area is rated "moderately satisfactory" or better.

and fragility and conflict status. Grants exceeded the results framework benchmark (80 percent) for the gender equality, inclusion and early learning priority areas but fell short for access, learning, teaching, domestic finance and organizational capacity (see figure 3.4).[86] In all priority areas, partner countries affected by fragility and conflict (PCFCs) had a lower proportion of grants on track to meet objectives, with a stark difference observed for some priority areas.

Figure 3.4. Grant progress varied by priority area and fragility status
Proportion of grants on track, by GPE 2025 priority area (percent)



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

Progress reports from grant agents show that for some grants delays in certain priority areas occurred because of challenges that are not specific to those priority areas (e.g., political crisis). For other grants, progress reports mention delays specific to priority areas that are off track. For instance, in some partner countries, activities in the teaching priority area were delayed because of teacher strikes, issues with the teacher data system and lack of coordination and prioritization of teacher trainings offered by many donors. In other partner countries, nonimmediate interventions to address longer-term issues were put on hold to prioritize COVID-19 response. For example, learning assessments (in learning priority area), capacity development of ministry staff (in organizational capacity priority area) and development of a policy on dropout and repetition (in domestic finance priority area) were postponed. The pandemic-related disruption in the supply chain affected procurement of learning materials shipped from outside the country (learning priority area). In addition, enforcement of social distancing norms caused delays in construction of schools (access priority area).

Grant Completion Status

GPE 2025 results framework Indicator 14ib monitors the proportion of implementation grants that met their objectives at completion. A grant is considered to have met its overall objectives at completion if

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

the grant's efficacy is rated "substantial" or better using GPE's grant completion reporting standards.[87] Because only two grants (Kenya and Malawi) submitted completion reports to the GPE Secretariat in fiscal year 2022,[88] values were not calculated for this indicator.

The two grants that submitted completion reports in fiscal year 2022 met their overall objectives. Kenya's GPE grant aimed at improving early grade mathematics competency and strengthening management systems at the school and national levels. The mathematics competency level of grade 2 pupils increased from 79.1 percent at the beginning of the project in 2016 to 81.5 percent at the end in 2021, though it missed the final target of 84.1 percent by 2.6 percentage points.[89] The grant also contributed to strengthening evidence-based policy development by enhancing the country's education management information system and designing and implementing a national learning assessment for primary education. The Malawi grant aimed at improving the quality, equity and efficiency of primary education in selected districts. The intervention reduced the ratio of pupils to qualified teachers in the most disadvantaged districts and improved the promotion rate in lower primary grades.[90]

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

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

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

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

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

Textbook Distribution, Teacher Training and Classroom Construction and Rehabilitation

GPE active implementation grants contributed to textbook distribution, teacher training and classroom construction.[91] In 2022, active implementation grants reported the purchase and distribution of 56,189,846 textbooks, of which 41,307,595 (74 percent) were distributed in PCFCs (Table 3.2). A total of 675,522 teachers were trained (Table 3.3), including 320,517 (47.44 percent) in PCFCs. COVID-19 accelerated funding grants accounted for 45 percent of all textbooks distributed,[92] and 74 percent of the total number of teachers trained.[93] A total of 8,505 classrooms were constructed or rehabilitated, 96 percent of which were in PCFCs (table 3.4). Regular accelerated funding grants accounted for 73 percent of total classrooms constructed.

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

Table 3.2. Number of textbooks distributed in fiscal year 2022

	Non-PCFCs		PCFCs		Total		
	Number of grants reported	Number of textbooks distributed	Number of grants reported	Number of textbooks distributed	Number of grants reported	Number of textbooks distributed	% of textbooks distributed
AF	1	0	11	1,324,233	12	1,324,233	2.4
AF (COVID-19)	9	6,202,824	11	19,230,536	20	25,433,360	45.3
ESPIG	13	8,679,427	29	20,752,826	42	29,432,253	52.4
Total	23	14,882,251	51	41,307,595	74	56,189,846	100.0

Source: GPE Secretariat, based on grant agents' progress and completion reports.
Note: AF = accelerated funding; ESPIG = education sector program implementation grant; PCFCs = partner countries affected by fragility and conflict.

[91] This section shows the numbers of textbooks distributed, teachers trained and classrooms constructed or rehabilitated during the one-year period covered in the grants' progress or completion reports submitted in fiscal year 2022. Because grant agents submit these reports at different times in a year, the results included in these reports may predate the GPE Secretariat's fiscal year 2022.
[92] Most COVID-19 accelerated funding grants distribute learning materials. The methodology for this indicator defines textbooks as those "designed for instructing pupils in specific subject areas, including learning materials."
[93] Some COVID-19 accelerated funding grants have more than one indicator monitoring the number of teachers trained in different topics (e.g., distance learning and catch-up programs to mitigate learning loss). In those cases, in order to avoid double-counting, the highest number of teachers reported across different indicators is used. For partner countries benefiting from more than one type of implementation grant during fiscal year 2022 (e.g., an education sector program implementation grant and a COVID-19 accelerated funding grant), the same teacher may be trained by different interventions financed by different grants, and thus counted as being trained more than once.

Table 3.3. Number of teachers trained in fiscal year 2022

	Non-PCFCs		PCFCs		Total		
	Number of grants reported	Number of teachers trained	Number of grants reported	Number of teachers trained	Number of grants reported	Number of teachers trained	% of teachers trained
AF	2	5,311	14	23,761	16	29,072	4.3
AF (COVID-19)	29	324,359	36	175,889	65	500,248	74.1
ESPIG	25	25,334	39	120,867	64	146,201	21.6
Total	56	355,005	89	320,517	145	675,522	100.0

Source: GPE Secretariat, based on grant agents' progress and completion reports.
Note: AF = accelerated funding; ESPIG = education sector program implementation grant; PCFC = partner country affected by fragility and conflict.

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

	Non-PCFCs		PCFCs		Total		
	Number of grants reported	Number of Classrooms constructed or rehabilitated	Number of grants reported	Number of Classrooms constructed or rehabilitated	Number of grants reported	Number of Classrooms constructed or rehabilitated	% of classrooms constructed or rehabilitated
AF	1	0	14	6,206	15	6,206	73.0
ESPIG	15	268	29	2,031	44	2,299	27.0
Total	16	268	43	8,237	59	8,505	100.0

Source: GPE Secretariat, based on grant agents' progress and completion reports.
Note: AF = accelerated funding; ESPIG = education sector program implementation grant; PCFCs = partner countries affected by fragility and conflict.

Number of Students Benefiting from GPE Grant Financing

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

Table 3.5). Implementation grants that reported disaggregated data for female student beneficiaries noted that 35,533,599 girls benefited from GPE support in 2022. That number represents 50 percent of the total number of beneficiaries reported by the grants with sex-disaggregated data. The share of female students accounts for 33 percent—less than half—of all 106,766,151 beneficiaries, largely because 11 grants did not report sex-disaggregated data.

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

Table 3.5. Number of beneficiaries (in millions), by sex and by fragility and conflict status in fiscal year 2022

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

Source: GPE Secretariat, based on grant agents' progress and completion reports.
Note: PCFCs = partner countries affected by fragility and conflict.

In 2022, 62,163 children with disabilities were supported through 17 grants that reported these data. Grant agents report the numbers of children with disabilities, of refugees and of internally displaced children who benefit from grant support, if their programs support these populations and monitor their numbers as part of regular grant monitoring (Table 3.6).[95] According to the Secretariat's analysis of grant program documents, 65 grants finance interventions that benefit children with disabilities; however, not all of those grants monitor the number of children with disabilities supported, because of difficulties tracking direct beneficiaries for some interventions, such as developing and revising policies and curricula to promote inclusive education. Some grants did not report this number because they were not yet due to submit their first progress report. In addition, nine grants reported the number of internally displaced persons supported, and eight grants reported the number of refugees supported by the grants. In total, grant agents reported that 45,835 internally displaced persons and 45,542 refugees benefited from GPE grants in 2022.

Table 3.6. Numbers of children with disabilities, refugees and internally displaced persons supported

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

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

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

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

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

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

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

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

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

a. As of the end of July 2022, the data cutoff for this report.
b. Completion reports are due six months after the grant closing date. Of 13 grants with a completion report due by the data cutoff for this report (July 2022), three grants (Ghana, Somalia [Puntland] and Vanuatu) did not submit completion reports. Two grants (Bhutan and Malawi) submitted completion reports before the due date.
c. Based on the overall efficacy rating that assesses the extent to which the program had achieved its intended objectives at the time of program closing. See the definition for each rating in GPE's "Grant Implementation Completion Report for COVID-19 Accelerated Funding Grants" template, https://www.globalpartnership.org/content/template-implementation-completion-report-covid-19-accelerated-grants. The Afghanistan grant partly achieved its objectives despite facing severe

unforeseen challenges beyond project control, such as the change of ministry leadership, escalated conflicts and the fall of the country under Taliban control.

d. M. Aslam and S. Rawal, "Formative Evaluation of GPE's Support for Response to the COVID-19 Crisis," (Washington, DC: GPE, 2021), https://assets.globalpartnership.org/s3fs-public/document/file/2021-11-formative-evaluation-gpe-support-covid-19.pdf?VersionId=WQUWVbBn_QToLPhjLBxoHQyIeJcvQ2tk.

A Need to Accelerate Progress on Implementation Grants

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

The progress of implementation grants reported in this chapter continues to show the impacts of the COVID-19 pandemic. The share of grants on track with overall progress sharply declined in fiscal year 2020 and, as of June 2022 (the end of fiscal year 2022), had not yet recovered to the prepandemic level. Progress in some priority areas also reflects various pandemic-related disruptions. In addition to the pandemic, other exogenous factors, such as political crisis and natural disaster, as well as the lack of agility to respond to such situations, caused delays in many grants.

Despite the profound impact of the pandemic, grants achieved substantial results in textbook distribution, teacher training and classroom construction. GPE grants also benefited 106 million students. It is worth noting that 74 percent of all teachers trained, 45 percent of textbooks distributed, and 77 percent of students benefited are attributed to COVID-19 accelerated funding grants. Because all COVID-19 accelerated funding grants are expected to close by December 2022, achievements in these areas will be smaller in the coming years, unless the challenges in ongoing grants are addressed promptly and new grants under GPE 2025 are approved and start implementing without delay. Delays in grants have serious consequences for the children in need of GPE support. All partners in the partnership have a part to play in ensuring good progress of ongoing grants and in moving the pipeline of grant applications. A stronger sense of urgency for today's learning crisis (see chapter 1) should be shared across the partnership so that GPE's grant support reaches those who most need it now.

Chapter 4. GPE Mobilizes Global and National Partners and Resources for Sustainable Results

Results at a glance	Baseline	Year	Target
15. Number of cases of uptake of research, knowledge and innovation in country-level policy development or delivery that was supported by the GPE Knowledge and Innovation Exchange (KIX)	n/a	FY2022: 46 cases	FY2024: 167 cases
16i. Number of GPE countries benefiting from newly mobilized strategic partnerships	n/a	n/a	FY2026: 35%
16ii. Proportion of GPE-mobilized strategic capabilities that meet their objectives	n/a	n/a	FY2026: 100%
16iii. Additional co-financing leveraged through GPE innovative financing mechanisms	n/a	FY2022: US$1 billion	FY2026: US$2.5 billion
17. Number of countries where civil society engaged in projects funded through Education Out Loud has influenced education planning, policy dialogue and monitoring	n/a	FY2022: 30 countries	FY2024: 37 countries
18i. Percentage of donor commitments fulfilled	n/a	FY2022: 21%	FY2026: 100%
18ii. Cumulative amounts of donor commitments fulfilled	n/a	FY2022: US$801.8 million	FY2026: US$4 billion

Note: FY = fiscal year; n/a = not applicable. The sample size (N) for indicators 15 and 17 refer to the total number of countries eligible for funding or support from GPE Knowledge and Innovation Exchange (KIX) and Education Out Loud, respectively.

Key findings

The GPE Knowledge and Innovation Exchange (KIX) aims to contribute to strengthening knowledge and skills in GPE partner countries, with 46 documented cases of uptake of KIX-supported research, knowledge and innovation in country-level policy development or delivery across 70 countries in the last two years. The midterm evaluation of KIX showed that the initiative is well positioned for impact, though efforts are needed to help improve links between local education groups and KIX hubs as well as provide a wider range of options for hubs to respond to countries' evidence needs for system transformation.

Civil society organizations engaged in projects funded through Education Out Loud have contributed to education planning, policy dialogue and monitoring in 30 countries in the last two years. The midterm review of Education Out Loud showed that the initiative is relevant to the needs of its grantees and is based on lessons learned and good practice. However, it also showed that opportunities for civil society participation are not yet systematically well defined in the model or broadly understood at the level of the GPE Secretariat.

Innovative finance instruments, including the GPE Multiplier and several introduced in the GPE 2025 operating model (Debt2Ed, GPE Match, Frontloaded Multiplier [ACG SmartEd] and Enhanced Convening), have leveraged US$1.004 billion from partners in fiscal year 2022. In 2022, a total of 27 donors contributed $801.8 million to GPE, representing 21 percent of the total amount pledged for the GPE 2025 period.

Introduction

GPE 2025 aims to mobilize global and national partners and resources (the enabling objective) to support education system transformation in partner countries through several programs and initiatives. It does so through the GPE Knowledge and Innovation Exchange (KIX), Education out Loud, raising financing, and a new strategic capabilities approach. This chapter discusses the achievement of KIX in knowledge production and exchange (Indicator 15), and of Education Out Loud in working with civil society organizations to raise awareness and advocate for increased domestic and international financing, and better policies, planning, monitoring and results in the education sector (Indicator 17). The chapter also describes GPE's strategic capabilities for galvanizing the global, regional and national resources needed to support system transformation (Indicators 16i and 16ii). Finally, the chapter reports on GPE partners' contributions to the GPE Fund (Indicator 18) and shows how co-financing leveraged through GPE's innovative financing mechanisms offers governments innovative ways to attract additional resources and "crowd in" investment in their education plans (Indicator 16iii). The achievement of the GPE 2025 global enabling objective is expected to contribute to strengthening the education systems in partner countries and drive progress toward the country-level objectives.

4.1. A Learning Partnership through KIX (Indicator 15)

KIX supports the generation and sharing of evidence on what works in improving education systems. With a budget of more than US$75 million until 2024, KIX is the largest fund dedicated solely to scaling, and generating, facilitating and using evidence in education. It provides global and regional grants for action research, focused on thematic areas identified by partner countries and including early childhood care and education, gender equality and inclusion, teacher professional development, learning (and distance learning), out-of-school children and education data systems and use. The International Development Research Centre, the grant agent, co-financer and partner, manages these grants as well as four regional hubs (two in Africa; one for Europe, Asia and the Pacific; and one in Latin America and the Caribbean) that connect and support 70 partner countries and fund 36 projects across 53 countries. KIX also provides support through an online platform,[96] which offers opportunities to collaborate and a publicly accessible library of resources.

KIX aims to strengthen the skills and capacity of partner countries to apply knowledge and evidence to improve education policies and, ultimately, national education systems. Its activities include finding, funding and scaling proven solutions to address key educational challenges identified by partner countries: KIX facilitates the exchange of knowledge between countries, provides solutions to feed into partner countries' education sector policy and planning processes, and funds new research to fill gaps and generate innovative solutions to issues identified by partner countries.

A new $3 million partnership with the LEGO Foundation resulted in the selection of five new applied research projects in eastern and southern Africa. The projects, announced in March 2022, will generate and mobilize evidence on how to adapt and scale approaches that strengthen quality early learning for all children, based on how they learn best, and that support smooth transitions between pre-primary and the early grades of primary education. A consortium of 17 networks, universities and nongovernmental organizations—led by African organizations—will implement the research projects.

[96] See the GPE KIX web page, https://www.gpekix.org/.

A midterm evaluation,[97] published in June 2022, found that KIX has made significant progress, is valued by country stakeholders and is well positioned for impact. Country stakeholders report having a better understanding of evidence-based solutions to education challenges. Numerous countries have also reported research uptake and influence on policy (see box 4.1).

Box 4.1. Key findings from the midterm evaluation of KIX

The midterm evaluation[a] for the GPE Knowledge and Innovation Exchange (KIX), published in June 2022, found that KIX has made significant progress, is valued by partner countries and is well positioned for impact.

The evaluation found that activities around applied research, knowledge exchange and capacity building align with country priorities and with the newly approved strategies of GPE and the International Development Research Centre. Despite the COVID-19 pandemic, KIX has made progress and implemented activities as planned. As a result of engaging with KIX, country stakeholders noted having a better understanding of evidence-based solutions to education challenges. At least eight countries reported research uptake and influence on policy making from the global grants alone.

At the same time, the midterm evaluation noted room for improvement and that KIX could benefit from a more tailored approach targeting content, value proposition and participants on the basis of the specific needs, goals and level of engagement of country-level decision-makers. Identifying country champions could help maximize the uptake of KIX research. In addition, links between KIX hubs and grants, between KIX and the GPE country model, and among KIX grantees could further increase impact.

In response to the recommendations of the midterm evaluation, the GPE Secretariat has committed to working with the International Development Research Centre to help improve links between local education groups and KIX hubs, explore a wider range of options for hubs to respond to countries' evidence needs for system transformation and consider differentiated modalities for grant making to provide opportunities for governments to co-create research directly related to their system transformation policies and approaches.[b]

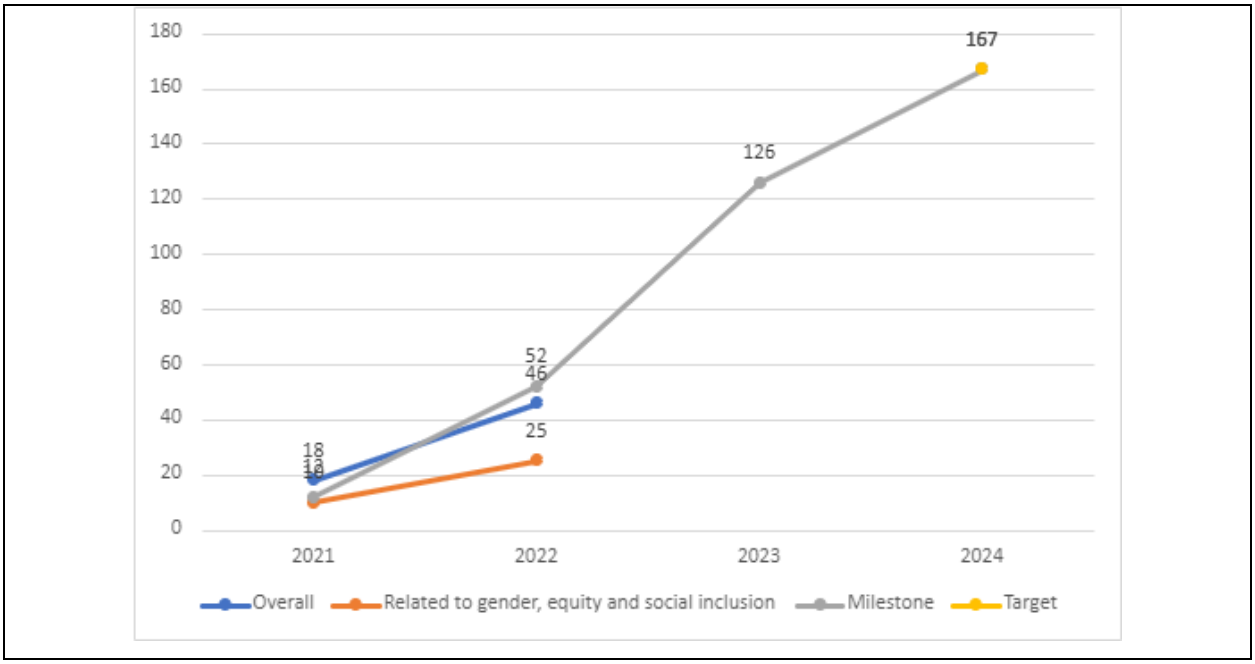
a. For the full evaluation, see Delivery Associates, "KIX Mid-Term Evaluation" (Washington, DC: Global Partnership for Education, 2022), https://www.globalpartnership.org/content/kix-mid-term-evaluation-report-may-2022.
b. For the full GPE response, see the GPE Secretariat management response to the mid-term evaluation of KIX (June 2022), https://www.globalpartnership.org/content/gpe-secretariat-management-response-mid-term-evaluation-knowledge-and-innovation-exchange.

GPE Indicator 15 measures the number of cases in which KIX contributes to strengthening knowledge and skills in GPE partner countries, as reported by country representatives and compiled by the International Development Research Centre. The indicator also measures the increase in education stakeholders' skills related to gender, equity and social inclusion. Over the GPE 2025 period (2020–25), the target is to have at least 167 such cases by the end of the program in fiscal year 2024. In 2021 and 2022, 46 cases were reported across 70 countries, 25 of which were related to gender, equity and social inclusion (figure 4.1 and box 4.2). The 2022 milestone was not met, however, as a result of underreporting. Because of data collection processes, several grantees did not report with sufficient

[97] For the full evaluation, see Delivery Associates, "KIX Mid-Term Evaluation" (Washington, DC: Global Partnership for Education, 2022), https://www.globalpartnership.org/content/kix-mid-term-evaluation-report-may-2022.

data for all the cases to be included for 2022. It is expected that in the coming years, these cases will be counted and that the milestones going forward will be met.

Figure 4.1. KIX contributes to strengthening knowledge and skills in GPE partner countries
Cumulative number of cases of uptake of KIX-supported research, knowledge and innovation in country-level policy development or delivery, FY2021–FY2024



Source: GPE Secretariat.
Note: FY = fiscal year.

Box 4.2. The KIX hubs and strengthening national capacity and policy change

The third GPE Knowledge and Innovation Exchange (KIX) annual report (2021–22)[a] indicates that the KIX hubs have added value to national planning processes. Coordinated by the regional KIX hub for French-speaking Africa, national policy dialogues in Benin, Burkina Faso, Guinea-Bissau, Senegal and Togo brought together teachers and stakeholders from education ministries and teacher training organizations to collaborate on strategies for using education innovations. In Togo, the dialogue led to a jointly endorsed strategy for use of knowledge and innovation in the national education system; in Burkina Faso, it led the Ministry of Education to include several innovations in its policy and planning dialogues. The regional hub for Latin America and the Caribbean supported the partnership compact process in El Salvador. Drawing on the technical expertise of hub members, the hub delivered workshops on priority topics; it also capitalized on the trust it had established with the government to act as a neutral moderator of discussions between local education group members.

The hubs have also strengthened national capacity. In Africa, Asia, the Pacific, and Europe, ministry officials participated in immersive learning cycles offered by the regional hubs. Ministry staff members in Cambodia, for example, enhanced their knowledge and skills in geospatial data analysis, developing maps showing which districts have low performance and high dropout rates for use in a midterm review of their country's current education strategic plan. Groups from 12 other countries in the region also participated, combining geographic, demographic and education system data to understand issues relevant to their countries, such as disaster risk management for schools, improving educational quality and reducing dropout and retention rates. As part of a data challenge led by the hub for English-speaking Africa, ministry experts from 14 countries reviewed and updated an education management information system (EMIS) tool. After their subsequent accreditation by the African Union as regional EMIS experts, the ministry participants applied the EMIS tool in their own countries; The Gambia subsequently decentralized its EMIS and disaggregated its data collection to give policy-useful, per-learner information.

KIX grants have also supported policy change at the national level. Uganda successfully piloted and scaled a KIX project to link health and education data platforms in order to report COVID-19 data. The Ministry of Education and Sports and the Ministry of Health now jointly implement the project as the official national system for reporting on COVID-19 school-based monitoring. Through its engagement with two KIX grants on equity data and Teaching at the Right Level, the Lesotho Ministry of Education and Training strengthened its approach to foundational literacy and numeracy and framed its national strategy on continuity of learning. Nicaraguan teachers are exploring curriculum adaptations to mitigate gender-based violence following their engagement in a KIX project to prevent sexual and gender-based violence in rural schools. Uzbekistan is using the KIX project on digital skills for teacher training to strengthen the national education system; the same project has led to the design of a new policy by the National Education Council in Honduras, and the National Teaching Council in Ghana has adopted the project's teacher testing model.

a. Global Partnership for Education (GPE), *GPE Knowledge and Innovation Exchange Annual Report 2021–2022*, (Washington, DC: GPE, July 2022). https://www.globalpartnership.org/content/gpe-knowledge-and-innovation-exchange-annual-report-2021-2022.

4.2. Advocacy through Education Out Loud (Indicator 17)

Education Out Loud funds activities that support civil society participation in decision-making to shape education policy to better respond to community needs, in particular those of disadvantaged and marginalized families. This initiative works collectively and collaboratively with partners and allies to raise awareness, discuss challenges and solutions, and advocate for increased domestic and international

financing and better policies, planning, monitoring and results in the education sector. Implemented by Oxfam IBIS and financed by GPE, Education Out Loud is the world's largest education advocacy fund, with an allocation of $72.8 million between 2019 and 2024. Through three operational components and a learning agenda, Education Out Loud has provided more than 70 grants in 63 countries and states.[98] In 2022, Education Out Loud funded projects for civil society in nine additional countries (Afghanistan, Angola, Chad, the Arab Republic of Egypt, El Salvador, Guinea, Haiti, Indonesia and Tunisia). In September 2021, the GPE Board approved $17.3 million to support the work of 60 national civil society coalitions for a further two years, until 2024. The midterm review[99] of Education Out Loud, published in June 2022, found that the fund's focus on civil society engagement in policy dialogue aligns with the GPE 2025 strategy and operating model's emphasis on system transformation and inclusive sector dialogue (see box 4.3).

[98] For a full list of the countries and states, see https://educationoutloud.org/grant-recipients/countries.

[99] C. Coventry and A. Gebremedhin, "Global Partnership for Education (GPE) Secretariat: Mid Term Review of Education Out Loud," (Washington, DC: Global Partnership for Education, 2022), https://www.globalpartnership.org/content/mid-term-review-education-out-loud-final-report-2022.

Box 4.3. Key findings from the midterm review of Education Out Loud

The midterm review[a] of Education Out Loud found the fund's design and operationalization relevant to the needs of its grantees and the achievement of its objectives. The review also found that Education Out Loud's design is based on lessons learned and on documented good practice. With some regional variations, gender equality, equity and inclusion are generally embedded in Education Out Loud policies and practices. In addition, the focus on civil society engagement in policy dialogue aligns with GPE's emphasis on transformative change and inclusive dialogue as set out in its 2025 strategy and operations. However, opportunities for civil society participation are not yet systematically well defined in the model or broadly understood at the level of the GPE Secretariat.

Education Out Loud grantees are overall pleased with the efficiency of the program's administration and its approach to learning. During the COVID-19 pandemic, the mainstreaming of adaptive management contributed to the ability of most grantees to remain on track in achieving their objectives. On balance, the program has experienced some delays during implementation. Stakeholder roles related to learning also need to be clarified collaboratively and better synergized at regional and global levels. Regarding effectiveness, support to national education coalitions is relatively on track toward intended results. Outcome reporting has room for improvement, especially in terms of the need to include more qualitative indicators. Regarding sustainability, a significant number of national coalitions remain financially dependent on GPE funding. Grantees often work in an increasingly difficult operating environment, and they identify Education Out Loud's support in accessing government-led policy fora and engaging in collaborative, evidence-based dialogue as a key enabling factor in their work toward long-term change in the education sector.

As a result of the recommendations, the GPE Secretariat committed to work with the grant agent and regional learning partners to identify further opportunities within GPE 2025 to assess and address relevant learning needs. Moreover, the Secretariat agreed on the need to develop a gender and social inclusion policy and to review the grant mechanisms processes to improve efficiency.[b]

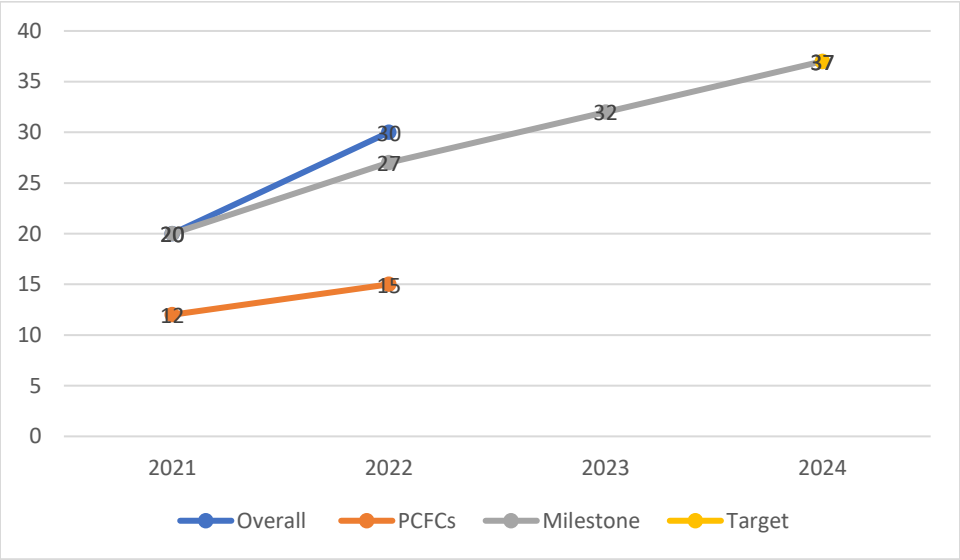
a. C. Coventry and A. Gebremedhin, "Global Partnership for Education (GPE) Secretariat: Mid Term Review of Education Out Loud," (Washington, DC: Global Partnership for Education, 2022), https://www.globalpartnership.org/content/mid-term-review-education-out-loud-final-report-2022.
b. For the full GPE response, see GPE Secretariat management response to mid-term review of Education Out Loud (June 21, 2002), https://www.globalpartnership.org/content/gpe-secretariat-management-response-mid-term-review-education-out-loud.

Indicator 17 measures the number of countries where civil society engaged in Education Out Loud–funded projects has influenced education planning, policy dialogue and monitoring. That is, it tracks changes reached with the influence of the national education coalitions (including their individual members) or other grantees. These changes can relate to the universal right to education, education sector plans, curricula, teachers and education public administration, among others.[100] The target is for civil society, through support from the Education Out Loud funding mechanism, to influence education in 37 partner countries by fiscal year 2024. The first two years of reporting by Oxfam show that the program is on track

[100] For more details, see GPE, *GPE Results Framework 2025: Methodological Technical Guidelines*, (Washington, DC: GPE, 2022), https://www.globalpartnership.org/content/gpe-results-framework-2025-methodological-technical-guidelines.

to meet that target. Civil society had some influence in the education sector in 20 partner countries[101] in 2021 and in 10 additional countries and states[102] in 2022, for a total of 30 countries and states as of 2022 (figure 4.2 and box 4.4). Moreover, in both reporting years, partner countries affected by fragility and conflict accounted for half or more of the countries reporting results, 12 countries and states in 2021 and four additional countries and states in 2022.

Figure 4.2. Education Out Loud contributes to improved civic participation
Cumulative number of countries where civil society organizations engaged in Education Out Loud–funded projects have influenced education planning, policy dialogue and monitoring



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

[101] The 20 countries were Bangladesh, Burkina Faso, Cambodia, Côte d'Ivoire, The Gambia, Kenya, Mongolia, Mozambique, Nepal, Nigeria, Pakistan, the Philippines, Rwanda, Somalia, South Sudan, Tajikistan, Timor Leste, Togo, Vietnam and Zimbabwe.
[102] The additional 10 countries were the Democratic Republic of Congo, Eswatini, Ghana, Malawi, Papua New Guinea, Sierra Leone, Somalia (Somaliland), Tanzania, the Republic of Yemen and Zambia.

Box 4.4. Education Out Loud in Bangladesh, Kenya and Somalia

In Bangladesh,[a] the national education coalition, Campaign for Popular Education, played a role in the 8.36 percent increase of the education sector budget from fiscal year 2021 to fiscal year 2022. Together with partners, the coalition conveyed the urgency for increasing the education budget. It engaged with GPE's Knowledge and Innovation Exchange to better understand the equity dimensions of this issue and organized one national and 20 subnational consultations to provide a platform for citizens to meet duty bearers. Following these consultations, it submitted a memorandum to the ministries of finance, education and planning on behalf of civil society with budget planning recommendations to be included in the parliamentary budget session.

In Kenya,[b] the National Education Coalition (Elimu Yetu Coalition) participated in the compact development process through its involvement in Kenya's local education group, Education Development Partners Coordinating Group, and through its nomination to represent civil society organizations in the process. After careful analysis of competing priorities, the country and members of the Education Development Partners Coordinating Group decided to focus on improving learning outcomes by diving into the following enabling factors: improving quality teaching and early childhood development, addressing gender disparities in schooling, improving access to education and addressing matters of equity and inclusion.

In Somalia (Somaliland),[b] the work of the national education coalition, Somaliland Network on Education For All, contributed to an increase of the education budget and the hiring of 340 new teachers. The coalition participated in the comprehensive education sector analysis and the educational assessment survey conducted by the Ministry of Education to assess the country's low gross enrollment rates. At the local level, the coalition met with elected local council members to discuss education sector challenges and advocated for increasing the budget for district education development. The network conducted an education budget analysis that helped identify gaps in funding to rural schools. During its participation in the process for developing the new education strategy (2022–26) and in the government's budgeting process, the coalition advocated for increasing the education budget and for devoting more resources to hiring qualified teachers for rural schools. The coalition has especially advocated for the recruitment of more female teachers to increase the gender balance among teachers.

a. For more information, see Oxfam IBIS, "Progress Report 1st January–30th June 2021: Education Out Loud," (Oxfam BIS, 2021), https://educationoutloud.org/sites/default/files/2022-07/EOL%20Progress%20Report%20January-June%202021.pdf.

b. For more information, see R. Gaire and J. Waskhongo, "How can civil society actors help implement GPE 2025? Examples from Kenya and Nepal." *Education for All* (blog), May 12, 2022, https://www.globalpartnership.org/blog/how-can-civil-society-actors-help-implement-gpe-2025-examples-kenya-and-nepal.

4.3. Strategic Partnership (Indicators 16i and 16ii)

As a partnership, GPE's capabilities comprise not only the GPE Fund and Secretariat resources but also the vast experience, knowledge, financial and human resources of all GPE partners. One of the key strategic shifts in GPE 2025 is to mobilize a subset of GPE's strategic capabilities to reinforce national government capacity for system transformation. In order to achieve this goal, the GPE Board approved the strategic capabilities approach, which aims to galvanize global, regional and national capabilities and resources needed to support the achievement of country reform priorities. In practical terms, Secretariat-managed partnerships complement the GPE offer in response to needs expressed by partner countries and rooted

in evidence. They are intended to bring expertise, resources or solutions from GPE partners to reinforce national government capacity; and they tackle complex education system or cross-sectoral problems faced by multiple partner countries.

Progress in this novel approach will be measured through two indicators. Indicator 16i measures the number of GPE countries benefiting from newly mobilized strategic partnerships. Indicator 16ii measures the proportion of GPE-mobilized strategic capabilities that meet their objectives, accounting for an initial period of piloting and testing at the outset. The 2025 target is 35 countries for indicator 16i and 100 percent for indicator 16ii.

Although data from both indicators will officially be available in fiscal year 2023, there are already significant advances on the first implementation phase of a subset of initiatives. The Monitoring, Evaluation and Learning strategic capability, aimed at supporting partner country capacity to generate, learn from and use evidence, has begun to pilot in Dominica, The Gambia, Grenada, the Organisation of Eastern Caribbean States, Saint Lucia, Saint Vincent and the Grenadines, and Uzbekistan. The Climate Smart Education Systems strategic capability—aimed at supporting countries to mainstream climate change mitigation and adaptation into the education sector as well as to enhance education ministry capacity for cross-sectoral coordination and access to climate adaptation financing—is preparing to pilot in Malawi and an additional partner country. The Education Data Leadership Program, which seeks to leverage business expertise to strengthen the capacity of education ministries to collect, organize, store, share and disseminate education data, is exploring piloting approaches in The Gambia and Kenya.

4.4. Innovative Finance (Indicator 16iii)

The GPE 2025 innovative financing mechanisms aim to support system transformation in partner countries by collaborating with partners to mobilize new and additional external financing. GPE's innovative finance instruments aim to function as an incentive, to provide the financial resources for partners to catalyze more and better investment in education and to work alongside other sources of external funding. The various innovative financing mechanisms introduced in the GPE 2025 operating model include the GPE Multiplier, Debt2Ed, GPE Match, Frontloaded Multiplier (ACG SmartEd) and Enhanced Convening.[103]

To access the GPE Multiplier, a country needs to mobilize at least $3 in new external funding co-financing for every $1 provided by GPE.[104] The GPE Match, a dollar-for-dollar mechanism developed exclusively for the business community and private foundations, incentivizes new or expanded philanthropic engagement by doubling the impact of donors' investment in education. Debt2Ed aims to support debt relief, with the stipulation that funding that would have gone to debt service is invested in education. The Frontloading Multiplier allows partner countries to combine the system transformation grant with the Multiplier allocation when the system transformation grant allocation would normally happen at a later date. The Frontloading Multiplier offers partner countries the possibility to agree on an up-front amount

[103] For a detailed discussion of these financing mechanisms, see Global Partnership for Education (GPE), "Multiplier Operating Guidelines (Draft)" (Washington, DC: GPE, September 2021), https://assets.globalpartnership.org/s3fs-public/document/file/2022-03-gpe-multiplier-operating-guidelines-draft.pdf?VersionId=82wc23k1Da1iZg9riY6eRGMJeSMzIsZH.

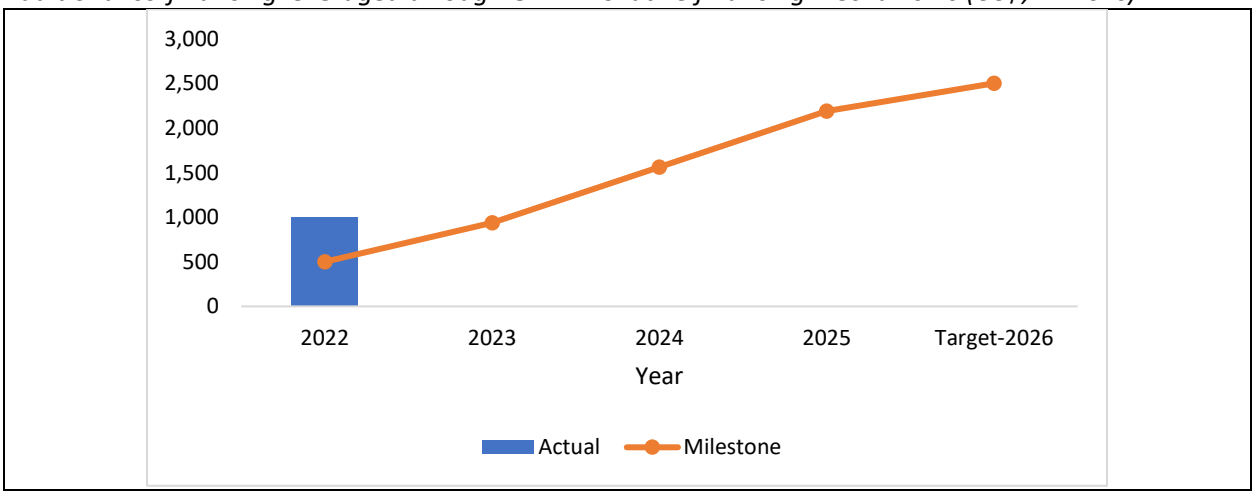
[104] GPE matches dollar for dollar co-financing from the business community and private foundations.

of grant financing in exchange for mobilizing $4 for every $1 provided by GPE. Enhanced Convening uses the Secretariat's convening capabilities to support partner countries with limited external financing for education to design and implement strategies that crowd in additional aligned resources from sovereign and nonsovereign donors for underfunded country-level policy priorities.

GPE aims to use these mechanisms to leverage an additional $2.5 billion in financing from partners by 2025. Indicator 16iii is designed to track GPE's progress toward that target. It monitors GPE's achievement in implementing its innovative financing mechanisms and measures the amount of additional co-financing mobilized through these mechanisms. In 2022, GPE allocated $217 million to 14 partner countries (including four affected by fragility and conflict) through the Multiplier ($207 million) and GPE Match ($10 million) grant mechanisms, unlocking $1 billion ($435 million in partner countries affected by fragility and conflict) in co-financing (figure 4.3). Kenya was the first partner country to access the new GPE Match through a $10 million co-financing with the LEGO Foundation. That grant will support pre-service and in-service teacher professional development for primary and junior-secondary school teachers in Kenya.

An evaluation of the GPE Multiplier is currently under way to assess the financial and policy additionality of this largest innovative GPE financing mechanism. The study will be available in July 2023.

Figure 4.3. GPE innovative financing mechanisms leveraged over $1 billion in co-financing in 2022
Additional co-financing leveraged through GPE innovative financing mechanisms (US$, millions)



Source: GPE Secretariat.

4.5. Donor Contributions to GPE (Indicator 18)

GPE donors pledged to provide more and better financing for the implementation of GPE 2025 through the Raise Your Hand, Fund Education campaign[105] held in 2021. A total of 27 donors (23 donor countries, one multilateral organization and three foundations) committed to contributing $3.9 billion to the GPE Fund for the period 2021–25. More than half of the total pledge, or $2.23 billion, comes from the top four donors: the European Commission, the United Kingdom, France and Germany. Four new donors joined

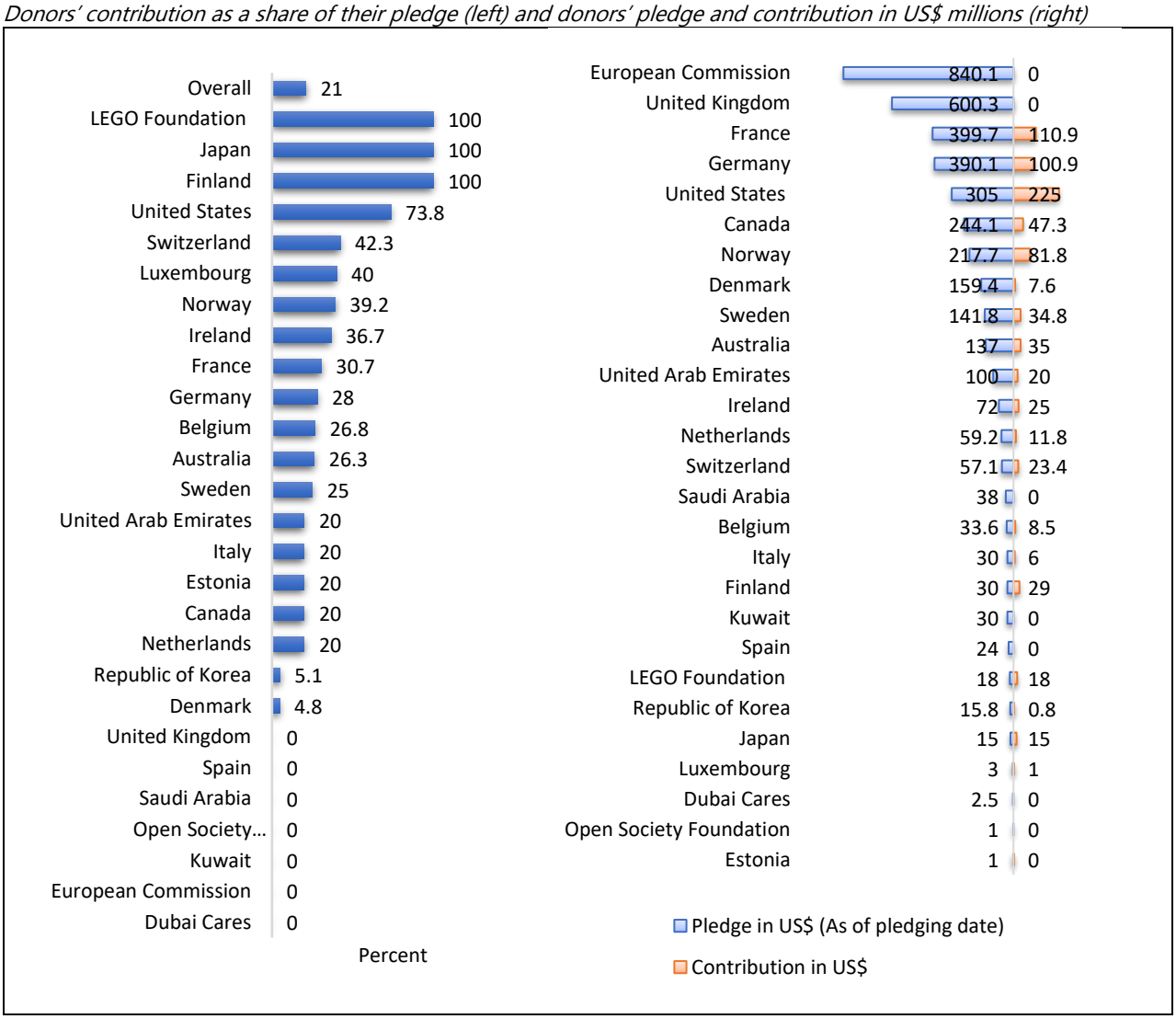
[105] For more information, see GPE's web page on the Raise Your Hand, Fund Education campaign, https://www.globalpartnership.org/funding/replenishment.

the partnership (Estonia, Kuwait, Saudi Arabia and the LEGO Foundation). The LEGO Foundation pledged $18 million and is one of the newest but the largest of the philanthropic contributors to the GPE Fund.

The results framework monitors donors' progress in fulfilling their commitment. Indicator 18i measures donors' annual disbursement as a share of their overall pledge, and Indicator 18ii captures donors' cumulative disbursement as a proportion of their pledge. In 2022, 20 donors contributed $802 million to GPE, which represents 21 percent of the total amount pledged for the period 2021–25 (Indicator 18i). Because 2022 is the baseline year for Indicator 18, the $802 million also represents the cumulative amount of donors' commitment fulfilled (Indicator 18ii). Donors are at different stages of fulfillment of their pledges. Whereas some donors have not yet started disbursing to GPE, others have already fulfilled their pledges (figure 4.4).

Figure 4.4. GPE donors fulfilled one-fifth of their pledge in 2021

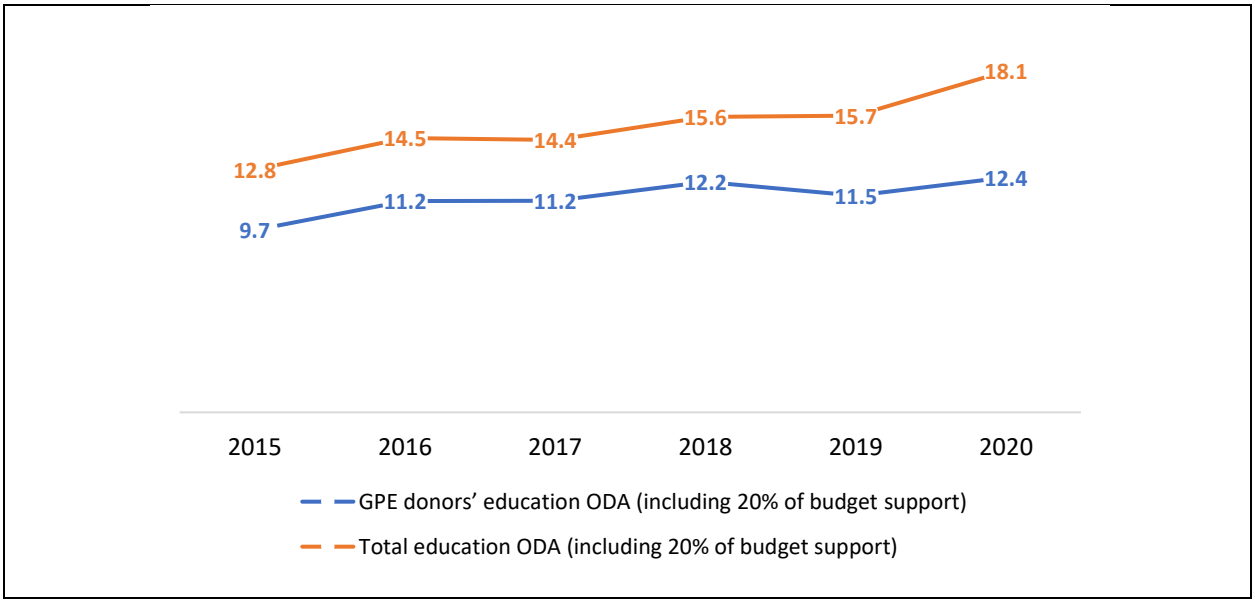
Donors' contribution as a share of their pledge (left) and donors' pledge and contribution in US$ millions (right)



Source: GPE Secretariat.

In addition to their contributions to GPE, GPE donors engage in education aid in general. The volume of official development assistance (ODA) to the education sector has increased steadily since 2017, reaching an all-time high of $18.1 billion in 2020. The sharp increase in education ODA (including 20 percent general budget support) in 2020 occurred mainly because of a strong increase in general budget support from $5 billion in 2019 to $16.9 billion in 2020. Earmarked education aid stagnated at $14.7 billion in 2019 and 2020. Total education ODA increased by $2.4 billion between 2019 and 2020. GPE donors increased their ODA to the education sector by nearly $1 billion despite the economic slowdown in many donor countries caused by the COVID-19 pandemic in 2020 (figure 4.5). However, GPE donors' education ODA as a share of total education ODA disbursements declined from 75 percent in 2015 to 73 percent in 2019, and to 68 percent in 2020.

Figure 4.5. GPE donors increased their contribution to education ODA by nearly $1 billion in 2020
Total education ODA (including 20 percent of general budget support) and education ODA by GPE donors, in US$ billions



Source: GPE Secretariat compilation based on Organisation for Economic Co-operation and Development Credit Reporting System, https://stats.oecd.org/Index.aspx?DataSetCode=crs1.
Note: ODA = official development assistance.

Toward Stronger Partnerships and Investments

GPE aims to capitalize on the experience, knowledge and financial and other assets and resources of its partners in order to transform education systems in partner countries. This chapter has discussed several of the ways that GPE mobilizes additional partners and investments, and how activities and progress are measured. This report does not present the full breadth of GPE's partnerships; additional information is available in GPE's 2021 Annual Report.[106]

[106] See the module "Working Together to Drive Change" in Global Partnership for Education (GPE), *Annual Report 2021*, (Washington, DC: GPE, 2021), https://www.globalpartnership.org/content/annual-report-2021.

The midterm evaluation of KIX showed that the initial investment is showing significant progress. That conclusion is supported by the reporting of 46 cases of uptake of KIX-supported research and knowledge across 42 countries in two years. To address the evaluation recommendations for KIX to leverage GPE's system transformation and system capacity efforts, the GPE Secretariat has committed to working with the International Development Research Centre to improve links between local education groups and KIX hubs, explore a wider range of options for hubs to respond to countries' evidence needs for system transformation and consider differentiated modalities for grant making. In addition, the midterm review of Education Out Loud showed that the initiative, which supports stronger civic engagement in 63 countries, was designed on the basis of lessons learned and documented good practice and is relevant to the needs of its grantees. The reporting shows that, in 30 countries, civil society organizations engaged in projects funded by the initiative have contributed to education planning, policy dialogue and monitoring in the last two years. The GPE Secretariat has committed to work with the grant agent and regional learning partners to identify further opportunities within GPE 2025 to assess and address relevant learning needs. Moreover, the new strategic capabilities approach is in pilot phase in Dominica, The Gambia, Grenada, the Organisation of Eastern Caribbean States, Saint Lucia, Saint Vincent and the Grenadines, and Uzbekistan. The lessons from those pilots will be identified as part of the broader rollout.

Recognizing the importance of sustaining education financing as countries face budget challenges, GPE continues to mobilize funds for education in several ways. The Raise Your Hand, Fund Education financing campaign has raised $4 billion so far toward a $5 billion target to fully replenish the GPE Fund. Donor contributions fulfilled are on track to meet the target, with $646 million contributed thus far. In addition, the GPE 2025 innovative financing mechanisms have already leveraged $1 billion from partners. However, the economic slowdown in many donor countries fueled by the 2022 inflation crisis and the ongoing conflict in Europe may pose a significant threat to education financing. Increased advocacy is needed to maintain GPE partners' commitment to finance education.

References

Aslam, M., and S. Rawal. “Formative Evaluation of GPE’s Support for Response to the COVID-19 Crisis.” Washington, DC: GPE, 2021. https://assets.globalpartnership.org/s3fs-public/document/file/2021-11-formative-evaluation-gpe-support-covid-19.pdf?VersionId=WQUWVbBn_QToLPhjLBxoHQyIeJcvQ2tk.

Australian Council for Educational Research (ACER). *COVID-19 in Sub-Saharan Africa: Monitoring Impacts on Learning Outcomes*. Montreal: UNESCO Institute for Statistics, 2022. https://research.acer.edu.au/cgi/viewcontent.cgi?article=1054&context=monitoring_learning.

Barber, M., and M. Mourshed. “How the World’s Best-Performing School Systems Come Out on Top.” McKinsey, *Our Insights*, September 1, 2007. https://www.mckinsey.com/industries/education/our-insights/how-the-worlds-best-performing-school-systems-come-out-on-top.

Béteille, T., and D. K. Evans. “Successful Teachers, Successful Students: Recruiting and Supporting Society’s Most Crucial Profession.” *Development Impact* (blog), January 30, 2019. https://blogs.worldbank.org/impactevaluations/successful-teachers-successful-students-new-approach-paper-teachers.

Bundy, D., N. de Silva, S. Horton, G. Patton, L. Schultz, and D. Jamison. “Child and Adolescent Health and Development: Realizing Neglected Potential.” In *Disease Control Priorities.: Vol. Volume 8, Child and Adolescent Health and Development* (Third). Washington, DC: World Bank, 2017.

Chakraborty, P., L. Chakraborty, and A. Mukherjee. *Social Sector in a Decentralized Economy: India in the Era of Globalization*. Cambridge: Cambridge University Press, September 2017. https://www.cambridge.org/core/books/social-sector-in-a-decentralized-economy/measuring-benefit-incidence-health-and-education/F5872DFCCEDEEB53DC7DD2D623203C95.

CONFEMEN. *PASEC 2019. Qualité des Systèmes Educatifs en Afrique sub-Saharienne Francophone. Performance et Environment de l’Enseignement-Apprentissage au Primaire*. Dakar: CONFEMEN, 2019. http://www.pasec.confemen.org/wp-content/uploads/2021/01/RapportPasec2019_sitePasec.pdf.

Coventry, C., and A. Gebremedhin. “Global Partnership for Education (GPE) Secretariat: Mid Term Review of Education Out Loud.” Washington, DC: Global Partnership for Education, 2022. https://www.globalpartnership.org/content/mid-term-review-education-out-loud-final-report-2022.

Delivery Associates “KIX Mid-Term Evaluation.” Washington, DC: Global Partnership for Education, 2022. https://www.globalpartnership.org/content/kix-mid-term-evaluation-report-may-2022.

Dharamshi, A., B. Barakat, L. Alkema, and M. Antoninis. “A Bayesian Model for Estimating Sustainable Development Goal Indicator 4.1.2: School Completion Rates.” *Journal of the Royal Statistical Society: Series C (Applied Statistics)* (2022), 1–43. https://doi.org/10.1111/rssc.12595.

European Union. “Practical Guidance Note 5: Sector Coordination and Policy Dialogue.” *Tools and Methods Series: Reference Document No. 27.* Luxembourg: European Union, July 2020. https://europa.eu/capacity4dev/t-and-m-series/documents/practical-guidance-notes-5-sector-coordination-and-policy-dialogue.

Foreign Commonwealth and Development Office (FCDO). *Every Girl Goes to School, Stays Safe, and Learns: Five Years of Global Action 2021–26*. London: FCDO, 2021. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/986027/FCDO-Girls-Education-Action-Plan.pdf.

Gaire, R., and J. Waskhongo. "How can civil society actors help implement GPE 2025? Examples from Kenya and Nepal." *Education for All* (blog), May 12, 2022. https://www.globalpartnership.org/blog/how-can-civil-society-actors-help-implement-gpe-2025-examples-kenya-and-nepal.

Global Education Monitoring Report Team. *#HerEducationOurFuture: keeping girls in the picture during and after the COVID-19 crisis;the latest facts on gender equality in education*, (UNESCO, 2021), https://unesdoc.unesco.org/ark:/48223/pf0000375707

Global Partnership for Education (GPE). *Portfolio Review 2016*. Washington, DC: GPE, January 2017. https://www.globalpartnership.org/content/2016-gpe-portfolio-review.

Global Partnership for Education (GPE). *Portfolio Review 2017.* Washington, DC: GPE, 2017. https://www.globalpartnership.org/content/2017-gpe-portfolio-review.

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

Global Partnership for Education (GPE). *Principles toward Effective Local Education Groups*. Washington, DC: GPE, October 2019. https://assets.globalpartnership.org/s3fs-public/document/file/2019-10-GPE-principles-effective-local-education-groups.pdf?VersionId=oteb16Dgwz6LmuzIBoXTMRWR7k7r_2DK.

Global Partnership for Education (GPE). *Grant Performance Report 2019*. Washington, DC: GPE, February 2020. https://www.globalpartnership.org/content/2019-grant-performance-report.

Global Partnership for Education (GPE). "Aligning Aid for Education with National Systems: Supporting System Transformation and Better Education Outcomes." Washington, DC: GPE, 2021. https://www.globalpartnership.org/content/aligning-aid-education-national-systems-transformation-better-outcomes.

Global Partnership for Education (GPE). *Annual Report 2021*. Washington, DC: GPE, 2021. https://www.globalpartnership.org/content/annual-report-2021.

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

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

Global Partnership for Education (GPE). *Results Report 2021: Final Results Report on GPE's 2016–2020 Strategy*. Washington, DC: GPE, 2021.

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

Global Partnership for Education (GPE). *Grant Status Report 2020*. Washington, DC: GPE, March 2021. https://www.globalpartnership.org/content/annual-grant-status-report-2020.

Global Partnership for Education (GPE). "Aligning Funding with National Systems." Washington, DC: GPE, August 2021. https://assets.globalpartnership.org/s3fs-public/document/file/2021-08-gpe-factsheet-aligning-funding-national-systems.pdf?VersionId=MTqT6v4Q4X1CP.y2DirUf9L9B6AxuAiK.

Global Partnership for Education (GPE). "Multiplier Operating Guidelines (Draft)." Washington, DC: GPE, September 2021. https://assets.globalpartnership.org/s3fs-public/document/file/2022-03-gpe-multiplier-operating-guidelines-draft.pdf?VersionId=82wc23k1Da1iZg9riY6eRGMJeSMzIsZH.

Global Partnership for Education (GPE). *GPE Results Framework 2025: Methodological Technical Guidelines*. Washington, DC: GPE, 2022. https://www.globalpartnership.org/content/gpe-results-framework-2025-methodological-technical-guidelines.

Global Partnership for Education (GPE). *GPE 2025 Strategic Plan*. Washington, DC: GPE, 2022. https://www.globalpartnership.org/content/gpe-2025-strategic-plan.

Global Partnership for Education (GPE). *Independent Technical Advisory Panel (ITAP) Guidelines and Report Template*. Washington, DC: GPE, 2022. https://assets.globalpartnership.org/s3fs-public/document/file/2022-08-GPE-ITAP-guidelines.pdf?VersionId=Ln23Vowb8Xn0d2eIzpl8fR1aja3fLnG6.

Global Partnership for Education (GPE). "Education Sector Plan Implementation Grant Completion Report Template for Projects." Washington, DC: GPE, January 2022. https://www.globalpartnership.org/content/education-sector-program-implementation-grants-completion-report-template.

Global Partnership for Education (GPE). "Education Sector Program Implementation Grants' Annual Progress Report Template." Washington, DC: GPE, May 2022. https://www.globalpartnership.org/content/education-sector-program-implementation-grants-annual-progress-report-template-draft.

Global Partnership for Education (GPE). *GPE Knowledge and Innovation Exchange Annual Report 2021–2022*. Washington, DC: GPE, July 2022. https://www.globalpartnership.org/content/gpe-knowledge-and-innovation-exchange-annual-report-2021-2022.

Global Partnership for Education (GPE). "Household Survey Data on Disability and Education in GPE Partner Countries: A Review of Data Collected during 2010–2020 and Recommendations for Making More and Better Data Available." Washington, DC: GPE, August 2022. https://assets.globalpartnership.org/s3fs-public/document/file/2022-08-Household-survey-data-on-disability-and-education.pdf?VersionId=zB25KSdzX.65zABdrPjztc0IX0oK95EJ.

Global Partnership for Education (GPE). *GPE: Operationalizing a System Transformation*. Washington, DC: GPE, 2022. https://www.globalpartnership.org/content/gpe-2025-operationalizing-system-transformation-approach.

GPE Secretariat. “Learning from the partner countries piloting the GPE 2025 approach.” *Education for All* (blog), July 14, 2022. https://www.globalpartnership.org/blog/learning-partner-countries-piloting-gpe-2025-approach.

International Monetary Fund. *World Economic Outlook, April 2020: The Great Lockdown*. Washington, DC: IMF, 2020. https://www.imf.org/en/Publications/WEO/Issues/2020/04/14/weo-april-2020.

International Task Force on Teachers for Education 2030 (TTF). *Madagascar Adopts National Teacher Policy*. Paris: TTF, 2020. https://teachertaskforce.org/news/madagascar-adopts-national-teacher-policy.

Kose, M. A., et al. “What Has Been the Impact of COVID-19 on Debt? Turning a Wave into a Tsunami.” Policy Research Working Paper 9871. Washington, DC: World Bank, 2021.

McConnell,C., and J. U. C. Pescina. “Hardwiring gender equality in GPE 2025.” *Education for All* (blog), March 9, 2022. https://www.globalpartnership.org/blog/hardwiring-gender-equality-gpe-2025.

Miningou, E. “External Debt, Fiscal Consolidation, and Government Expenditure on Education.” Working Paper 22-02. Groupe de Recherche en Économie et Développement International, 2022. https://gredi.recherche.usherbrooke.ca/wpapers/GREDI-2202.pdf

Oxfam IBIS. “Progress Report 1st January–30th June 2021: Education Out Loud.” Oxfam BIS, 2021. https://educationoutloud.org/sites/default/files/2022-07/EOL%20Progress%20Report%20January-June%202021.pdf.

Pisani, L., and A. J. Dowd. “Diversity and Equity in Education: Policy, Practice, and Options for Reaching Children at the Bottom of the Pyramid.” In *Learning, Marginalization, and Improving the Quality of Education in Low-income Countries* (Vol. 2). OpenBook Publishers, 2022.

Szabo, G., and J. Edwards. *The Global Girlhood Report 2020. How COVID-19 Is Putting Progress in Peril*. Save the Children, 2020.

Szabo, G., and J. Edwards. *The Global Girlhood Report 2021. Girls’ Rights in Crisis*. Save the Children, 2021.

UNESCO. *EFA Global Monitoring Report 2013/4. Teaching and Learning: Achieving Quality for All*. Paris: UNESCO, 2014. http://unesdoc.unesco.org/images/0022/002256/225660e.pdf.

UNESCO. *Education 2030: Incheon Declaration and Framework for Action for the Implementation of Sustainable Development Goal 4*. Paris: UNESCO, 2015. https://uis.unesco.org/sites/default/files/documents/education-2030-incheon-framework-for-action-implementation-of-sdg4-2016-en_2.pdf.

UNESCO. *Global Education Monitoring Report 2019 – Migration, Displacement and Education: Building Bridges, Not Walls*. Paris: UNESCO, 2019. https://unesdoc.unesco.org/ ark:/48223/pf0000265866.

UNESCO. “Why the world must urgently strengthen learning and protect finance for education.” News release, October 16, 2020. https://en.unesco.org/news/why-world-must-urgently-strengthen-learning-and-protect-finance-education.

UNESCO. *Records of the General Conference. 41st session* (Volume 1). Paris: UNESCO, 2021.

UNESCO, *Non-state Actors in Education. Who Chooses? Who Loses?* Global Education Monitoring Report. Paris: UNESCO, 2022.

UNESCO. *SCOPE: Quality*. Global Education Monitoring Report. Paris: UNESCO, 2022.

UNESCO Institute for Statistics (UIS). *Metadata for the Global and Thematic Indicators for the Follow-Up and Review of SDG 4 and Education 2030*. Montreal: UIS, 2018. http://uis.unesco.org/sites/default/files/documents/metadata-global-thematic-indicators-sdg4-education2030-2017-en_1.pdf.

UNESCO Institute for Statistics (UIS). *International Standard Classification of Teacher Training Programmes*. Paris: UNESCO, 2021. https://tcg.uis.unesco.org/wp-content/uploads/sites/4/2021/10/TCG-WG-T-2_EN-ISCED-T_draft_EN.pdf.

UNESCO Institute for Statistics (UIS) and UNESCO Global Monitoring Report. *SDG 4 Data Digest 2021. National SDG 4 Benchmarks: Fulfilling Our Neglected Commitment*. Montreal: UIS, 2021. https://unesdoc.unesco.org/ark:/48223/pf0000380387.

United Nations. *Transforming Our World: The 2030 Agenda for Sustainable Development*. New York: United Nations, 2015. https://sdgs.un.org/publications/transforming-our-world-2030-agenda-sustainable-development-17981.

United Nations Girls' Education Initiative (UNGEI) and Malala Fund. "Spending Better for Gender Equality in Education: How Can Financing Be Targeted to Improve Gender Equality in Education?" New York: United Nations, January 2021. https://www.ungei.org/sites/default/files/2021-02/Spending-Better-for-Gender-Equality-In-Education-Research-Report-2021-eng.pdf.

Welham, B., et al. "Gender-Responsive Public Expenditure Management: A Public Finance Management Introductory Guide." London: Overseas Development Institute, 2018. https://cdn.odi.org/media/documents/12188.pdf.

World Bank. *Benin Global Partnership for Education Project Phase 3. Implementation Status & Results Report*. Washington, DC: World Bank, 2022. https://documents1.worldbank.org/curated/en/265251637150472747/pdf/Disclosable-Version-of-the-ISR-Benin-Global-Partnership-for-Education-Project-Phase-3-P167432-Sequence-No-05.pdf.

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

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

World Bank and UNESCO. *Education Finance Watch 2021*. Washington, DC, and Paris: World Bank and UNESCO, 2021. https://documents1.worldbank.org/curated/en/226481614027788096/pdf/Education-Finance-Watch-2021.pdf.

World Bank and UNESCO. *Education Finance Watch 2022*. Washington, DC, and Paris: World Bank and UNESCO, 2022. https://thedocs.worldbank.org/en/doc/e52f55322528903b27f1b7e61238e416-0200022022/related/EFW-2022-Jul1.pdf.

Appendices

Appendix A GPE 2025 RESULTS FRAMEWORK

GPE 2025 RESULTS FRAMEWORK

The Results Framework will be updated on a periodic basis, as more recent data become available. Data as of September 2022.

Acronyms:

- CY = calendar year (January 1–December 31)
- FY = fiscal year (July 1 - June 30)
- ESPIG = education sector program implementation grant
- N = number
- n.a. = not available data to report
- n/a = not applicable
- n.e.d. = not enough data to calculate indicator value
- PA = GPE priority area
- PC = GPE partner country
- PCFC = GPE partner country affected by fragility and conflict

For further information on baselines, milestones, benchmarks, and targets, please see Appendix B. Technical Notes on Indicator Data.

#	Priority Area / Objectives	Indicator	Data Source	Unit of analysis	Disaggregation	Baseline	Year	Year	Year	Year	Year	Target or Benchmark

GOAL

To accelerate access, learning outcomes and gender equality through equitable, inclusive and resilient education systems fit for the 21st century

SECTOR PROGRESS INDICATORS

1	Access; Early learning	Proportion of countries with at least one year of free and/or compulsory pre-primary education guaranteed in legal frameworks (based on SDG indicator 4.2.5)	UNESCO Institute for Statistics	% of countries		CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	CY2025
					Overall	34.8						n/a
					PCFC	18.5						n/a
					N	66 PCs (27 PCFCs)						
2	Access; Early learning; Gender equality	Participation rate in organized learning one year before the official primary entry age (SDG indicator 4.2.2)	UNESCO Institute for Statistics	participation rate		CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	CY2025
					Overall	62.4						76.0
					PCFC	59.8						76.2
					Female	59.2						n/a
					N	57 PCs (24 PCFCs)						
3	Access; Gender equality	(i) Gross intake ratio to the last grade of (a) primary education, (b) lower secondary education	UNESCO Institute for Statistics	gross intake ratio to the last grade		CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	CY2025
					Overall (a)	74.7						79.8
					(b)	55.1						64.8
					PCFC (a)	68.3						72.1
					(b)	42.6						45.6

	(SDG indicator 4.1.3)			Female	(a)	73.1						n/a
					(b)	52.5						n/a
				N	(a)	59 PCs (26 PCFCs)						
					(b)	60 PCs (26 PCFCs)						
	(ii) Out-of-school rate at (a) primary school age, (b) lower secondary school age, (c) upper secondary school age (SDG indicator 4.1.4)	UNESCO Institute for Statistics	out of school rate			CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	CY2025
				Overall	(a)	20.3						8.7
					(b)	26.0						15.2
					(c)	45.8						34.9
				PCFC	(a)	23.1						12.8
					(b)	25.8						15.8
					(c)	44.8						29.2
				Female	(a)	21.0						n/a
					(b)	27.6						n/a
					(c)	50.1						n/a
				Rural	(a)	24.8						n/a
					(b)	30.9						n/a
					(c)	52.7						n/a
				Bottom wealth quintile	(a)	37.7						n/a
					(b)	45.1						n/a
					(c)	66.8						n/a

				N	(a)	52 PCs (25 PCFCs)						
					(b)	52 PCs (25 PCFCs)						
					(c)	52 PCs (25 PCFCs)						
4 Equity, efficiency, and volume of domestic finance	(i) Proportion of countries with government expenditure on education increasing or at 20% or above as a percentage of total government expenditure (volume of domestic finance)	National budget documents compiled by GPE	% of countries			CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	(CY)
				Overall		57.1	71.0					n/a
				PCFC		55.6	75.9					n/a
				N		63 PCs (27 PCFCs)	62 PCs (29 PCFCs)					
	(ii) (a) Proportion of countries where equity, efficiency, and volume of domestic finance for education is assessed;	Enabling factors assessment by ITAP	% of countries			(CY)	CY2021	CY2022	CY2023	CY2024	CY2025	(CY)
				Overall	(a)	n/a	3.9					n/a
					(b)	n/a	n/a					n/a

	(ii) (b) Proportion of countries making progress against identified challenges in equity, efficiency, and volume of domestic finance for education	Partnership compact periodic monitoring.	% of countries	PCFC	(a)	n/a	5.6					n/a
					(b)	n/a	n/a					n/a
				N	(a)	n/a	76 PCs (36 PCFCs)					
					(b)	n/a	n/a					
5 Gender equality; Inclusion; Strong organizational capacity	(i) Proportion of women aged 20-24 years who were married or in a union before age 18 (SDG indicator 5.3.1)	UNICEF and GPE Secretariat	% of women			CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	(CY)
				Overall		34.0	33.3					n/a
				PCFC		30.1	29.9					n/a
				N		47 PCs (19 PCFCs)	48 PCs (22 PCFCs)					
	(ii) (a) Proportion of countries where gender-responsive planning and monitoring is assessed; (ii) (b) Proportion of countries making progress against identified challenges	(a) Enabling factors assessment by ITAP (b) Partnership compact periodic monitoring	% of countries % of countries			(CY)	CY2021	CY2022	CY2023	CY2024	CY2025	(CY)
				Overall	(a)	n/a	3.9					n/a
					(b)	n/a	n/a					n/a
					(c)	n/a	100.0					n/a
				PCFC	(a)	n/a	5.6					n/a
					(b)	n/a	n/a					n/a

	in gender-responsive planning and monitoring; (ii) (c) Proportion of countries where gender-responsive planning and monitoring is assessed that have a legislative framework assuring the right to education for all children	(c) Completeness check of enabling factors assessment documentation.	% of countries									
					(c)	n/a	100.0					n/a
				N	(a)	n/a	76 PCs (36 PCFCs)					
					(b)	n/a	n/a					
					(c)	n/a	3 PCs (2 PCFCs)					
						CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	CY2025
6	Learning; Gender equality	Proportion of children and young people (a) in Grade 2 or 3, (b) at the end of primary education, and (c) at the end of lower secondary education achieving at least a minimum proficiency level in (i)	UNESCO Institute for Statistics	% of children	Overall (a) (i)	34.8						n.a.
					(ii)	36.5						n.a.
					(b) (i)	27.1						45.1
					(ii)	24.7						46.4
					(c) (i)	n.e.d.						n.a.
					(ii)	n.e.d.						n.a.
				PCFC	(a) (i)	29.9						n.a.
					(ii)	30.8						n.a.
					(b) (i)	16.6						n.a.

	reading and (ii) mathematics (SDG indicator 4.1.1)					(ii)	17.1						n.a.
					(c)	(i)	n.e.d.						n.a.
						(ii)	n.e.d.						n.a.
				Female	(a)	(i)	29.8						n/a
						(ii)	31.4						n/a
					(b)	(i)	26.4						n/a
						(ii)	21.6						n/a
					(c)	(i)	n.e.d.						n/a
						(ii)	n.e.d.						n/a
				N	(a)	(i)	33 PCs (15 PCFCs)						
						(ii)	33 PCs (15 PCFCs)						
					(b)	(i)	24 PCs (10 PCFCs)						
						(ii)	28 PCs (12 PCFCs)						
					(c)	(i)	n.e.d.						
						(ii)	n.e.d.						
							CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	CY2025
7	Quality teaching; Gender equality	(i) Proportion of teachers in (a) pre-primary education, (b) primary education,	UNESCO Institute for Statistics	% of teachers	Overall		(a)	59.3						80.2
							(b)	77.1						83.9
							(c)	72.2						86.6

	(c) lower secondary education, and (d) upper secondary education with the minimum required qualifications (SDG indicator 4.c.1)				(d)	72.4						84.8
				PCFC	(a)	n.e.d.						n.a.
					(b)	78.7						87.6
					(c)	70.8						n.a.
					(d)	70.7						n.a.
				Female	(a)	60.8						n/a
					(b)	76.1						n/a
					(c)	72.9						n/a
					(d)	72.0						n/a
				N	(a)	41 PCs (n.e.d PCFCs)						
					(b)	50 PCs (20 PCFCs)						
					(c)	30 PCs (14 PCFCs)						
					(d)	32 PCs (16 PCFCs)						
	(ii) Proportion of countries where teaching quality is assessed	Classroom-observation tool documents compiled by GPE Secretariat	% of countries			(CY)	CY2021	CY2022	CY2023	CY2024	CY2025	(CY)
				Overall		n/a	51.3					n/a
				PCFC		n/a	50.0					n/a
				N		n/a	76 PCs (36 PCFCs)					
8						CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	(CY)

Strong organizational capacity; Gender equality; Inclusion	(i) Proportion of countries reporting at least 10 of 12 key international education indicators to UNESCO Institute for Statistics	UNESCO Institute for Statistics and GPE Secretariat	% of countries	Overall		44.7	38.2					n/a
				PCFC		27.8	22.2					n/a
				N		76 PCs (36 PCFCs)	76 PCs (36 PCFCs)					
	(ii)(a) Proportion of countries where the availability and use of data and evidence is assessed (ii) (b) Proportion of countries making progress against identified challenges in the availability and use of data and evidence (ii) (c) Proportion of countries where the availability and use of data and	(a) Enabling factors assessment by ITAP (b) Partnership compact periodic monitoring (c) Completeness check of enabling factors assessment	% of countries % of countries % of countries			(CY)	CY2021	CY2022	CY2023	CY2024	CY2025	(CY)
				Overall	(a)	n/a	3.9					n/a
					(b)	n/a	n/a					n/a
					(c)	n/a	66.7					n/a
				PCFC	(a)	n/a	5.6					n/a
					(b)	n/a	n/a					n/a
					(c)	n/a	50.0					n/a
				N	(a)	n/a	76 PCs (36 PCFCs)					

	evidence is assessed that report key education statistics disaggregated by children with disabilities	documentation.			(b)	n/a	n/a					
					(c)	n/a	3 PCs (2 PCFCs)					
	(iii) (a) Proportion of countries where sector coordination is assessed (iii) (b) Proportion of countries making progress against identified challenges in sector coordination ; (iii) (c) Proportion of local education groups that include civil society organizations and teacher associations	(a) Enabling factors assessment by ITAP (b) Partnership compact periodic monitoring (c) Local education group documentation.	% of countries % of countries % of local education groups			CY2020	CY2021	CY2022	CY2023	CY2024	CY2025	(CY)
				Overall	(a)	n/a	3.9					n/a
					(b)	n/a	n/a					n/a
					(c)	66.2	68.6					n/a
				PCFC	(a)	n/a	5.6					n/a
					(b)	n/a	n/a					n/a
					(c)	68.6	67.6					n/a
				N	(a)	n/a	76 PCs (36 PCFCs)					
					(b)	n/a	n/a					
					(c)	71 LEGs (35 in PCFCs)	70 LEGs (37 in PCFCs)					
#	**Priority Area**	**Indicator**	**Data Source**		**Disaggregation**		**Year**	**Year**	**Year**	**Year**	**Year**	

			Unit of analysis		Baseline						Benchmark

COUNTRY-LEVEL OBJECTIVE 1 (CLO1)
Strengthen gender-responsive planning, policy development for system-wide impact
INDICATORS ON GPE COUNTRY-LEVEL LEVERS

Gender equality; Strong organizational capacity	(i) Proportion of countries that implement GPE allocation-linked policy reforms in the gender responsive sector planning and monitoring enabling factor as identified in their Partnership Compact	System transformation grant top-up at compact review.	% of countries	Benchmark 75%	(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Overall	n/a	n/a					75
				PCFC	n/a	n/a					n/a
				N	n/a	n/a					
	(ii) Proportion of system capacity grants where activities under the gender responsive planning and monitoring window are on track	System capacity grant monitoring report	% of grants	Benchmark 80%	(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Overall	n/a	n/a					80
				PCFC	n/a	n/a					n/a
				N	n/a	n/a					

9

COUNTRY-LEVEL OBJECTIVE 2 (CLO2)
Mobilize coordinated action and financing to enable transformative change
INDICATORS ON GPE COUNTRY-LEVEL LEVERS

	Strong organizational capacity	(i) Proportion of countries that implement GPE allocation-linked policy reforms in the sector coordination enabling factor as identified in their Partnership Compact	System transformation grant top-up at compact review.	% of countries	Benchmark 75%	(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
					Overall	n/a	n/a					75
					PCFC	n/a	n/a					n/a
					N	n/a	n/a					
10		(ii) Proportion of system capacity grants where activities under the mobilize coordinated action and finance window are on track	System capacity grant monitoring report.	% of grants	Benchmark 80%	(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
					Overall	n/a	n/a					80
					PCFC	n/a	n/a					n/a
					N	n/a	n/a					
11	Equity, efficiency, and volume of domestic finance	Proportion of countries that implement GPE allocation-linked policy reforms in the equity, efficiency,	System transformation grant top-up at compact review.	% of countries	Benchmark 75%	(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
					Overall	n/a	n/a					75
					PCFC	n/a	n/a					n/a
					N	n/a	n/a					

		and volume of domestic finance enabling factor as identified in their Partnership Compact										
12	Equity, efficiency, and volume of domestic finance	(i) Proportion of GPE grant funding aligned to national systems	ESPIG and system transformation grants application form	% of grants		FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	(FY)
					Overall	48.9	54.7					n/a
					PCFC	40.7	51.1					n/a
					N	52 grants (27 in PCFCs)	78 grants (40 in PCFCs)					
		(ii) Proportion of GPE grant funding using harmonized funding modalities	ESPIG and system transformation grants application form	% of grants		FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	(FY)
					Overall	56.6	60.2					n/a
					PCFC	46.4	56.3					n/a
					N	52 grants (27 in PCFCs)	78 grants (40 in PCFCs)					
13	Strong organizational capacity	(i) Proportion of countries that implement GPE allocation-linked policy reforms in the data and evidence enabling factor as	System transformation grant top-up at compact review.	% of countries	Benchmark 75%	(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
					Overall	n/a	n/a					75
					PCFC	n/a	n/a					n/a
					N	n/a	n/a					

	identified in their Partnership Compact										
	(ii) Proportion of system capacity grants where activities under the adapt and learn for results at scale window are on track	System capacity grant monitoring report.	% grants	Benchmark 80%	(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Overall	n/a	n/a					80
				PCFC	n/a	n/a					n/a
				N	n/a	n/a					

COUNTRY-LEVEL OBJECTIVE 3 (CLO3)

Strengthen capacity, adapt and learn, to implement and drive results at scale

INDICATORS ON GPE COUNTRY-LEVEL LEVERS

All priority areas **14**	(i) Proportion of system transformation grants (a) meeting objectives during implementation; (b) met objectives at completion (overall and by priority area): PA1: Access; PA2: Early learning;	System transformation grant monitoring and completion reports	% of grants	Benchmark 80%		(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Overall	(a)	n/a	63.9					80
					(b)	n/a	n.e.d.					80
				PCFC	(a)	n/a	58.1					n/a
					(b)	n/a	n.e.d.					n/a
				PA1	(a)	n/a	72.0					80
					(b)	n/a	n.e.d.					80
				PA2	(a)	n/a	80.0					80
					(b)	n/a	n.e.d.					80
				PA3	(a)	n/a	71.4					80
					(b)	n/a	n.e.d.					80

	PA3: Equity, efficiency, and volume of domestic finance; PA4: Gender equality; PA5: Inclusion; PA6: Learning; PA7: Quality teaching; PA8: Strong organizational capacity			PA4		(a)	n/a	82.7					80
						(b)	n/a	n.e.d.					80
				PA5		(a)	n/a	80.0					80
						(b)	n/a	n.e.d.					80
				PA6		(a)	n/a	76.3					80
						(b)	n/a	n.e.d.					80
				PA7		(a)	n/a	74.5					80
						(b)	n/a	n.e.d.					80
				PA8		(a)	n/a	74.6					80
						(b)	n/a	n.e.d.					80
				N	Overall	(a)	n/a	61 grants (31 in PCFCs)					
						(b)	n/a	n.e.d.					
					PA1	(a)	n/a	50 grants					
						(b)	n/a	n.e.d.					
					PA2	(a)	n/a	40 grants					
						(b)	n/a	n.e.d.					
					PA3	(a)	n/a	35 grants					
						(b)	n/a	n.e.d.					
					PA4	(a)	n/a	52 grants					

					(b)	n/a	n.e.d.					
				PA5	(a)	n/a	55 grants					
					(b)	n/a	n.e.d.					
				PA6	(a)	n/a	59 grants					
					(b)	n/a	n.e.d.					
				PA7	(a)	n/a	55 grants					
					(b)	n/a	n.e.d.					
				PA8	(a)	n/a	59 grants					
					(b)	n/a	n.e.d.					
	(ii) Proportion of grants with a girls' education accelerator component where the girls' education accelerator-funded component met its objective at completion	Girls' education accelerator (system transformation grant or multiplier) completion report	% of grants	Benchmark 80%		(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Overall		n/a	n/a					80
				PCFC		n/a	n/a					n/a
				N		n/a	n/a					
#	**Objectives**	**Indicator**	**Data Source**	**Unit of analysis**	**Disaggregation**		**Baseline**	**Year**	**Year**	**Year**	**Year**	**Year**	**Target**

ENABLING OBJECTIVE (EO)

Mobilize global and national partners and resources for sustainable results

INDICATORS ON GPE GLOBAL-LEVEL LEVERS

15 Learning Partnership	Number of cases of uptake of KIX-supported research, knowledge, and innovation in country-level policy development or delivery	Knowledge and Innovation Exchange (KIX) Results Framework (IDRC)	Cases (cumulative)		(FY)	FY2021	FY2022	FY2023	FY2024	FY2025	FY2024
				Milestone[6]	**n/a**	**12**	**52**	**126**	**167**	**n/a**	
				Overall	n/a	18	46				167
				GESI related	n/a	10	25				
				N	n/a	68 countries	70 countries				
16 Strategic Partnership	(i) Number of countries benefiting from newly mobilized strategic partnerships	GPE Secretariat	Countries (cumulative)		(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Milestone	**n/a**	**n/a**	**4**	**10**	**20**	**35**	
				Overall	n/a	n/a					35
				N	n/a	n/a					
	(ii) Proportion of GPE-mobilized strategic capabilities that meet their objectives	GPE Secretariat	% of strategic capabilities		(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Milestone	**n/a**	**n/a**	**75**	**85**	**100**	**100**	
				Overall	n/a	n/a					100
				N	n/a	n/a					
	(iii) Additional co-financing leveraged through GPE innovative financing mechanisms	GPE Secretariat	US$ million (cumulative)		(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Milestone	**n/a**	**500.0**	**937.5**	**1562.5**	**2187.5**	**2500.0**	
				Overall	n/a	1003.9					2500.0
				Multiplier	n/a	993.9					n/a
				Debt2Ed	n/a	0.0					n/a

				Enhanced Convening	n/a	0.0					n/a
				GPE Match	n/a	10.0					n/a
				ACG SmartEd	n/a	0.0					n/a
				N	n/a	14 grants					
17 Advocacy	Number of countries where civil society in Education Out Loud (EOL) funded projects has influenced education planning, policy dialogue and monitoring	Education Out Loud (EOL) Results Framework (Oxfam IBIS)	Countries (cumulative)		(FY)	FY2021	FY2022	FY2023	FY2024	FY2025	FY2024
				Milestone	**n/a**	**20**	**27**	**32**	**37**	**n/a**	
				Overall	n/a	20	30				37
				PCFC	n/a	12	15				n/a
				N	n/a	54 countries (26 in PCFC)	63 countries (29 in PCFC)				
18 Financing	(i) Percentage and (ii) cumulative amounts of donor commitments fulfilled	GPE Secretariat	%; US$ million (cumulative)		(FY)	FY2022	FY2023	FY2024	FY2025	FY2026	FY2026
				Overall (i)	n/a	21.0					100
				(ii)	n/a	801.8					4 billion USD
				N	n/a	27 donors					

Note: For more information on indicators, see the *GPE 2025 Results Framework: Methodological Technical Guidance* at https://www.globalpartnership.org/content/gpe-results-framework-2025-methodological-technical-guidelines.

Appendix B. Technical Notes on Indicator Data

Baselines: The results framework presents baseline values for indicators with available and applicable data. Calendar year 2020 is the baseline and first year of reporting for GPE 2025 goal-level indicators (1, 2, 3i, 3ii, 5i, 6 and 7i) aligned with Sustainable Development Goals (SDG) 4[107] and 5 and equivalent 2020 results framework indicators (4i, 8i and 8iiic) for which data are available. Fiscal year 2021 is the baseline year for country-level objectives; only indicators on alignment and harmonization (12i and 12ii) include a value, because their equivalent 2020 results framework indicators have data available. Baseline values are not applicable for new results framework indicators because no historical data are not available.

Milestones: Annual milestones apply to selected enabling objective indicators (15, 16i,16ii, 16iii and 17), because those indicators come from defined frameworks of the GPE mechanisms: Education Out Loud, GPE Knowledge and Innovation Exchange (KIX), strategic capabilities and innovative financing.

Performance benchmarks, or "benchmarks": Benchmarks apply to country-level objectives indicators for tracking implementation progress and achievement of objectives in GPE grants. Annual benchmarks for indicators related to the partnership compact (9i, 10i, 11 and 13i) and GPE grants (9ii, 10ii, 13ii, 14i and 14ii) are set at 75 percent and 80 percent, respectively.

Targets: For goal-level indicators (2, 3i, 3ii, 6 and 7i) based on SDG 4, calendar year 2025 target values are presented in the results framework when data are available. The UNESCO Institute for Statistics (UIS) calculates indicators' overall targets on the basis of globally agreed SDG 4 2030 targets. Disaggregation by sex or other characteristics is not available. Moreover, target values are not applicable for country-level objectives indicators. Targets are available for enabling objective indicators: fiscal year 2026 target values apply for Indicators 16i, 16ii, 16iii and 18, and fiscal year 2024 target values apply for Indicators 15 and 17.

Disaggregation: The results framework includes disaggregation of indicators by country and individual characteristics (e.g., fragility status for countries and sex for children and teachers) as data availability allows. Indicators based on household survey data include disaggregation by location and socioeconomic status, where available. Implementation grant indicators include disaggregation by GPE priority areas and fragility status.

Partner countries affected by fragility and conflict (PCFCs): GPE updates the list of PCFCs every fiscal year. GPE's list is based on the World Bank's list of fragile and conflict-affected situations and the UNESCO Global Monitoring Report's list of conflict-affected states. See appendix C for more information. In this report, calendar-based indicators (1 through 8) use fiscal year 2021 PCFC categorization. Fiscal year-based

[107] While calendar year 2020 is the baseline year for goal sector level indicators aligned with SDG 4 indicators, calculated by UNESCO Institute for Statistics (UIS), it is also the first year of reporting to optimize data coverage.

indicators (9 through 18) use fiscal year 2022 PCFC categorization, except for Indicator 14, which uses PCFC categorization one year before the grant's approval.

Sample, or "N": At the end of each calendar and fiscal year, the Secretariat reports on data available following the list of partner countries or those eligible for funding as of the end of that year. The sample of countries varies depending on the indicator.

Updated data and retroactive revisions: New data available for some results framework indicators are considered. Particularly, indicators' values are subject to retroactive revisions to account for new partner countries joining GPE and for the most recent available data (e.g., to include new indicator data from the most recent UIS data release). Data available on the list of partner countries as of the end of the calendar or fiscal year are used to recalculate indicator values when applicable. Enabling objective indicators (15 and 17) refer to the list of eligible countries for GPE Knowledge and Innovation Exchange and Education Out Loud funding.

Units of analysis: Indicators have different units of analysis—for example, partner countries, grants, children, teachers, cases, US dollars and so on.

Reporting cycles: Indicators are reported on every year as applicable, except for Indicator 7ii, which is to be reported twice over the entire period of the results framework.

Data sources: Data sources vary. In addition to data generated by the GPE Secretariat, the results framework uses data from UIS, UNICEF and other partners.

Methodological notes: The *GPE Results Framework 2025: Methodological Technical Guidelines* presents the methodological technical guidelines of the results framework's indicators, outlining indicator purpose, definition, calculation methods and corresponding formulas, interpretation, and limitations. It is available at https://www.globalpartnership.org/content/gpe-results-framework-2025-methodological-technical-guidelines.

Appendix C. GPE Partner Countries

GPE Partner Countries By Income Level as of July 2022

Low-income countries: Afghanistan; Burkina Faso; Burundi; Central African Republic; Chad; Democratic Republic of Congo; Eritrea; Ethiopia; The Gambia; Guinea; Guinea-Bissau; Liberia; Madagascar; Malawi; Mali; Mozambique; Niger; Rwanda; Sierra Leone; Somalia; South Sudan; Sudan; Togo; Uganda; Republic of Yemen

Lower-middle-income countries: Bangladesh; Benin; Bhutan[108]; Cabo Verde; Cambodia; Cameroon; Comoros; Republic of Congo; Côte d'Ivoire; Djibouti; El Salvador; Eswatini; Ghana; Haiti; Honduras; Kenya; Kiribati; Kyrgyz Republic; Lao People's Democratic Republic; Lesotho; Mauritania; Federated States of Micronesia; Mongolia; Myanmar; Nepal; Nicaragua; Nigeria; Pakistan; Papua New Guinea; Philippines; Samoa; São Tomé and Príncipe; Senegal; Solomon Islands; Tajikistan; Tanzania; Timor-Leste; Tunisia; Uzbekistan; Vanuatu; Vietnam; Zambia; Zimbabwe

Upper-middle-income countries: Albania; Dominica; Fiji; Georgia; Grenada; Guatemala; Guyana; Maldives; Marshall Islands; Moldova; St. Lucia; St. Vincent and the Grenadines; Tonga; Tuvalu

Countries and territories eligible to join GPE, by income level

Low-income countries: Syrian Arab Republic (Syria is not a partner country yet but has received funding with exceptional approval by the GPE Board)

Lower-middle-income countries and territories: Algeria; Angola; Belize; Bolivia; Arab Republic of Egypt; India; Indonesia; Islamic Republic of Iran; Morocco; Sri Lanka; Ukraine; West Bank and Gaza

Table C.1. GPE partner countries affected by fragility and conflict (PCFCs) included in the Results Report samples, by fiscal year

FY2021	FY2022
Afghanistan	Afghanistan
Burkina Faso	Burkina Faso
Burundi	Burundi
Cameroon	Cameroon
Central African Republic	Central African Republic
Chad	Chad
Comoros	Comoros
Congo, Democratic Republic of	Congo, Democratic Republic of
Congo, Republic of	Congo, Republic of
Eritrea	Eritrea
Gambia, The	Ethiopia
Guinea-Bissau	Guinea-Bissau
Haiti	Haiti

[108] Partner countries in blue are Small Islands and Landlocked Developing States, and partner countries in orange are no longer eligible for GPE funding. For more information on eligibility and allocation for GPE 2025, see https://www.globalpartnership.org/sites/default/files/document/file/2020-12-GPE-Board-eligibility-allocation.pdf.

Kenya Kiribati Lao People's Democratic Republic Liberia Mali Marshall Islands Micronesia, Federated States of Mozambique Myanmar Niger Nigeria Pakistan Papua New Guinea Philippines Rwanda Solomon Islands Somalia South Sudan Sudan Timor-Leste Tuvalu Uganda Yemen, Republic of Zimbabwe	Kenya Kiribati Mali Marshall Islands Micronesia, Federated States of Mozambique Myanmar Niger Nigeria Pakistan Papua New Guinea Philippines Rwanda Solomon Islands Somalia South Sudan Sudan Timor-Leste Tuvalu Uganda Yemen, Republic of Zimbabwe
Note: Applicable for calendar-based Indicators 1 through 8.	*Note*: Applicable for fiscal year–based Indicators 9 through 18 with the exception of Indicator 14, which uses PCFC categorization one year before grant approval.

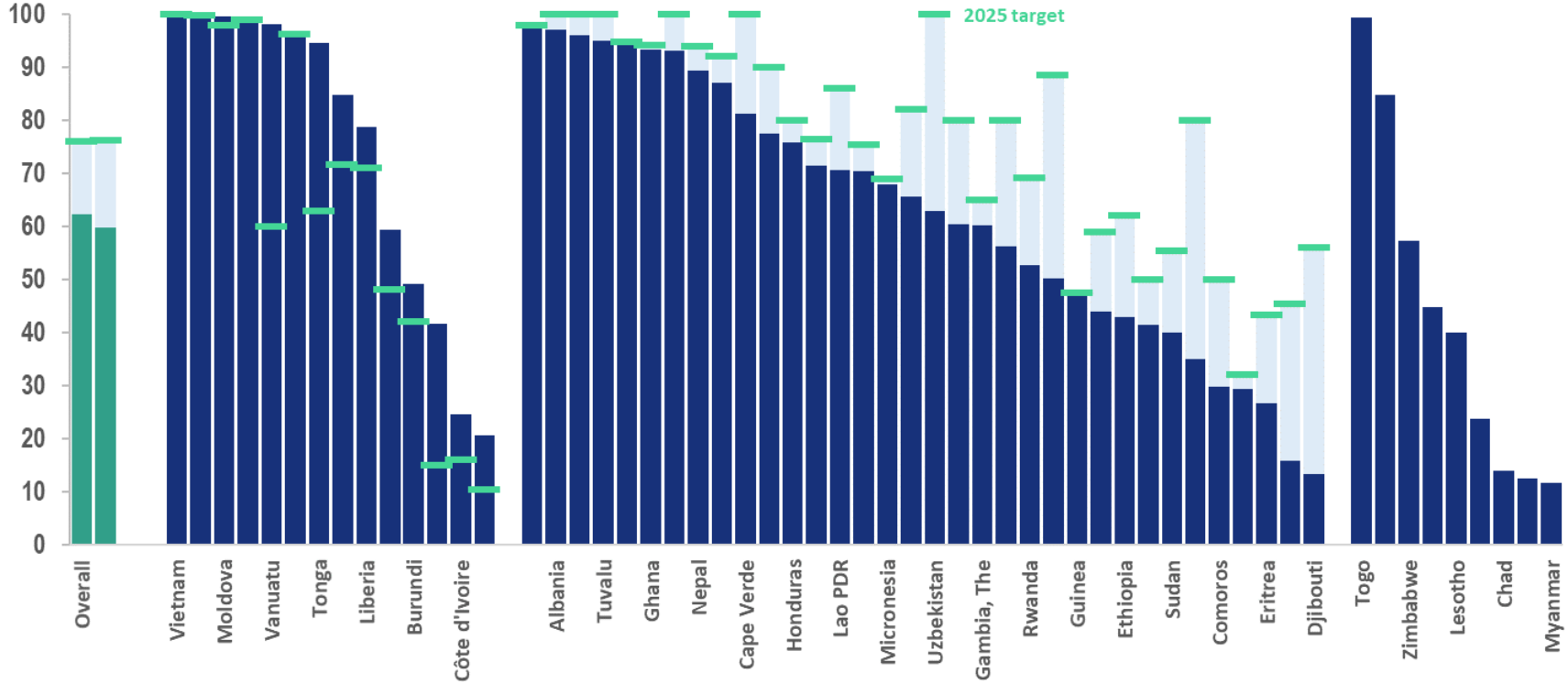
Appendix D. Countries with at least one year of free pre-primary education

	Total	2010		2015		2020	
	n	*n*	(%)	*n*	(%)	*n*	(%)
GPE partner countries	66	17	*(26)*	20	*(30)*	23	*(35)*
PCFCs	27	4	*(15)*	5	*(19)*	5	*(19)*
Small island and landlocked developing states	15	3	*(20)*	4	*(27)*	4	*(27)*

Africa 1 & 3	17	2	*(12)*	3	*(18)*	3	*(18)*
Africa 2	17	5	*(29)*	5	*(29)*	5	*(29)*
Rest of the World	32	10	*(31)*	12	*(38)*	15	*(47)*
East Asia & Pacific	12	1	*(8)*	3	*(25)*	4	*(33)*
Europe & Central Asia	6	3	*(50)*	3	*(50)*	5	*(83)*
Latin America & Caribbean	8	4	*(50)*	4	*(50)*	4	*(50)*
Middle East & North Africa	2	1	*(50)*	1	*(50)*	1	*(50)*
South Asia	6	2	*(33)*	2	*(33)*	2	*(33)*
Sub-Saharan Africa	32	6	*(19)*	7	*(22)*	7	*(22)*
Low income	21	3	*(14)*	4	*(19)*	5	*(24)*
Lower middle income	34	10	*(29)*	11	*(32)*	13	*(38)*
Upper middle income	11	4	*(36)*	5	*(45)*	5	*(45)*

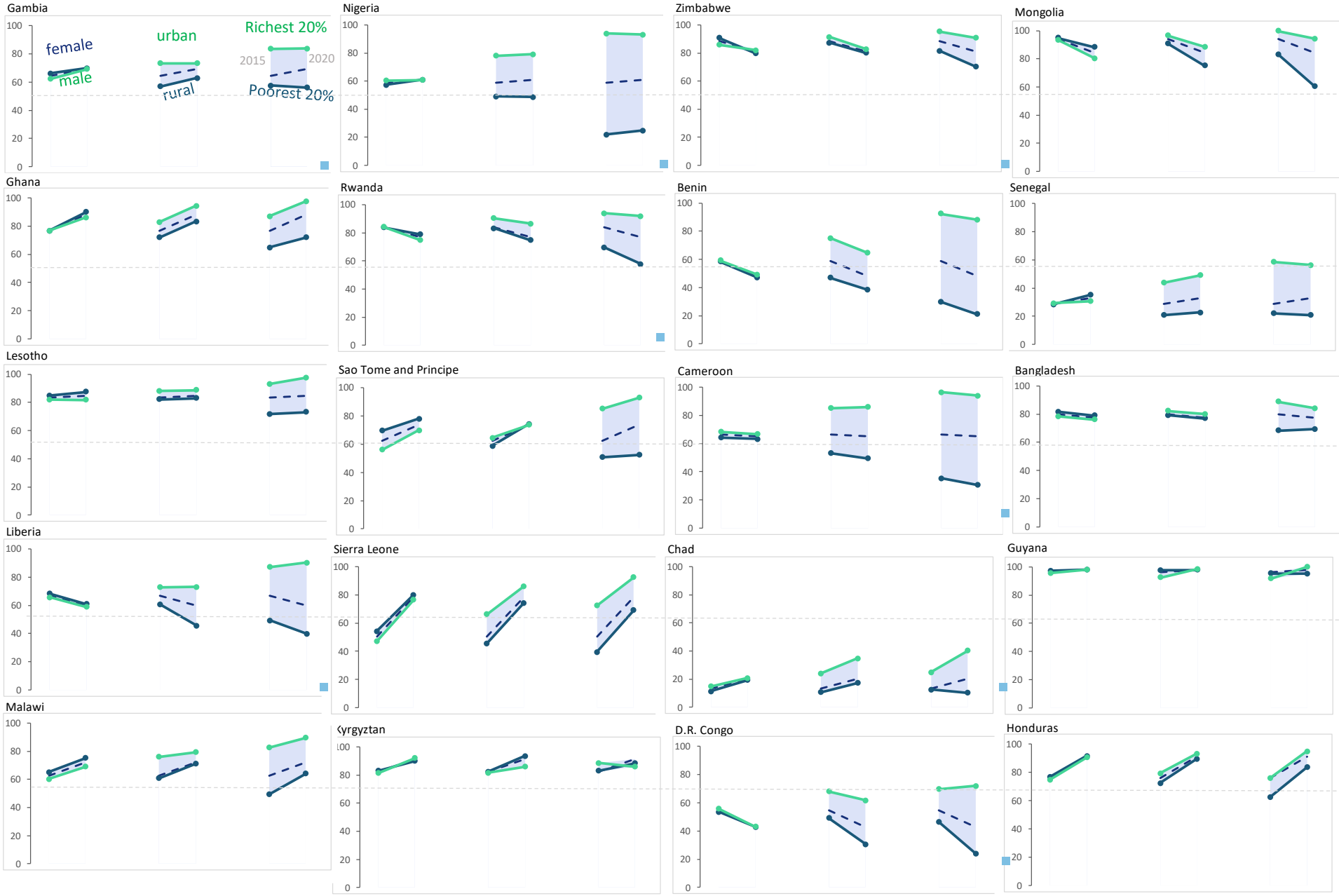
Source: Global Education Monitoring Report team calculations from UIS data, UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

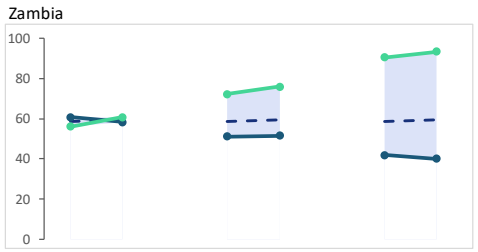
Appendix E. Adjusted net enrolment rate, one year before the official primary entry age, 2020 or most recent year and 2025 target



Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

Appendix F. Adjusted net attendance rate, one year before official primary entry age, 2015 (latest data between 2013-15) and 2020 (latest data between 2018-20) , by gender, location, and wealth, by gender, location, and wealth





Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: The charts show gaps in adjusted net enrolment rates across three dimensions, gender, location and wealth. The dark blue line represent the population who is typically disadvantaged (female, rural, poorest 20%), the dashed line represents the average. Malawi data are from 2016 instead of 2015. PCFCs are signaled with a blue square in the bottom right corner.

Appendix G. Out-of-school rate for children of primary-, lower-secondary-, and upper-secondary-school age), 2020 baseline and 2025 target

Figure G.1. Primary out-of-school rate

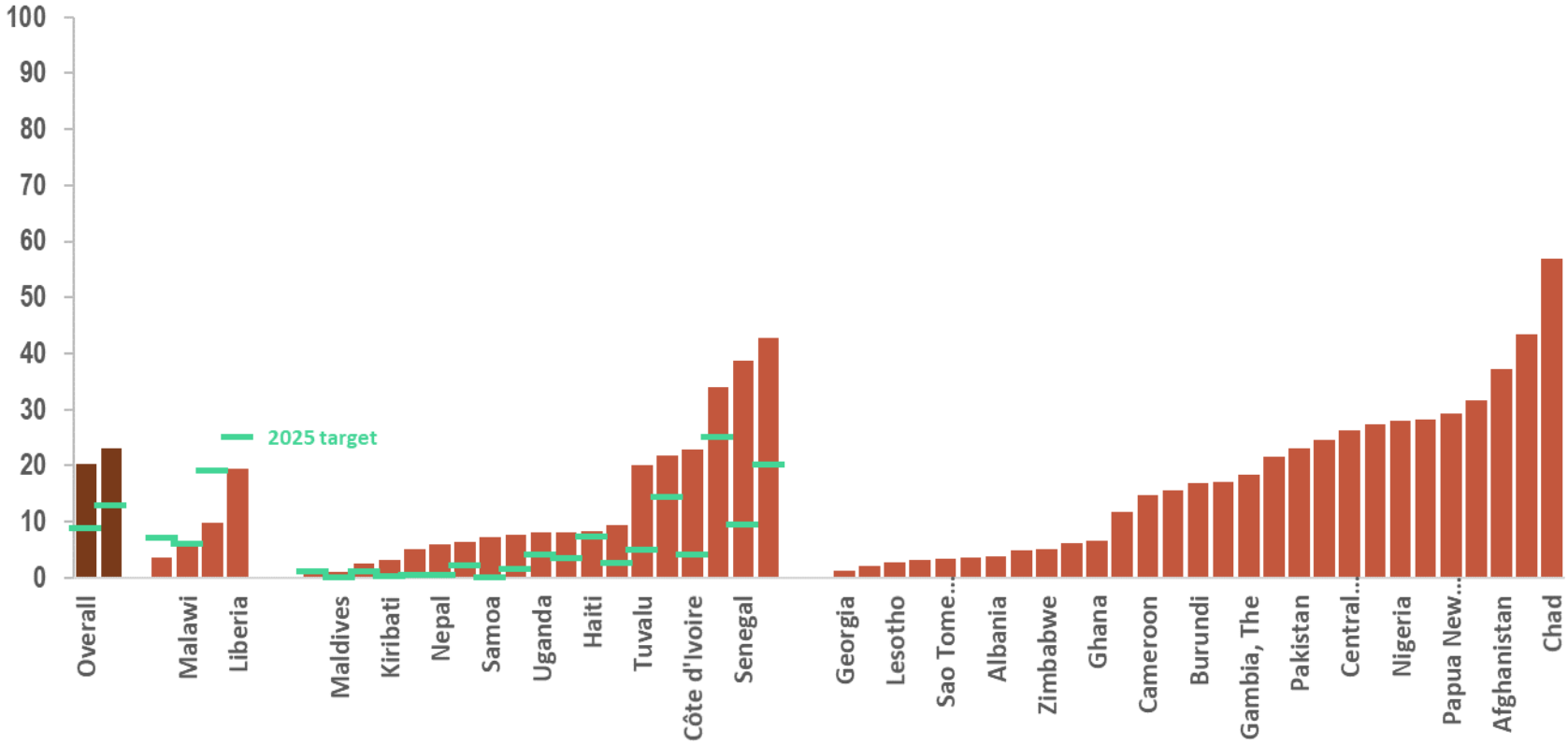


Figure G.2. Lower secondary out-of-school rate

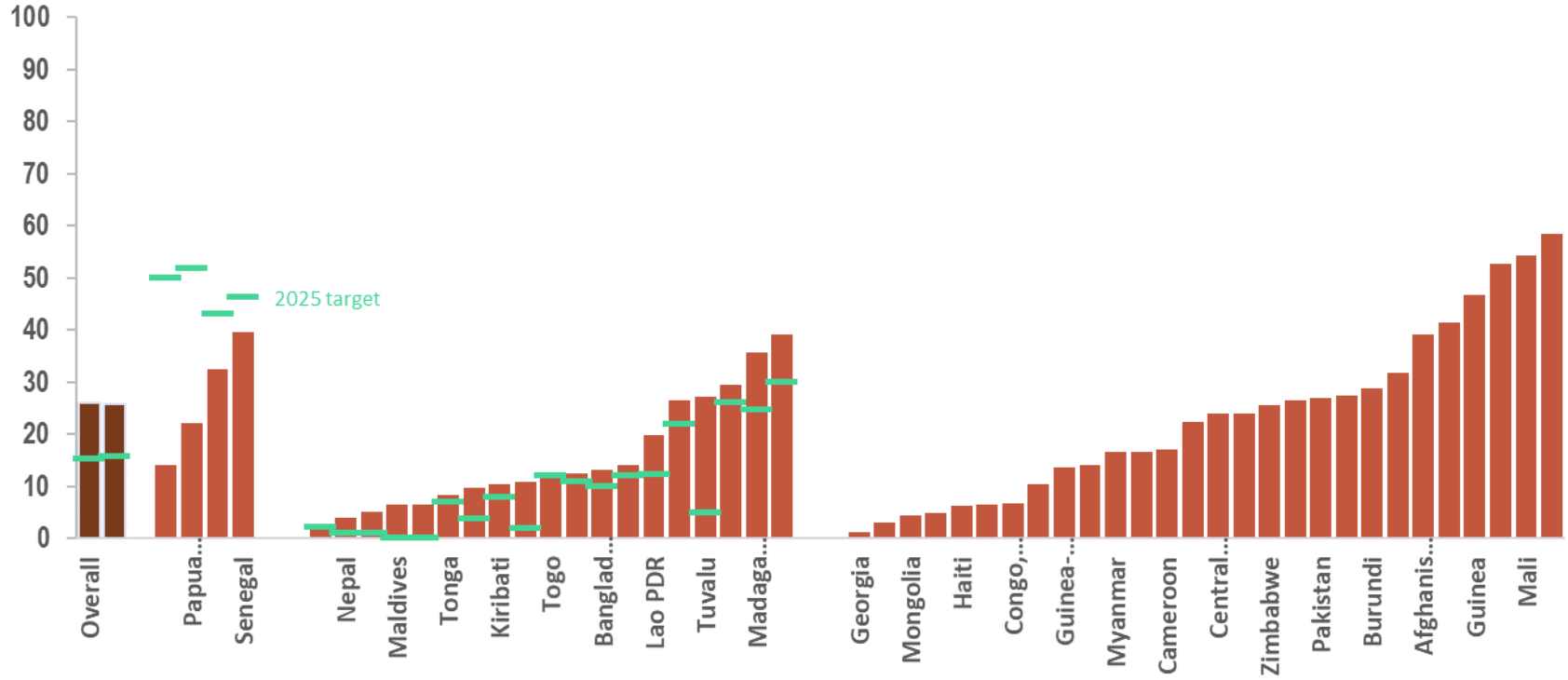
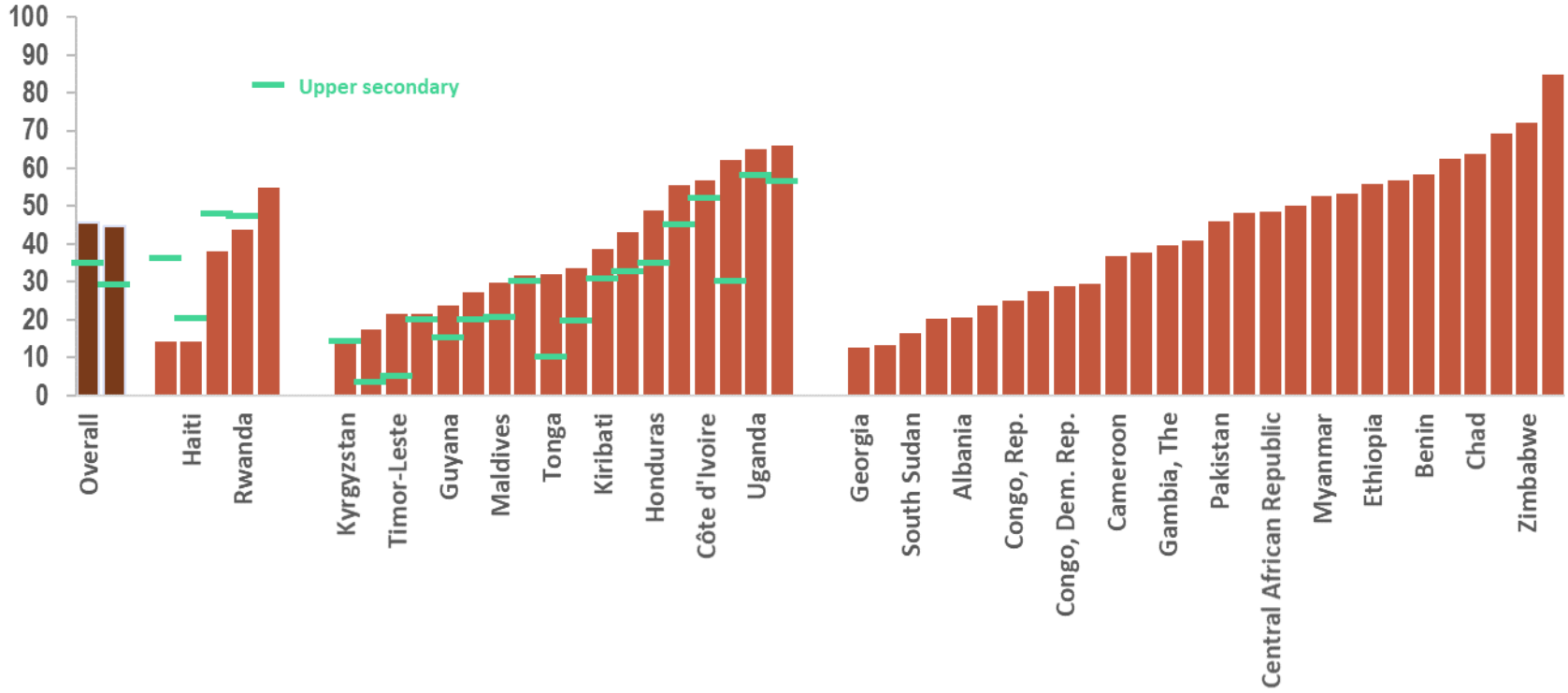
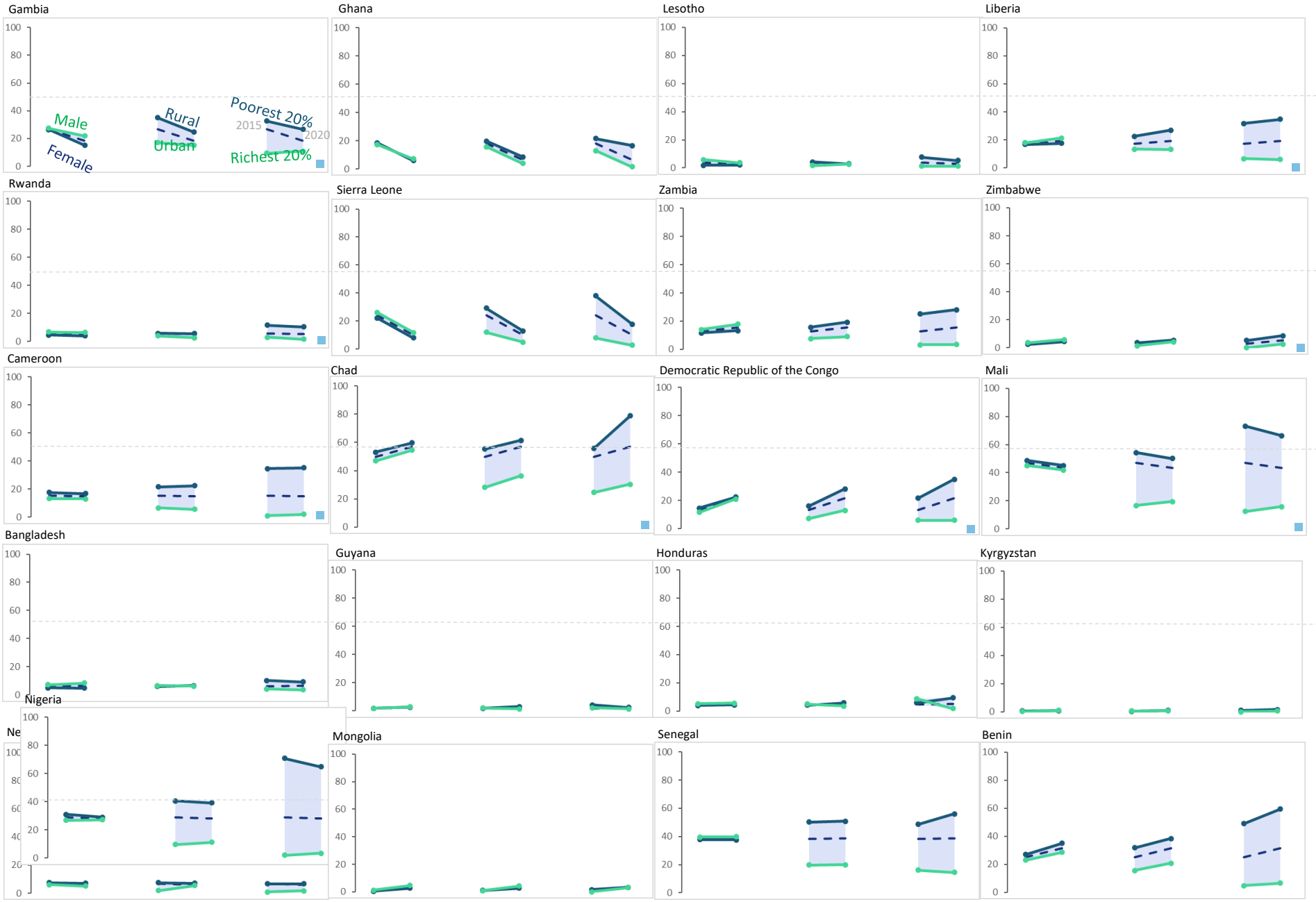


Figure G.3. Upper secondary out-of-school rate



Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

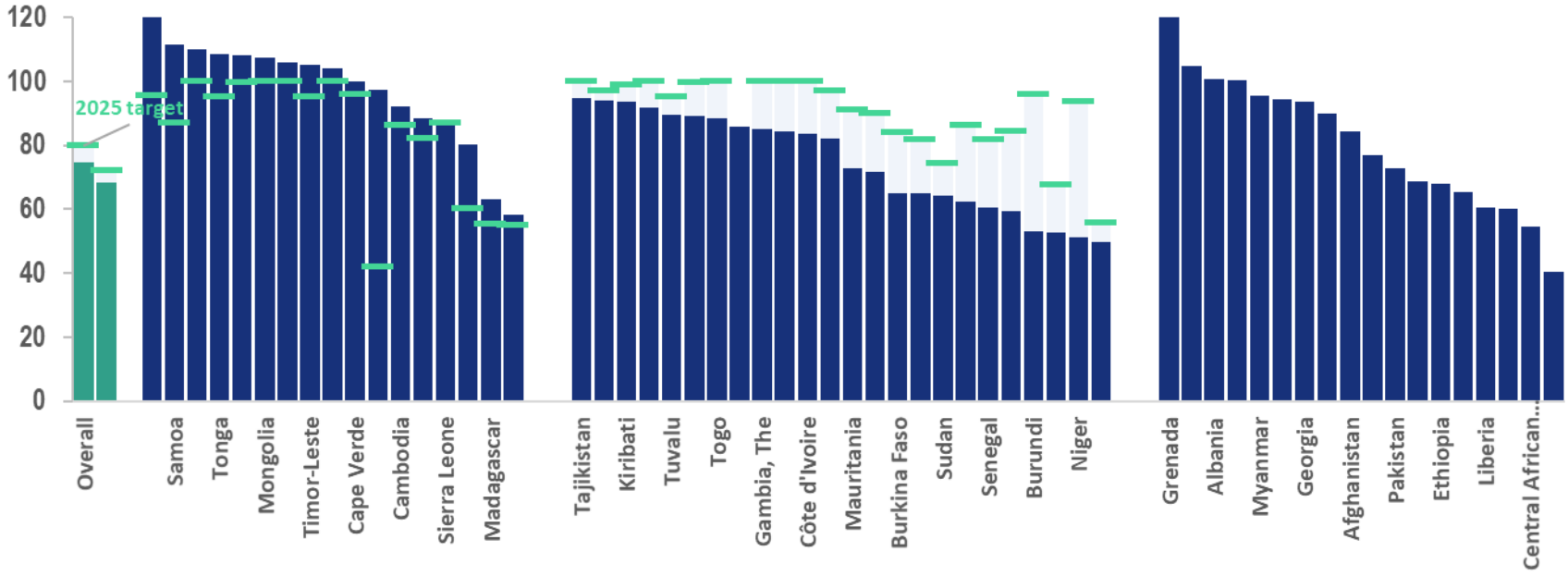
Appendix H. Out-of-school rate for primary education, 2015 (latest data between 2013-2015) and 2020 (latest data between 2018-2020)



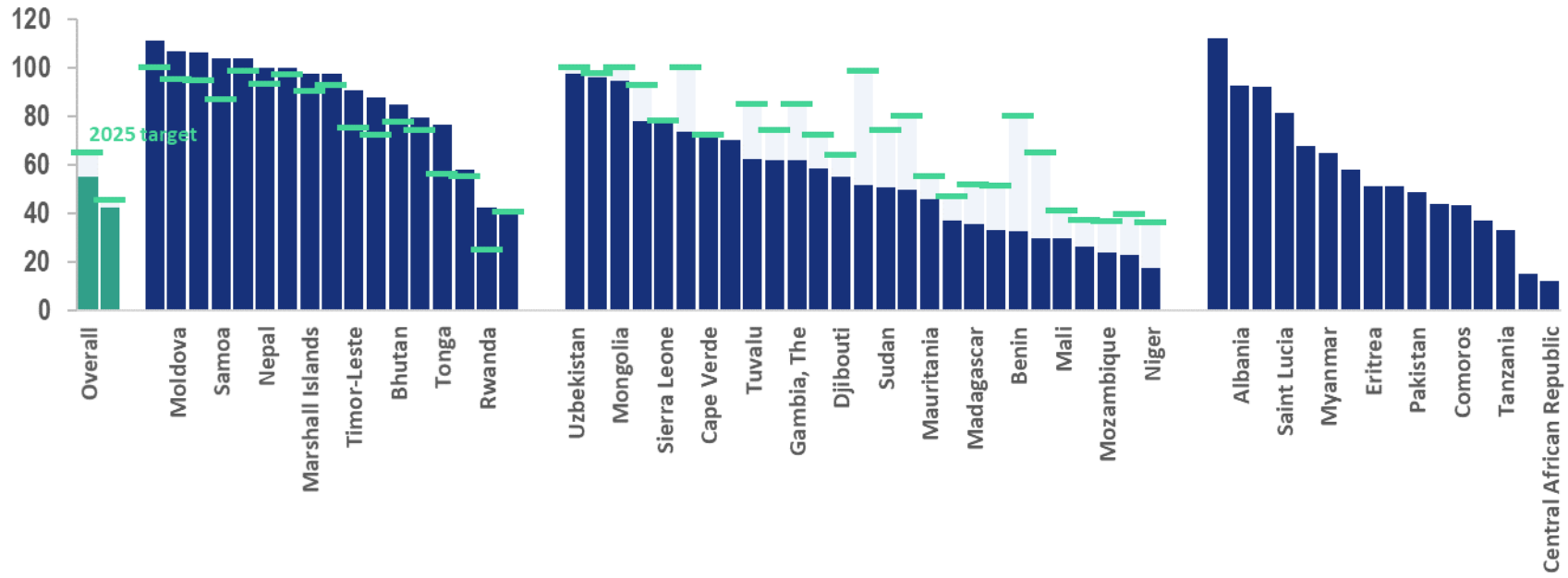
Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Notes: The charts show gaps in out-of-school rates across three dimensions: gender, location and wealth. The dark blue line represents the population who is typically disadvantaged (female, rural, poorest 20%) and the dashed line represents the average. PCFCs are signaled with a blue square in the bottom right corner.

Appendix I. Gross intake ratio to the last grade of primary and lower secondary education, 2020 baseline value and 2025 target

Figure I.1. Primary gross intake rate



Appendix I.2. Lower secondary gross intake rate



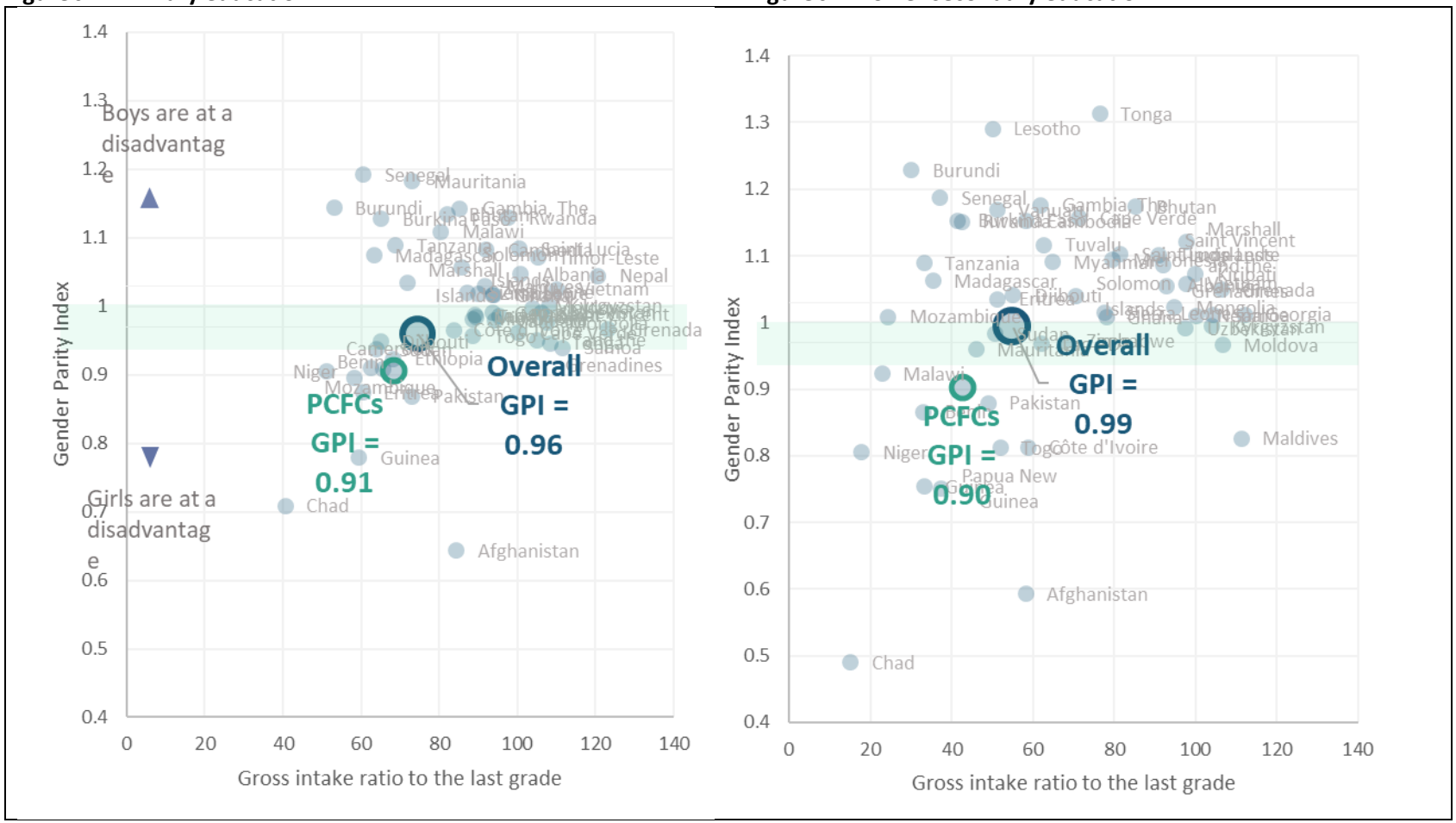
Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

Note: National targets set by countries are meant to represent values of primary completion rates as defined internationally in the Sustainable Development Goal agenda, not the gross intake ratio.

Appendix J. Gross intake ratio to the last grade and gender parity index, 2020 or most recent year

FIgure J.1. Primary education

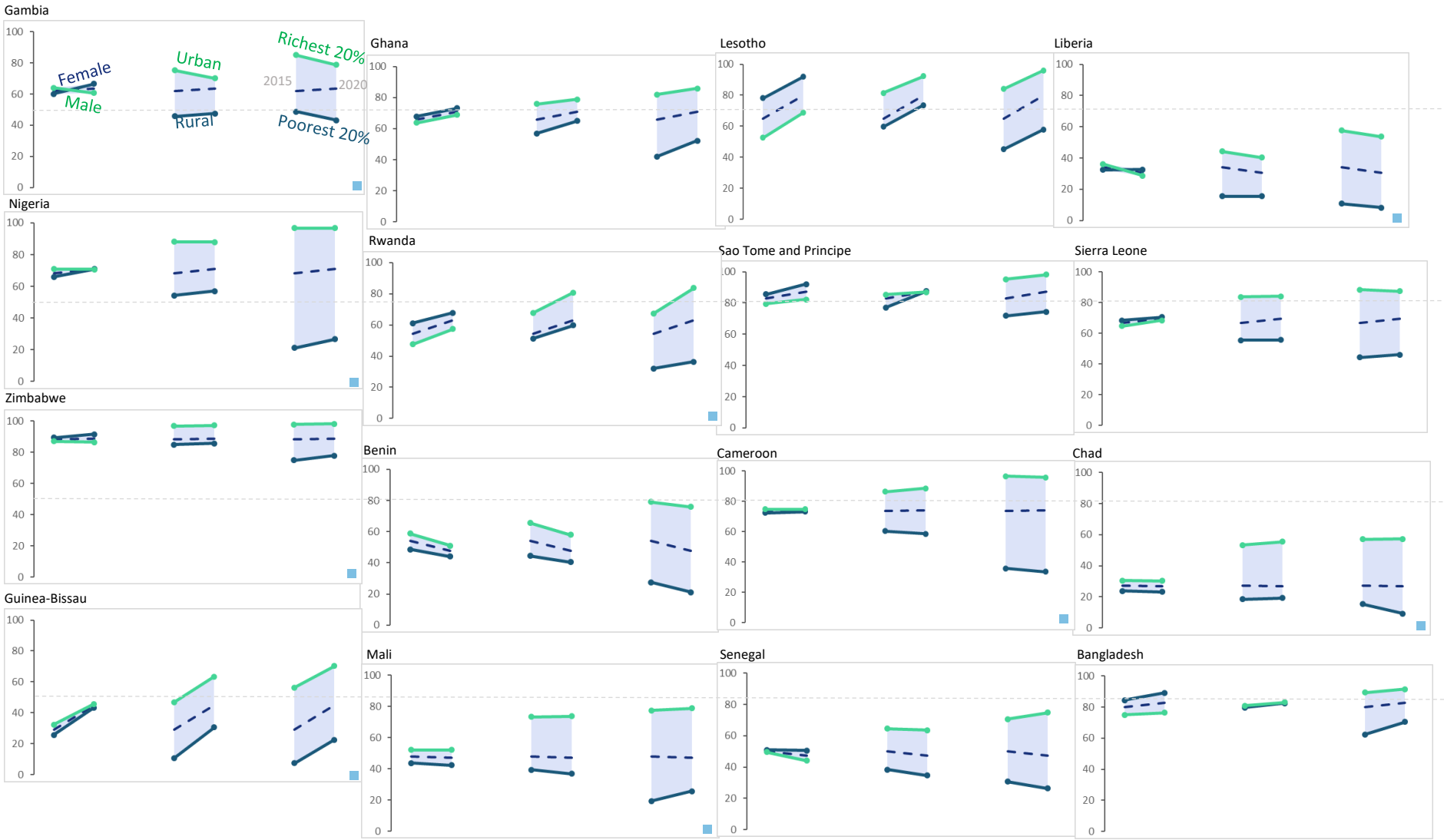
Figure J.2. Lower secondary education

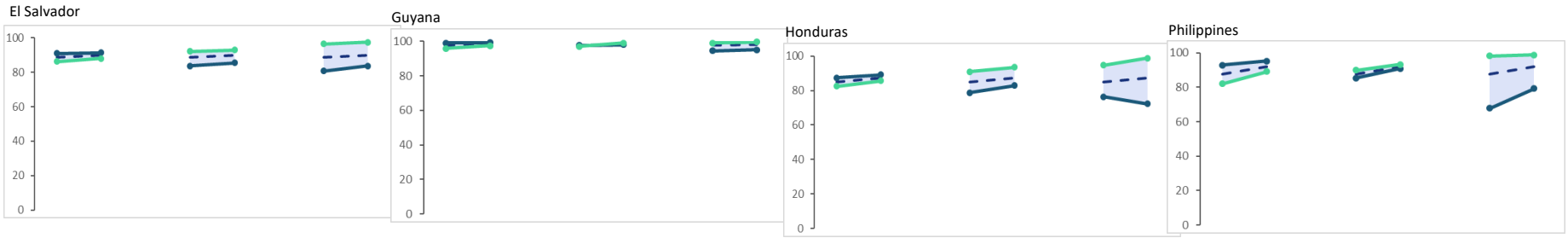


Source: GEMR team calculations from UIS data, UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

Note: GPI = gender parity index, PCFCs = partner countries affected by fragility and conflict. The gender parity index is adjusted to be symmetric around 1. For technical details see: UNESCO Institute for Statistics. (2018). *Metadata for the global and thematic indicators for the follow-up and review of SDG 4 and Education 2030*. http://uis.unesco.org/sites/default/files/documents/metadata-global-thematic-indicators-sdg4-education2030-2017-en_1.pdf.

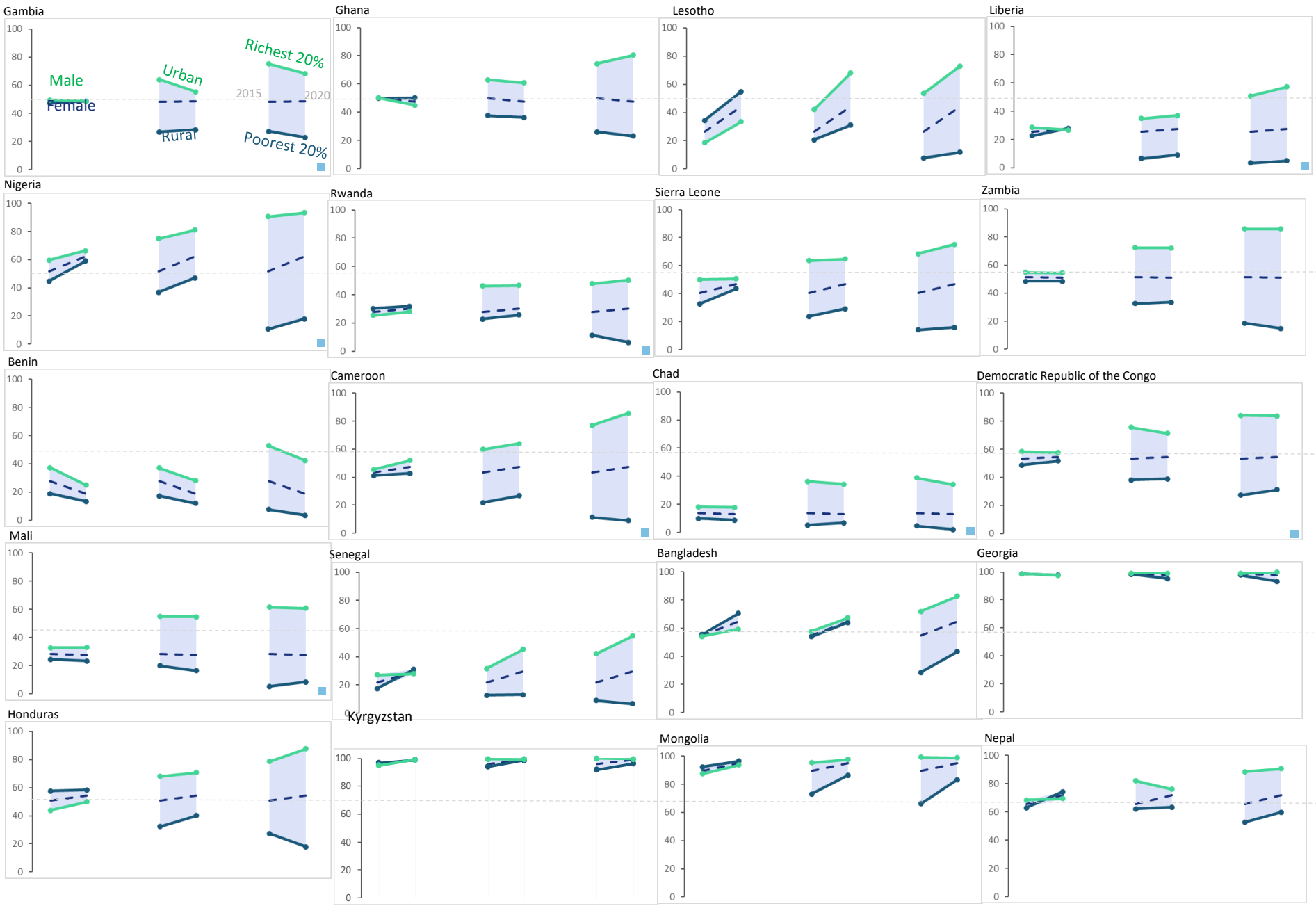
Appendix K. Completion rate for primary education, 2015 (latest data between 2013-15) and 2020 (latest data between 2018-20)





Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.
Note: The charts show gaps in completion rates across three dimensions, gender, location and wealth. The dark blue line represents the population that is typically disadvantaged (female, rural, poorest 20 percent); the dashed line represents the average. For each country, 2015 (or most recent data between 2015 and 2013) and 2020 (or most recent data between 2018 and 2020) are shown. Partner countries affected by fragility and conflict are designated by a blue square in the bottom right corner.

Appendix L. Completion rate for lower secondary education, 2015 (latest data between 2013-15) and 2020 (latest data between 2018-20)



Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

Note: The charts show gaps in completion rates across three dimensions, gender, location and wealth. The dark blue line represents the population that is typically disadvantaged (female, rural, poorest 20 percent); the dashed line represents the average. For each country, 2015 (or most recent data between 2015 and 2013) and 2020 (or most recent data between 2018 and 2020) are shown. PCFCs are designated by a blue square in the bottom right corner.

Appendix M. Proportion of students achieving at least a minimum proficiency level in reading and mathematics, by level, 2020 (or most recent year) and 2025 target

Figure M.1. Proportion of students achieving at least a minimum proficiency level in reading

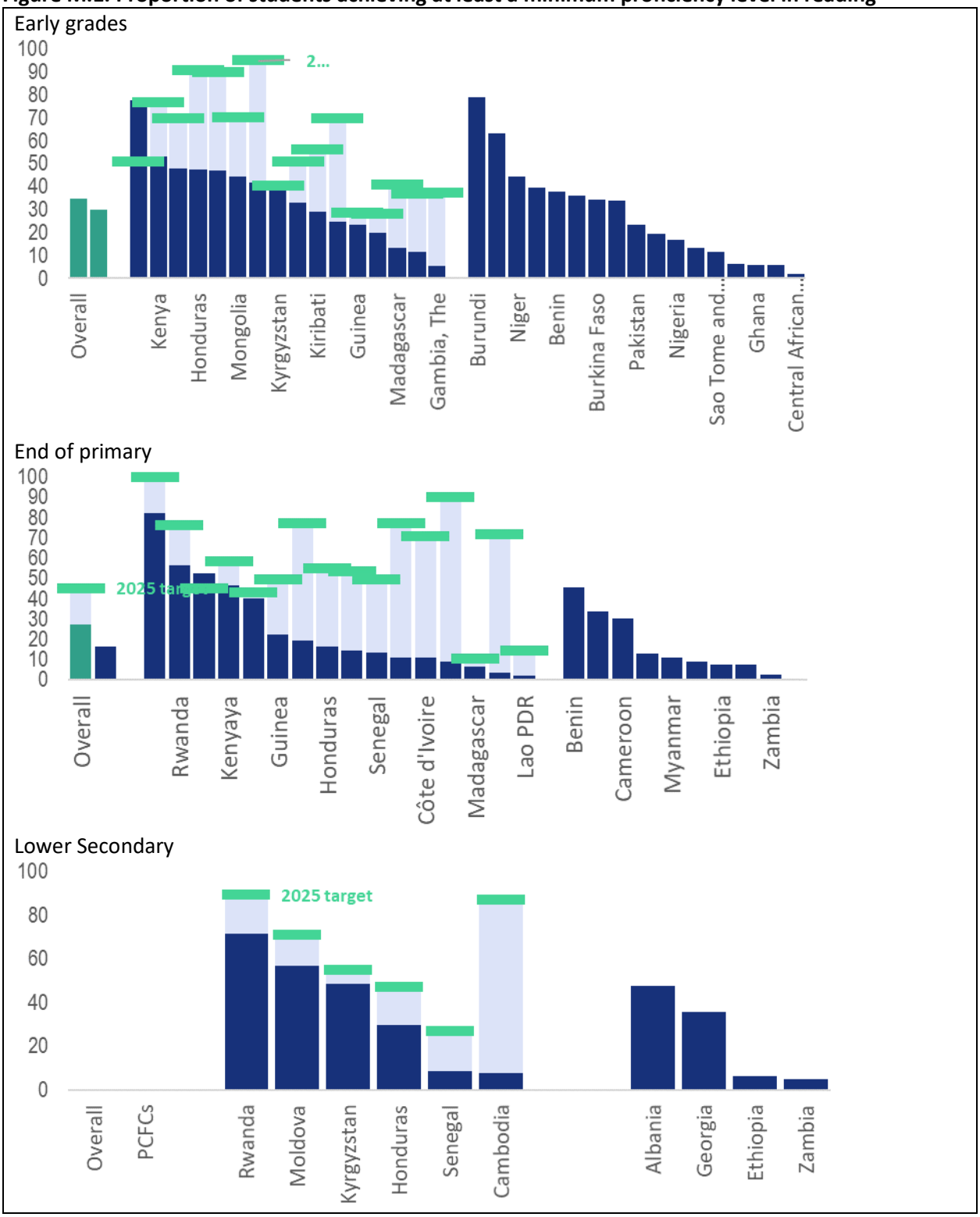
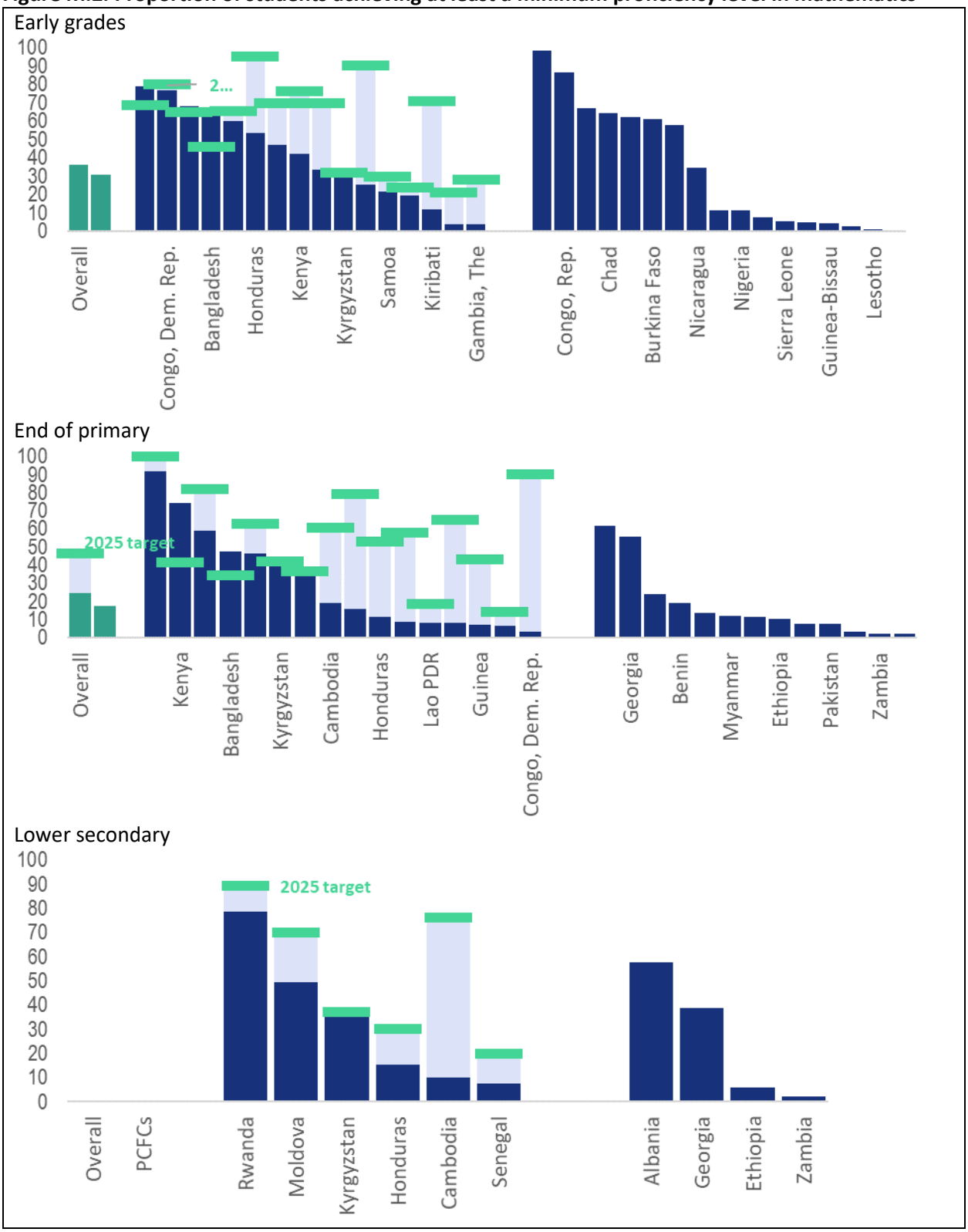


Figure M.2. Proportion of students achieving at least a minimum proficiency level in mathematics



Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

Appendix N. Proportion of pupils achieving at least a minimum proficiency level in reading or math and gender parity index, by level, 2020 baseline values

Reading

Figure N.1. Early grades

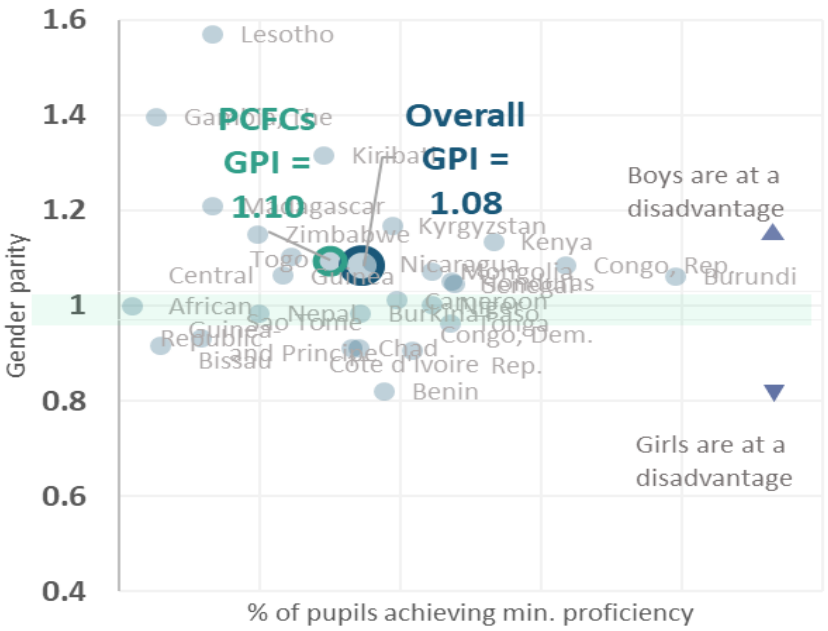
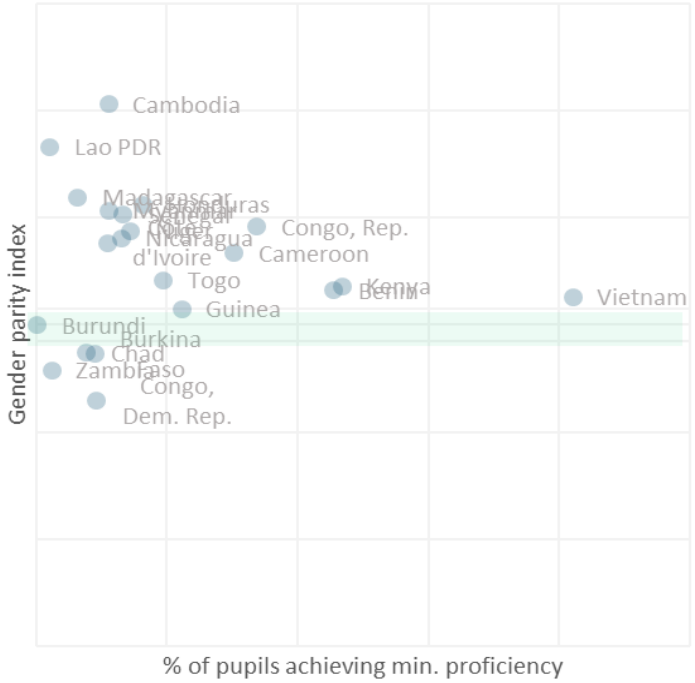
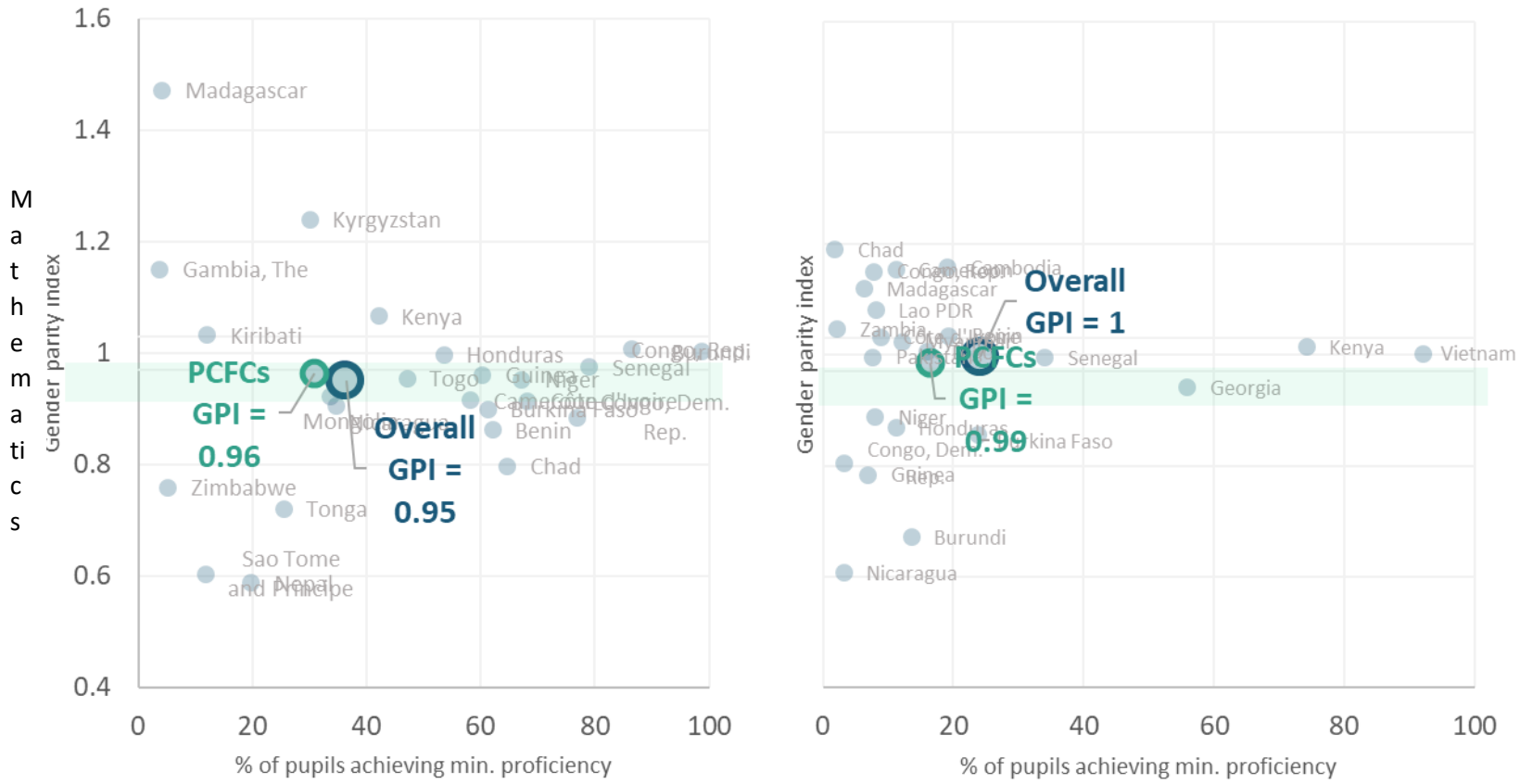


Figure N.2. End of primary





Source: GEMR team calculations from UIS data, UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

Note: GPI = gender parity index, PCFCs = partner countries affected by fragility and conflict. The gender parity index is adjusted to be symmetric around 1. For technical details see: UNESCO Institute for Statistics. (2018). *Metadata for the global and thematic indicators for the follow-up and review of SDG 4 and Education 2030*. http://uis.unesco.org/sites/default/files/documents/metadata-global-thematic-indicators-sdg4-education2030-2017-en_1.pdf.

Appendix O. Proportion of teachers with the minimum required qualifications, by level, 2020 or most recent year and 2025 targets

Figure O.1. Proportion of teachers with the minimum required qualifications in pre-primary

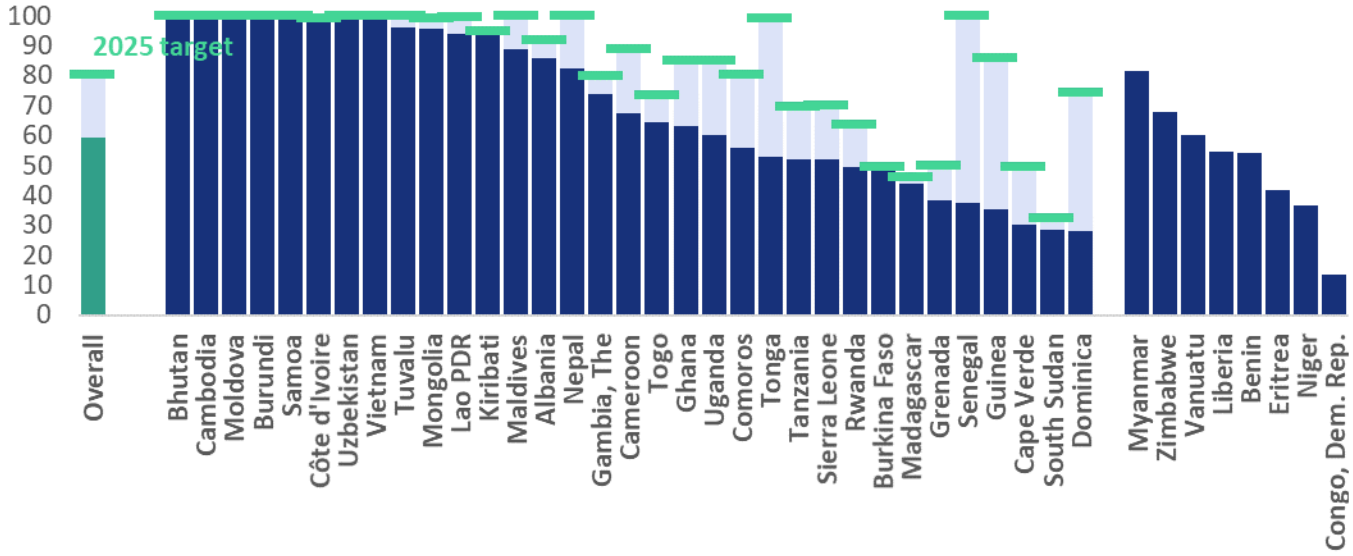


Figure O.2. Proportion of teachers with the minimum required qualifications in primary

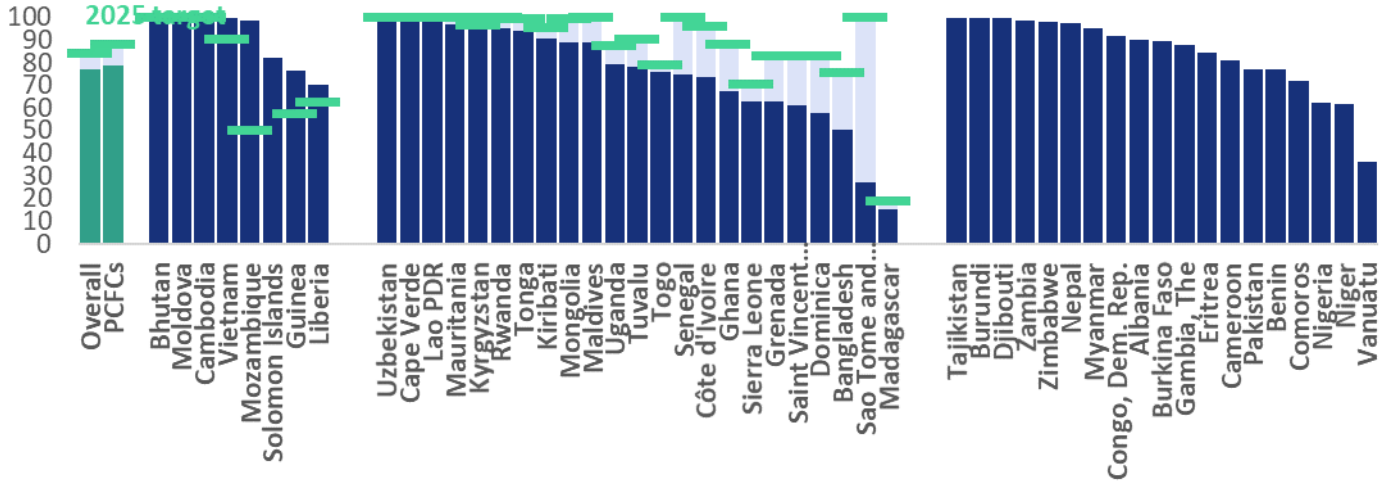


Figure O.3. Proportion of teachers with the minimum required qualifications in lower secondary

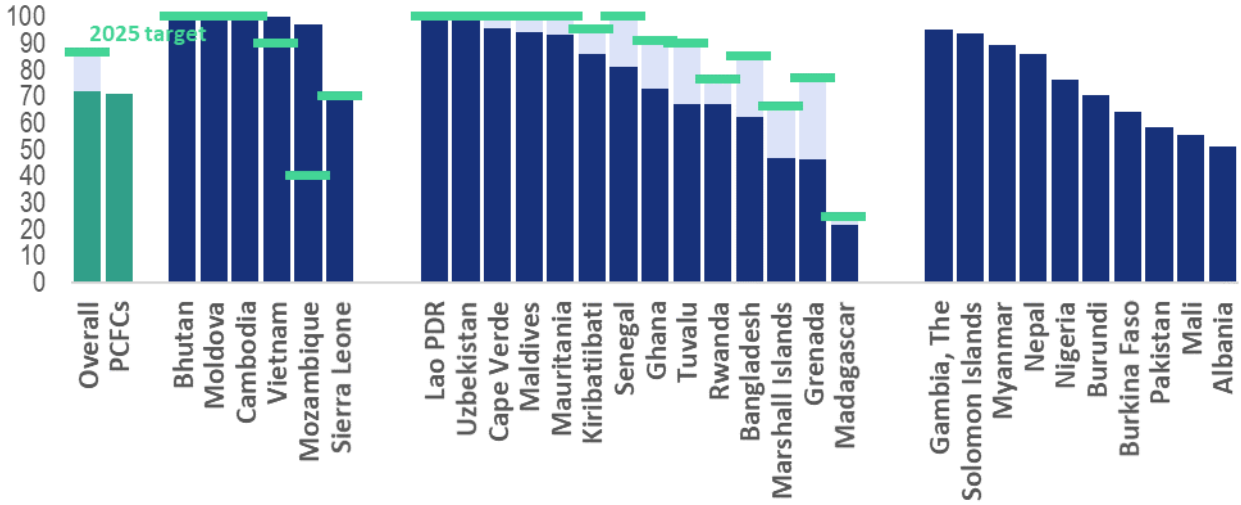
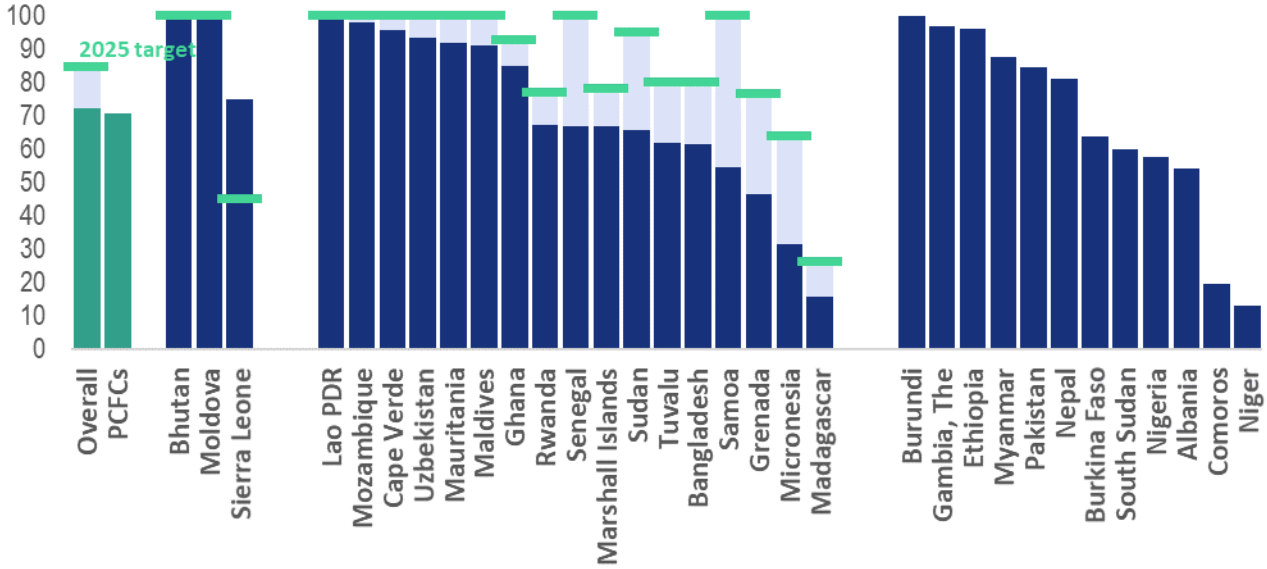
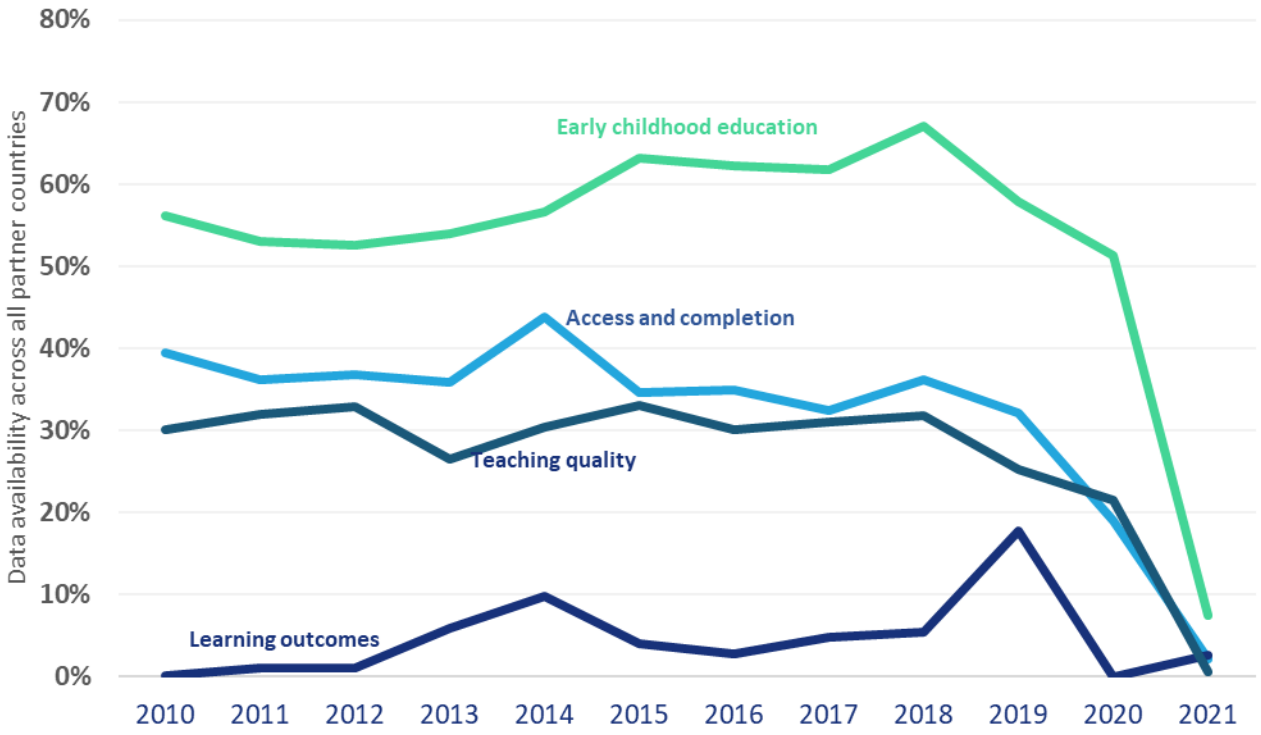


Figure O.4. Proportion of teachers with the minimum required qualifications in upper secondary



Source: UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

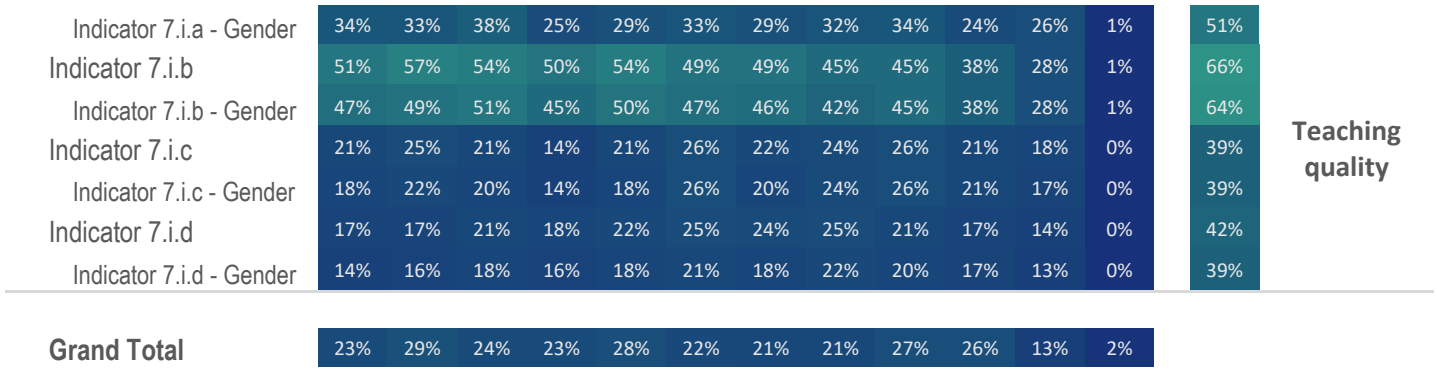
Appendix P. Proportion of non-missing values across all 76 partner countries, by main area of GPE 2025 goal, 2010 to 2021



Source: GEMR team calculations from UIS data, UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

Appendix Q. Data availability across all 76 partner countries, by indicator and main area of GPE 2025 goal, 2010-2021

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Baseline 2020	
Indicator 1	82%	82%	82%	83%	83%	84%	87%	87%	87%	87%	87%	12%	87%	Early childhood education
Indicator 2	45%	41%	41%	41%	45%	53%	53%	51%	59%	45%	34%	5%	75%	
Indicator 2 - Gender	42%	37%	36%	38%	42%	53%	47%	47%	55%	42%	33%	5%	72%	
Indicator 3.ii.a	22%	21%	17%	14%	25%	14%	14%	13%	24%	18%	7%	0%	68%	Access and completion
Indicator 3.ii.a - Gender	22%	21%	17%	14%	25%	14%	14%	13%	24%	18%	7%	0%	68%	
Indicator 3.ii.b	22%	21%	17%	14%	25%	14%	14%	13%	24%	18%	7%	0%	68%	
Indicator 3.ii.b - Gender	22%	21%	17%	14%	25%	14%	14%	13%	24%	18%	7%	0%	68%	
Indicator 3.ii.c	22%	21%	17%	14%	25%	14%	14%	13%	24%	18%	7%	0%	68%	
Indicator 3.ii.c - Gender	22%	21%	17%	14%	25%	14%	14%	13%	24%	18%	7%	0%	68%	
Indicator 3.i.a	68%	63%	71%	71%	74%	67%	70%	61%	54%	55%	38%	5%	78%	
Indicator 3.i.a - Gender	68%	61%	70%	70%	72%	67%	70%	61%	54%	55%	38%	5%	78%	
Indicator 3.i.b	62%	57%	63%	66%	72%	63%	62%	62%	57%	50%	37%	5%	79%	
Indicator 3.i.b - Gender	62%	55%	62%	66%	70%	62%	61%	62%	55%	50%	37%	5%	79%	
Indicator 6.ii.a	0%	1%	1%	3%	14%	3%	4%	7%	12%	25%	0%	0%	43%	Learning outcomes
Indicator 6.ii.a - Gender	0%	0%	0%	3%	14%	1%	4%	5%	12%	24%	0%	0%	41%	
Indicator 6.ii.c	0%	1%	3%	1%	1%	7%	1%	8%	4%	1%	0%	0%	13%	
Indicator 6.ii.c - Gender	0%	1%	1%	1%	1%	7%	0%	5%	4%	0%	0%	0%	9%	
Indicator 6.ii.b	0%	3%	1%	14%	14%	7%	4%	4%	1%	32%	0%	8%	38%	
Indicator 6.ii.b - Gender	0%	3%	0%	13%	13%	3%	1%	0%	0%	30%	0%	8%	32%	
Indicator 6.i.a	0%	1%	1%	3%	14%	3%	4%	7%	12%	25%	0%	0%	43%	
Indicator 6.i.a - Gender	0%	0%	0%	3%	14%	1%	4%	5%	12%	24%	0%	0%	41%	
Indicator 6.i.c	0%	0%	3%	1%	1%	7%	1%	8%	4%	1%	0%	0%	13%	
Indicator 6.i.c - Gender	0%	0%	1%	1%	1%	5%	0%	5%	4%	0%	0%	0%	9%	
Indicator 6.i.b	1%	1%	1%	14%	14%	5%	7%	4%	1%	26%	0%	8%	34%	
Indicator 6.i.b - Gender	0%	1%	0%	13%	13%	1%	4%	0%	0%	25%	0%	8%	28%	
Indicator 7.i.a	37%	37%	39%	29%	30%	37%	33%	36%	37%	26%	28%	1%	54%	



Source: Global Education Monitoring Report team calculations from UIS data, UNESCO Institute for Statistics (database), Montreal, http://uis.unesco.org.

Appendix R: GPE grants by type and amount

Table R.1. Cumulative allocation by grant type, inception to June 2022

	Cumulative			
Type	Number	Amount (US$, millions)	Amount Share (%)	Utilized (US$ millions)
Education sector plan planning and implementation support (GPE 2020 operating model)				
Education sector plan development grant	126	43.2	0.6%	39.4
Program development grant	130	25.5	0.3%	23.8
Education sector program implementation grant	202	6,782.4	86.6%	5098.1
Support to education transformation (GPE 2025 operating model)				
Multiplier	2	40.0	0.5%	0
Girls' Education Accelerator	1	5.0	0.1%	0
System capacity grant	13	7.2	0.1%	N/A
Emergency response				
Accelerated funding grants	30	287.7	3.7%	156.9

COVID-19 response				
COVID-19 planning grant	1	8.2	0.1%	0.1
COVID-19 accelerated funding grant	66	467.2	6.0%	359.3
Continuity of learning global grant	1	25.0	0.3%	17.5
Thematic support				
GPE Knowledge and Innovation Exchange	1	70.5	0.9%	29.8
Education Out Loud	1	72.9	0.9%	18.5
Total	**574**	**7,834.7**		

Note: The amount utilzied by system capacity grants is not available yet and will be reported in the 2023 Results Report.

Table R.2. Cumulative allocation by grant type, inception to December 2021

	Cumulative			
Type	Number	Amount (US$, millions)	Amount Share (%)	Utilized (US$, millions)
Education sector plan planning and implementation support (GPE 2020 operating model)				
Education sector plan development grant	126	43.2	0.6%	37.8
Program development grant	126	24.9	0.3%	23.4
Education sector program implementation grant	199	6,874.4	87.6%	4965.5
Support to education transformation (GPE 2025 operating model)				
System capacity grant	4	2.5	0.03%	N/A
Emergency response				
Accelerated funding grants	27	257.7	3.28%	124.2
COVID-19 response				
COVID-19 planning grant	1	8.2	0.1%	0.1
COVID-19 accelerated funding grant	66	467.2	6.0%	289.1
Continuity of learning global grant	1	25.0	0.3%	14.0

Thematic support				
GPE Knowledge and Innovation Exchange	1	70.5	0.9%	29.8
Education Out Loud	1	72.9	0.9%	18.5
Total	**552**	**7,846.4**		

Note: The amount utilzied by system capacity grants is not available yet and will be reported in the 2023 Results Report.

Appendix S. Cumulative amount utilized for implementation grants, in PCFCs and non-PCFCs

Table S.1. Cumulative utilization by PCFC status since inception as of June 30, 2022

	Cumulative utilization (US$) including COVID-19 accelerated funding grants	Cumulative utilization (%) including COVID-19 accelerated funding grants	Cumulative utilization (US$) excluding COVID-19 accelerated funding grants	Cumulative utilization (%) excluding COVID-19 accelerated funding grants
non-PCFCs	2,714,845,665	48.2%	2,558,274,157	48.7%
PCFCs	2,899,449,568	51.5%	2,696,715,903	51.3%
Others	17,515,675	0.3%	-	0.0%
Total	5,631,810,908	100.0%	5,254,990,061	100.0%

Table S.2. Cumulative utilization by PCFC status since inception as of December 31, 2021

	Cumulative utilization (US$) including COVID-19 accelerated funding grants	Cumulative utilization (%) including COVID-19 accelerated funding grants	Cumulative utilization (US$) excluding COVID-19 accelerated funding grants	Cumulative utilization (%) excluding COVID-19 accelerated funding grants

non-PCFCs	2,628,491,250	48.7%	2,499,473,456	49.1%
PCFCs	2,750,321,536	51.0%	2,590,242,453	50.9%
Others	13,959,898	0.3%	-	0.0%
Total	5,392,772,684	100%	5,089,715,909	100%

Appendix T. Cumulative amount utilized for implementation grants, by region

Table T.1. Cumulative utilization by region as of June 30, 2022

Region	Cumulative utilization (US$) including COVID-19 accelerated funding grants	Cumulative utilization (%) including COVID-19 accelerated funding grants	Cumulative utilization (US$) excluding COVID-19 accelerated funding grants	Cumulative utilization (%) excluding COVID-19 accelerated funding grants
East Asia and Pacific	351,215,934	6.2%	320,514,986	6.1%
Europe and Central Asia	144,756,152	2.6%	144,756,152	2.8%
Latin America and the Caribbean	150,218,462	2.7%	134,797,873	2.6%
Middle East and North Africa	148,596,524	2.6%	143,251,510	2.7%
South Asia	502,334,257	8.9%	462,496,247	8.8%
Sub-Saharan Africa	4,317,173,904	76.7%	4,049,173,293	77.1%
Others	17,515,675	0.3%	-	0.0%
Total	5,631,810,908	100%	5,254,990,061	100%

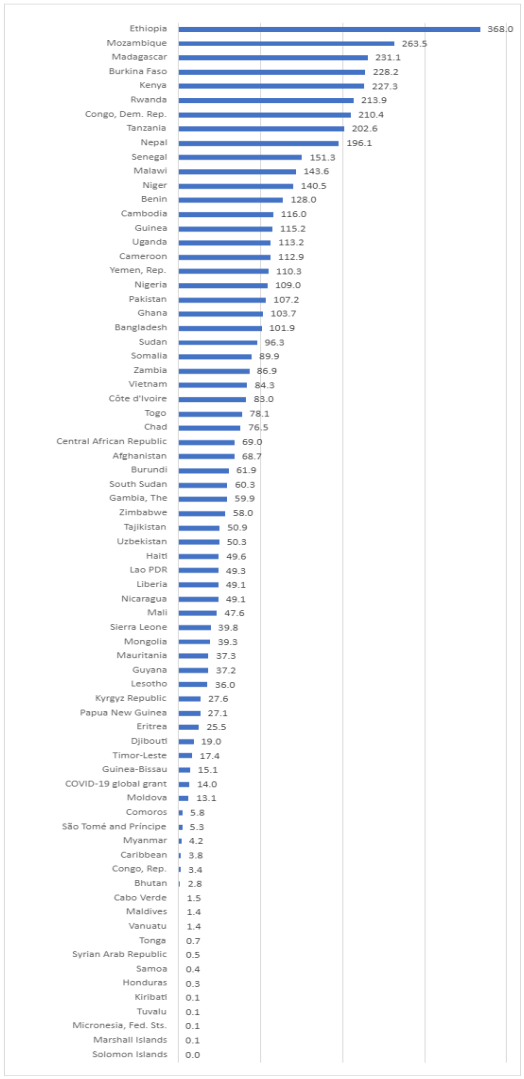
Table T.2. Cumulative utilization by region as of December 31, 2021

Region	Cumulative utilization (US$) including COVID-19 accelerated funding grants	Cumulative utilization (%) including COVID-19 accelerated funding grants	Cumulative utilization (US$) excluding COVID-19 accelerated funding grants	Cumulative utilization (%) excluding COVID-19 accelerated funding grants
East Asia and Pacific	340,502,814	6.3%	317,481,207	6.2%
Europe and Central Asia	141,884,969	2.6%	141,884,969	2.8%
Latin America and the Caribbean	139,958,825	2.6%	126,683,659	2.5%
Middle East and North Africa	129,873,009	2.4%	125,913,774	2.5%
South Asia	478,017,814	8.9%	454,913,337	8.9%
Sub-Saharan Africa	4,148,575,355	76.9%	3,922,838,964	77.1%
Others	13,959,898	0.3%	0	0.0%
Total	5,392,772,684	100%	5,089,715,909	100%

Note: "Others" refer to the amount utilized by Continuity of Learning Global Grant, a part of response to COVID-19 pandemic.

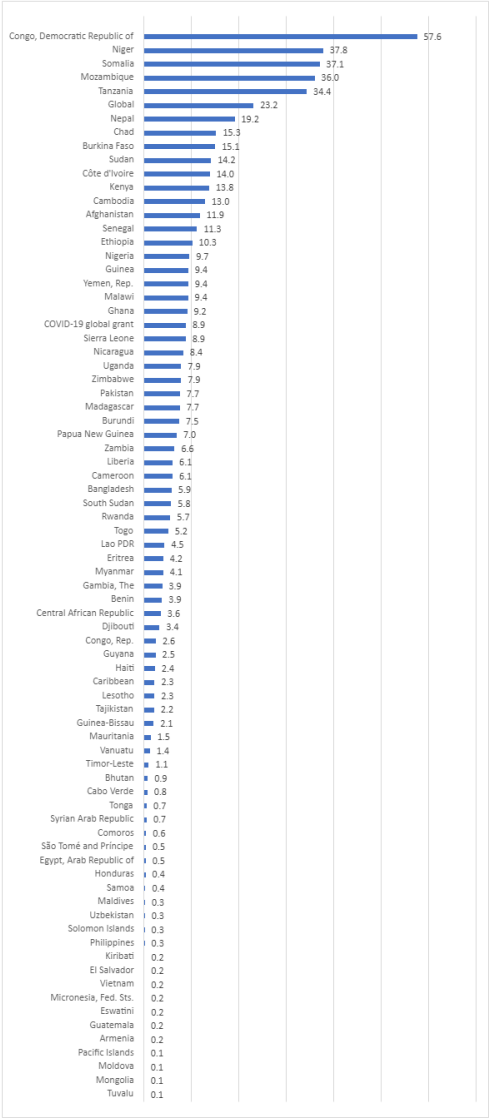
Appendix U. Implementation grants' fund utilization by country, calendar year 2021

Figure U.1. Cumulative fund utilization, as of December 2021 (US$, millions)



Note: This include utilization for education sector program implementation grants, Multiplier grants, regular accelerated funding grants and COVID-19 accelerated funding grants.

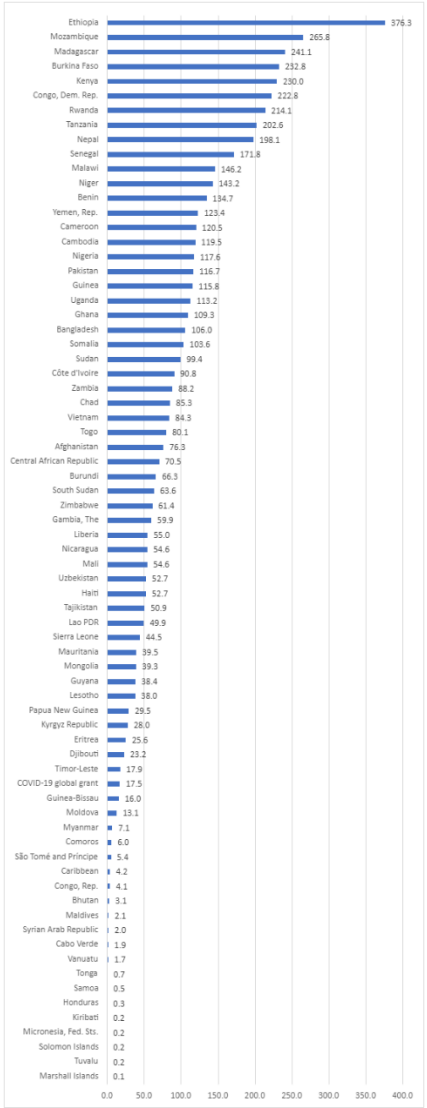
Figure U.2. Fund utilization, calendar year 2021 (US$, millions)



Note: This include utilization for education sector program implementation grants, Multiplier grants, regular accelerated funding grants and COVID-19 accelerated funding grants.

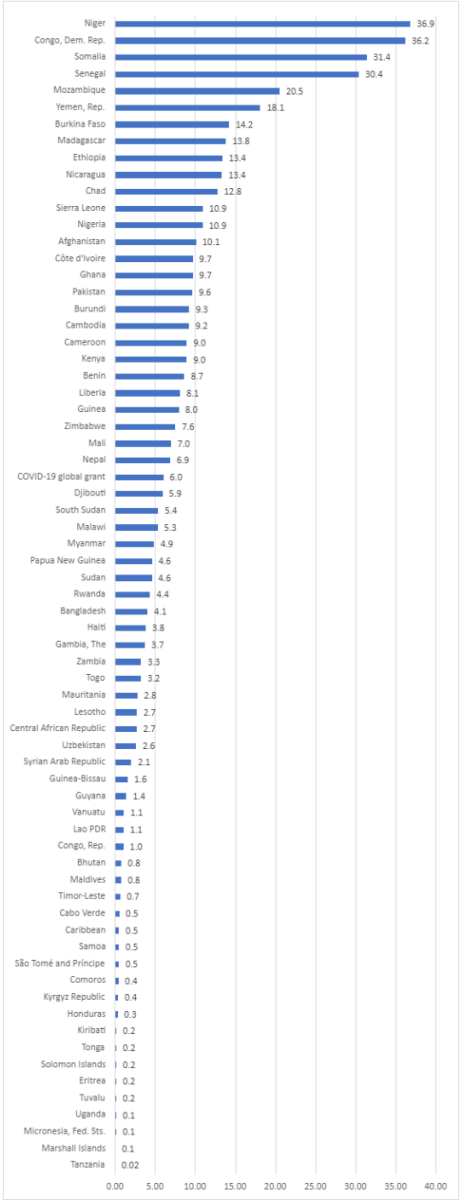
Appendix V. Implementation grants' fund utilization by country, fiscal year 2022

V.1. Cumulative fund utilization, as of June 2022 (US$, millions)



Note: Figures in this appendix include utilization for education sector program implementation grants, Multiplier grants, regular accelerated funding grants and COVID-19 accelerated funding grants.

Figure V.2. Fund utilization, in fiscal year 2022 (US$, millions)



Appendix W: Textbooks distributed, teachers trained and classrooms constructed or rehabilitated in fiscal year 2021

Table W.1. Textbooks distributed in fiscal year 2021

Grant Type	non-PCFC		PCFC		Overall		
	Number of grants reported	Number of textbooks distributed	Number of grants reported	Number of textbooks distributed	Number of grants reported	Number of textbooks distributed	% of textbooks distributed
Accelerated funding	0	0	2	90,599	2	90,599	0.5
COVID-19 accelerated funding grant	3	116,521	6	5,733,059	9	5,849,580	31.2
Education sector program implementation grant	2	8,515,257	7	4,265,510	9	12,780,767	68.3
Total	**5**	**8,631,778**	**15**	**10,089,168**	**20**	**18,720,946**	**100%**

Table W.2. Teachers trained in fiscal year 2021

Grant Type	non-PCFC		PCFC		Overall		
	Number of grants reported	Number of teachers trained	Number of grants reported	Number of teachers trained	Number of grants reported	Number of teachers trained	% of teachers trained
Accelerated funding	1	1,852	3	1,893	4	3,745	1.3
COVID-19 accelerated funding grant	29	109,450	34	46,116	63	155,566	53.4
Education sector program implementation grant	9	82,267	15	49,674	24	131,941	45.3
Total	**39**	**193,569**	**52**	**97,683**	**91**	**291,252**	**100%**

Table W.3 Classrooms constructed or rehabilitated in fiscal year 2021

Grant Type	non-PCFC		PCFC		Overall		
	Number of grants reported	Number of Classrooms constructed or rehabilitated	Number of grants reported	Number of Classrooms constructed or rehabilitated	Number of grants reported	Number of Classrooms constructed or rehabilitated	% of classrooms constructed or rehabilitated
Accelerated funding	1	353	4	295	5	648	11.0
Education sector program implementation grant	4	406	10	4,811	14	5,217	89.0
Total	**5**	**759**	**14**	**5,106**	**19**	**5,865**	**100%**

Appendix X: Methodology for determining the number of students who benefit from GPE grant financing

Students benefiting from GPE grant financing comprise beneficiaries of school age (preprimary through upper-secondary education) and adolescent and adult students beyond school age who benefited from nonformal education activities.[1] Numbers presented in this section are based on the number of students benefiting from each grant, as reported in the progress and completion reports submitted by grant agents.[2] The analysis includes education sector program implementation grants, Multiplier grants, regular accelerated funding grants and COVID-19 accelerated funding grants active at some point in fiscal year 2022 and that submitted a report during the same fiscal year, reporting the relevant number.

The number of beneficiary students is not exactly proportional to the grant amount. Interventions financed by grants are different, and so are the unit cost and the methodology for counting the beneficiaries (which is defined by each grant agent). Examples of interventions that count toward this number include school construction, distribution of learning materials, school feeding and cash transfers.
Grant agents report the cumulative number of student beneficiaries since the start of each grant. Because the GPE Secretariat began gathering these numbers in fiscal year 2022, for grants that started before fiscal year 2022, it estimates the number of students benefiting in fiscal year 2022 through either of the following two calculations. For grants that submitted a report in fiscal year 2021 containing this number, the Secretariat subtracted the number of beneficiaries for 2021 from that for 2022. For grants with no report in fiscal year 2021, the Secretariat prorated the number of beneficiaries from the cumulative number reported. In the cases of co-financed grants, the Secretariat prorated the number of beneficiaries according to the proportion of GPE financial contribution to the co-financed program.
For partner countries benefiting from more than one type of implementation grant during fiscal year 2022 (e.g., education sector program implementation grant and COVID-19 accelerated funding grant), the same children may be counted as beneficiaries of different interventions financed by different grants. For COVID-19 accelerated funding grants, a grant may have more than one indicator monitoring the number of student beneficiaries. In those cases, the Secretariat used the highest number reported among those indicators, to avoid double counting the same children.

Appendix Y: Number of students who benefited from implementation grants

Table Y.1. Number of students who benefited from implementation grants, by grant type

	non-PCFC			PCFC			Overall		
Grant type	Number of grants reported	Number of students benefited	% of students benefited	Number of grants reported	Number of students benefited	% of students benefited	Number of grants reported	Number of students benefited	% of students benefited
Accelerated funding	1	148,867	0.5	13	3,411,010	4.4	14	3,559,877	3.4
COVID-19 accelerated funding grant	29	27,581,751	95.1	34	54,579,176	70.7	63	82,160,927	77.3
Education sector implementation grant	17	1,282,990	4.4	23	19,256,315	24.9	40	20,539,305	19.3
Total	**47**	**29,013,608**	**100.0**	**70**	**77,246,501**	**100.0%**	**117**	**106,260,109**	**100%**

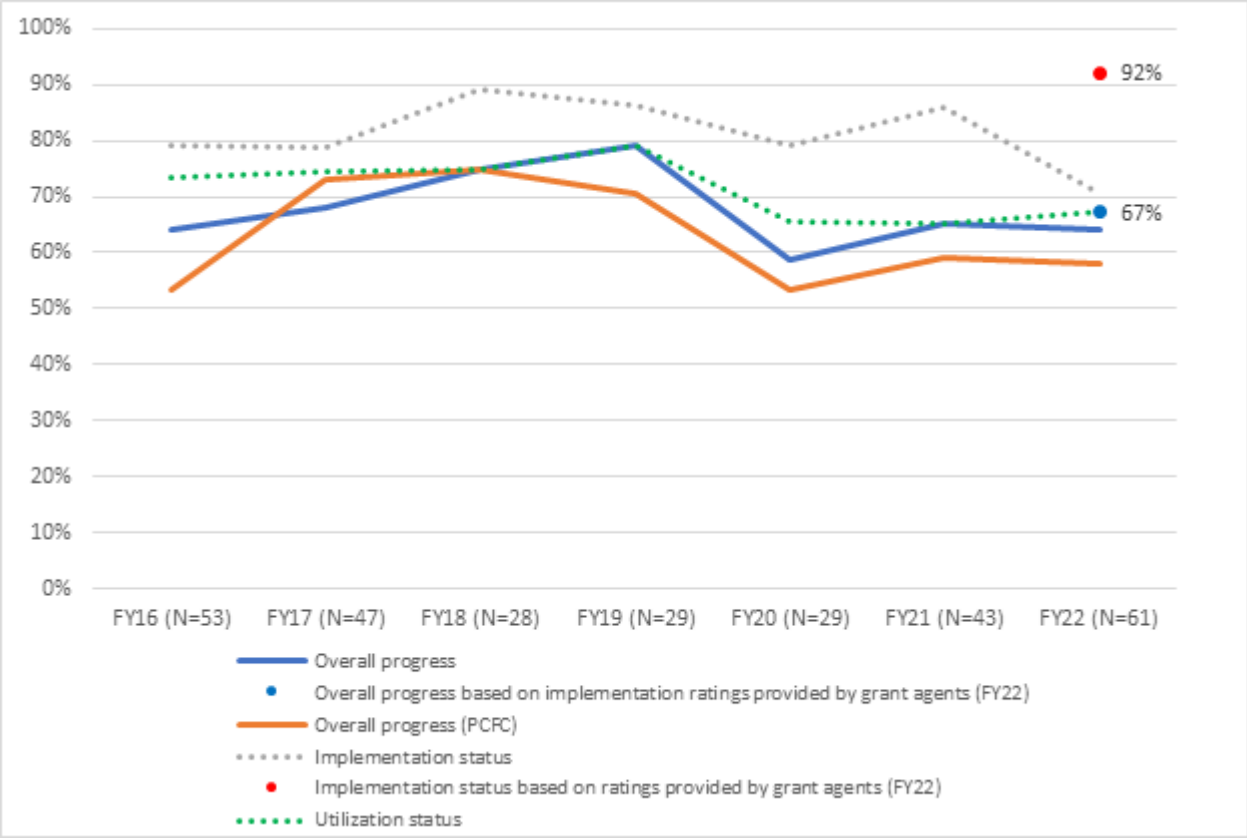
Table Y.2. Number of students who benefited from implementation grants, by region

Region	Number of grants reported	Number of students benefited	% of students benefited
East Asia and Pacific	17	1,033,811	1.0
Europe and Central Asia	1	-	0.0
Latin America and the Caribbean	7	408,915	0.4
Middle East and North Africa	6	209,125	0.2
South Asia	10	1,979,829	1.9
Sub-Saharan Africa	76	102,628,429	96.6
Total	**117**	**106,260,109**	**100%**

Table Y.3. Number of students who benefited from implementation grants, by income category

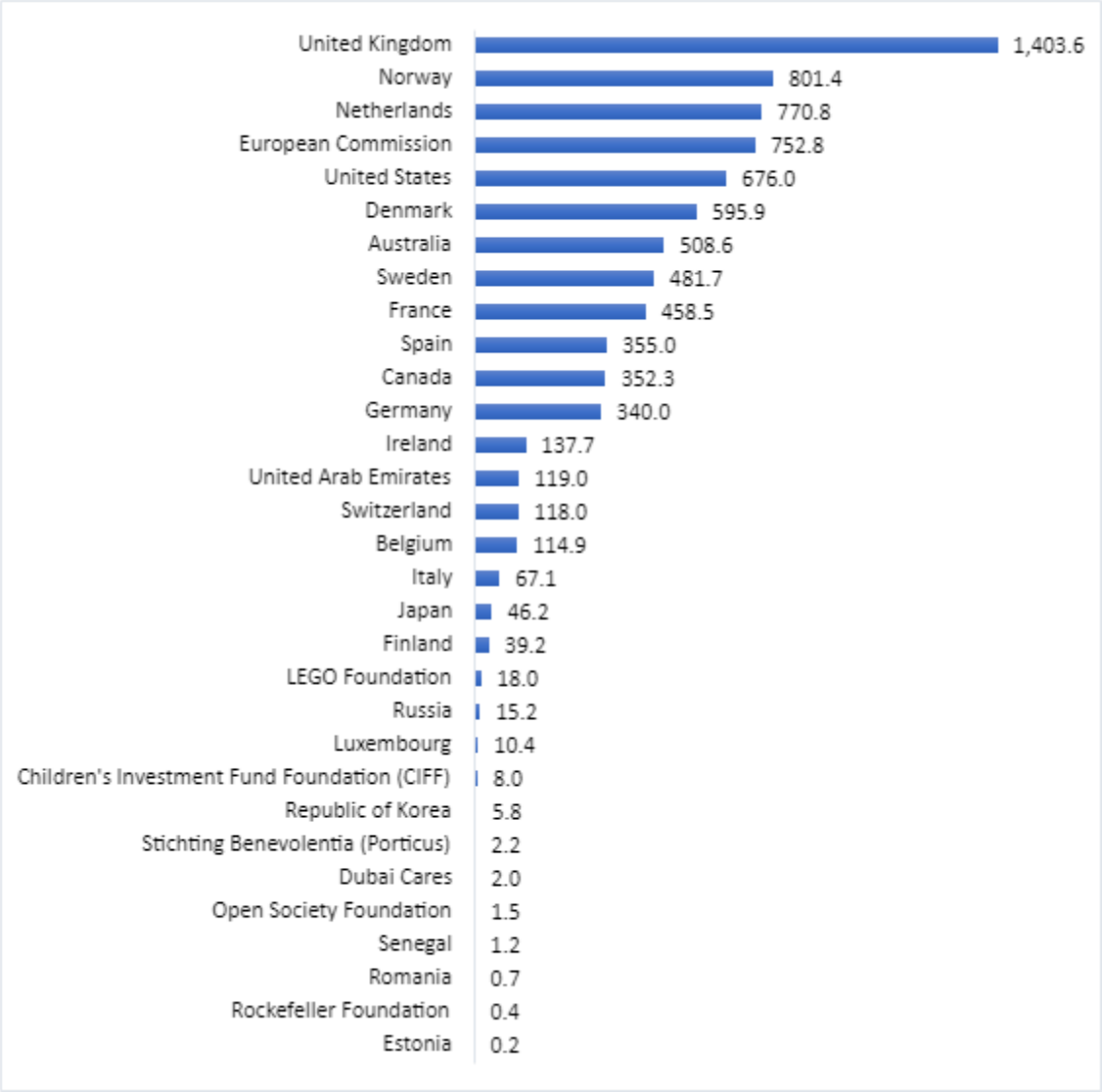
Income category	Number of grants reported	Number of students benefited	% of students benefited
Low income	62	70,637,946	66.5
Lower middle income	48	35,549,756	33.5
Upper middle income	7	72,407	0.1
Total	**117**	**106,260,109**	**100%**

Appendix Z: Proportion of grants whose overall progress, implementation and fund utilization are on-track, as per ratings provided by grant agents and Secretariat



Note: The red marker for 2022 shows the proportion of grants on track with implementation as per ratings provided by grant agents. The green marker shows the proportion of grants whose overall progress is on track based on implementation ratings provided by grant agents.

Appendix AA. Donors' cumulative contributions to GPE, as of June 2022 (in U$ millions)



Appendix BB. Methodology for thematic coding and costing of grants

Grant coding and costing make up one of the corporate monitoring and reporting tools used to provide information on the types of activities financed by GPE grants. Thematic coding and costing show how grants support the eight priority areas under GPE 2025. The Secretariat has conducted thematic coding and costing since 2016. With the launch of GPE 2025, the codebook has been revised by mapping the codes for GPE 2020 strategic goals to the eight priority areas under GPE 2025 and supplementing them with additional codes. The codebook has five to nine codes under each priority area, and those codes capture typical activities or thematic areas financed by grants.

The methodology consists of three types of exercise: coding, costing and gender costing. For *coding*, a binary code is assigned to determine whether a grant intends to support a particular thematic area. For *costing*, the amount specifically contributing to each thematic area is estimated. *Gender costing* aims to show the degree of gender mainstreaming by applying a gender equality marker to the activities mainstreaming gender.

Grants included in this exercise are system transformation grants, education sector program implementation grants, Multipliers and regular accelerated funding grants. This year's analysis does not include system transformation grants, however, because none have been approved yet. Results shown in this report are for education sector program implementation grants and multipliers active at some point in fiscal year 2022. Grant program documents are the primary source of information used for understanding the thematic areas grants intend to support. For coding and costing, the Secretariat reads each program document line by line to understand what activities the grant finances and which priority area(s) and code(s) the activities contribute to. For costing, the Secretariat also refers to the budget document to understand how much the grant allocates to each activity (that is, each grant subcomponent). If an activity contributes to more than one code, the activity cost is split between those codes using the information available in the program document and the split cost is considered the amount targeted for each code. For example, the cost for providing a stipend to female teachers will be split between the teacher management code under the teachers and teaching priority area and the gender-responsive curriculum and teaching code under the gender equality priority area, with the latter amount considered to be targeting gender equality. Coding and costing are updated upon restructuring and/or additional financing.