RESULTS REPORT SUMMARY: MAIN FINDINGS AND RECOMMENDATIONS

For Information

1. PURPOSE

The Global Partnership for Education has adopted a Monitoring and Evaluation (M&E) Strategy in 2011 to improve accountability in the Partnership, provide evidence on the contribution of the Partnership in the education sector, and help the Board of Directors in its decision-making processes.

This paper contains a summary of the first Results Report of the Global Partnership for Education, found in Annex 1. This document is for information only and will be presented at the Board meeting for discussion. The main findings and recommendations of the summary can be found below.

2. MAIN FINDINGS AND RECOMMENDATIONS

Positive findings:

- The youth literacy rate in GPE-endorsed countries increased from 77% for the period 2000-2003 to 81% for 2007-2010. The literacy rate has grown faster for females: 73% to 78% for GPE-endorsed countries, and even more rapidly in fragile states: 56% to 69%.
- In GPE-endorsed countries, the Primary Completion Rate (PCR) grew at an average rate of 1.3% per year, increasing from 56% in 2000 to 68% in 2009. For GPE-endorsed countries that are not in fragile situations, the PCR trend since 2007 is higher than for countries that are not endorsed but are eligible to join the Partnership, ***demonstrating a positive relationship between partnership status and country performance***. GPE-endorsed countries in

fragile situations have a lower PCR, an average of 55% that remains unchanged since 2003.

- The PCR has grown faster for girls in countries that have joined the Global Partnership, moving from 50% in 2000 to 65% in 2009. For boys in countries that have joined the Global Partnership, the PCR increased from 61% to 72%. 39% of GPE-endorsed countries had reached gender parity in 2010, with countries that have joined the Global Partnership that are not a fragile situation outperforming fragile states and countries that have not joined the Global Partnership.

Challenges and recommendations

- The report analyzes data from 154 household surveys from 1997 to 2011 to identify the remaining pockets of out of school children. Poverty is the greatest predictor of out-of-school status in GPE-endorsed countries, meaning that an even greater focus on the poorest children will provide greater impact for GPE funding.
- Gender aspects interact powerfully with poverty factors, so that gender differentials are greatest among the poor. There are many pockets of out-of-school children with special needs, such as the disabled, child laborers, nomads, and other categories. There is still need for more specialized knowledge of how best to support these children.
- Learning outcomes in low-income countries are alarmingly weak compared with OECD countries, in both advanced and basic skills.
- While quality measurement has improved in the last two decades, international, regional, and national systems for quality measurement are not yet strong enough. The Global Partnership needs to do more to improve the health of such systems.
- The problems with quality start with poor access to, and poor quality of education, in pre-school and in the early grades. The foundation of school systems, which is where problems start, is relatively neglected. The Global Partnership needs to focus on improving access to good instruction.
- GPE-endorsed countries do more to assess learning outcomes than other comparable countries but this information is not used sufficiently by local partners to develop evidence-based solutions. The reading workshops organized

by the Secretariat in Kigali, Rwanda in March 2012 provide a good entry point, but partners need to develop other areas, such as mathematics, and use the lessons learned in reading improvement to improve those areas as well. In addition, learning outcomes should feature more prominently in education plans and Joint Sector Reviews (JSRs).

- There is a lack of mutual accountability among donors, governments, and civil society for education plan implementation at the country level. It is difficult to gather information on targets and objectives, and their achievement, as set by countries. Such information is not given sufficient attention in JSRs. This may diminish the effectiveness of the Global Partnership. The Secretariat plans to participate in more JSRs and organize regional workshops to provide guidance on implementing effective JSRs. In addition, the Secretariat will post a form on its web site describing the targets and achievements in the education sectors of each GPE-endorsed country as identified in the education plan.
- The following two major constraints on education financing will need to be addressed in the coming years:
    - Teachers often do not earn enough to pay for basic needs. It will be important for GPE-endorsed countries to find resources to improve teacher conditions and develop their skills.
    - Post primary education enrollments are expected to grow significantly putting pressure on resources for basic education.

  A short term solution would be to improve efficiency and management in the education sector. There is ample room for improvement, as some countries achieve better results with fewer resources than others.

3. NEXT STEPS

This summary does not include the latest education indicators released by the UNESCO Institute of Statistics (UIS) and the OECD database on Official Development Assistance flows, since they were not available at the time of its preparation. The final Results Report will be delivered to the Board of Directors in July 2012 and will take these updates into account.

ANNEX 1: RESULTS REPORT SUMMARY

1. Introduction

1.1. The Global Partnership for Education has adopted a Monitoring and Evaluation (M&E) Strategy to improve accountability in the Partnership, provide evidence on the contribution of the Partnership in the education sector, and help the Board of Directors in its decision-making processes. This is the first annual Results Reports based on this strategy. It presents education achievements within the Global Partnership and identifies new challenges.

1.2. **Section 2** briefly describes the tools and organizational structure used to implement the Monitoring and Evaluation Strategy, especially the Results Framework, which describes the progress achieved in reaching the educational goals set by 46 developing country partners, and the Accountability Matrix, which defines the roles and responsibilities of all partners.

1.3. **Section 3** presents global achievements in basic education since 2000 for the 46 GPE-endorsed countries and compares these trends to the group of GPE-eligible countries that have not yet joined the Global Partnership. This group, it was felt was the most reasonable comparator (essentially, countries that are eligible for assistance from the International Development Association in Categories i, ii and ii and as listed in **Attachment1**). Comparisons are also made between GPE-endorsed countries that are in fragile situations and those that are not. In addition, this section presents the results of a forecasting model used to project future global trends in the Global Partnership over the next ten years.

1.4. **Section 3** also investigates internal disparities in access to education within countries, in order to identify the remaining pockets of out-of-school children. Most of the evidence comes from 154 household surveys from 1997 to 2011. It also investigates learning outcome indicators and more broadly quality of basic education. The analysis is based on a review of joint sector review (JSR) reports and on international, regional and national learning outcome assessments.

1.5. **Section 4** presents education achievements in terms of key country outcomes, service delivery, and domestic and international financing in GPE-endorsed countries compared with targets as defined in their education plans. The Secretariat reviewed documentation available for the 46 GPE-endorsed countries and completed a form showing targets and actual values for 2009-2015 for each country. The forms were shared with the Local Education Group (LEG) for validation and/or update and will be presented in the final complete Results Report and published on the GPE website. The main objective of this exercise is to better communicate the commitments made by partners in GPE-endorsed countries and the education targets they want to achieve.

1.6. The report concludes with a set of recommendations to improve the value-added and effectiveness of the Global Partnership.

1.7. This summary does not include the latest education indicators released by the UNESCO Institute of Statistics (UIS) and the OECD database on Official Development Assistance flows, since they were not available at the time of its preparation. The final Results Report will be delivered to the Board of Directors in July 2012 and will take these updates into account.

2. Monitoring Tools of the Global Partnership

2.1. The mid-term evaluation (MTE) of the Fast Track Initiative (FTI) (February 2010) concluded that "comprehensively assessing the impact of the FTI would not be possible at this stage" because important elements for effective evaluation were missing. It stated that the "FTI did not establish a proper results-oriented M&E framework at the outset, and so it has not been able adequately to monitor country and global level processes." The Global Partnership developed an M&E Strategy as a response to the mid-term evaluation, for the purpose of improving accountability in the education sector and assessing the contribution and the value-added of the Global Partnership.

2.2. While developing the M&E Strategy, several challenges were identified. First, the assessment of the Partnership's value-added would be limited if only the activities financed by GPE funds are considered. The Global Partnership is a country-based initiative predicated upon the development of sound education plans by developing

country partners with support from their LEGs. ***These plans constitute a set of commitments made by governments, donors, multilateral agencies, civil society organizations and other partners supporting the education sector***. If the local partners are unable to fulfill these commitments, the education objectives identified in the education plans are out of reach. Therefore, it is critical that the M&E Strategy improve transparency on the objectives and commitments defined by GPE partners. The M&E Strategy uses targets defined by local partners to ensure ownership.

2.3. A second challenge is to avoid placing a heavy reporting burden on partners, and to rely as much as possible on existing sources of information. The Secretariat has remained committed to this approach in preparing the present Results Report, although some additional consultation with LEGs has been required.

2.4. As the Global Partnership's focus on quality and learning outcomes has increased, it has become necessary to develop indicators that could provide information on progress in learning across countries, even in the absence of standardized information that would enable consistency of reporting across countries.

2.5. Finally, a critical objective of the M&E Strategy consists in developing an impact evaluation methodology to assess the impact of the Global Partnership at the global and local level. Given the complexity and scale of programs such as the Global Partnership, it is not possible to attribute causality or impact in a clear-cut manner.

2.6. To address these challenges, the Global Partnership has developed an M&E Strategy based on the following three elements: i) a Results Framework; ii) an Accountability Matrix; and iii) an impact evaluation. The **Results Framework** provides information on the goals set by GPE partners and the progress achieved in reaching these goals, classified by output, outcome and goal levels. The Results Framework will be used to monitor achievements in education in GPE-endorsed countries including, but not limited to, those activities that are financed by the Global Partnership.

2.7. The **Accountability Matrix** defines the roles, responsibilities and commitments of all stakeholders contributing to the attainment of educational objectives

stated in the Results Framework. The Results Report presents an updated version of the Accountability Matrix based on further consultation with GPE partners.

2.8. The Results Framework and Accountability Matrix will also be used as inputs for an **impact evaluation**of the Global Partnership to be carried out by 2015. The impact evaluation of the Global Partnership will not be one single task. The proposal is to commission separate studies by 2015 to investigate the net impact of the Global Partnership, that is, what has happened that would not have happened without the Global Partnership. A final report will be produced in 2015 to summarize the conclusions of the different studies.

2.9. An independent Steering Committee for the impact evaluation will be established in 2012. It will provide advice on approaches and practices and guide the overall design and implementation of the impact evaluation. The Secretariat proposes that the Steering Committee will be expert-based, with members contracted as independent consultants.

3. Global Achievements and Trends in Basic Education

At the end of 2011, 46 of the 67 countries currently eligible to join the Partnership have had their education plan endorsed at the local level and have joined. 13 of these 46 countries are considered to be in fragile situations.1This section looks at the historical trends in key education indicators for GPE-endorsed countries and compares them to countries that are eligible to join but have not yet joined the Global Partnership. Comparisons are also made between those countries in fragile situations versus those that are not.

3.1. Progress on youth literacy rate (goal indicator)

3.1.1. The main goal level in the Results Framework, youth literacy rate (15-24 years), is used to assess the mid-term contribution of the Global Partnership to human capital development. Actions between now and 2015 will have little impact on this indicator

[1] Based on the World Bank's 2012 definition:
http://intresources.worldbank.org/INTOPCS/Resources/FCS_List_FY12_External_List.pdf.

because of the lead-time required for impact.[2] The aim of analyzing this indicator is to provide a long-term marker of progress and to enable the identification of countries with specific issues or best performers that can be studied for useful lessons.

3.1.2. Information on the literacy rate comes from UNESCO Institute of Statistics data. However, only 37 of 46 GPE-endorsed countries provide this information to UIS in a manner that UIS feels confident to report on. Over the last decade, most of the countries had only data for one or two years' observations. Because of the lack of data, the Secretariat calculated the average youth literacy rate for GPE-endorsed countries for 2007-2010. For this period, the youth literacy rate is 81% overall, 85 % for males, and 78% for females. In GPE fragile states the youth literacy rate is 76% overall, 82% for males, and only 69% for females. Overall, it is important to highlight that there are important discrepancies between countries: 11 countries have a youth literacy rate above 90% and 11 countries have a youth literacy rate below 70%.

3.1.3. When comparing achievements between the periods 2000-2003 and 2007-2010, [3]there was similar performance in those countries that have joined the Global Partnership as those that are eligible to join but have not yet joined. The youth literacy rate for GPE-endorsed countries increased from 77% to 81% and in eligible countries from 72% to 77%. The literacy rate has grown faster for females: 73% to 78% for GPE-endorsed countries, 67% to 75% for eligible countries and 56% to 69%GPE endorsed states in fragile situations. [4]

3.2.Progress on key outcome indicators

3.2.1. At the outcome level, six critical indicators were chosen: i) the pre-primary enrolment ratio; ii) the rate of entry into primary school and its gender parity; iii) the rate of out-of-school population; iv) the primary completion rate and its gender parity; v) the transition rate from primary to secondary education; and vi) the lower secondary completion rate. On all of these indicators, the GPE-endorsed countries outperformed those that were eligible but have not joined. In most of the indicators, the GPE-endorsed

[2] It takes approximately 15-20 years for a primary education system to fully affect the youth literacy rate.

[3]Only 27 GPE-endorsed countries had data for both periods.

[4] Data are available for six of the GPE-endorsed countries that are fragile.

countries also improved at a faster rate over the past decade. GPE-endorsed countries in fragile situations typically did not improve as much as other GPE-endorsed countries, and also started out lower.

3.2.2. The primary school completion rate (PCR) showed an average growth rate of 1.3%per year for GPE-endorsed countries, increasing from 56% in 2000 to 68% in 2009 (Figure 1). These levels and trends are higher than for low-income and lower middle income countries as a whole.

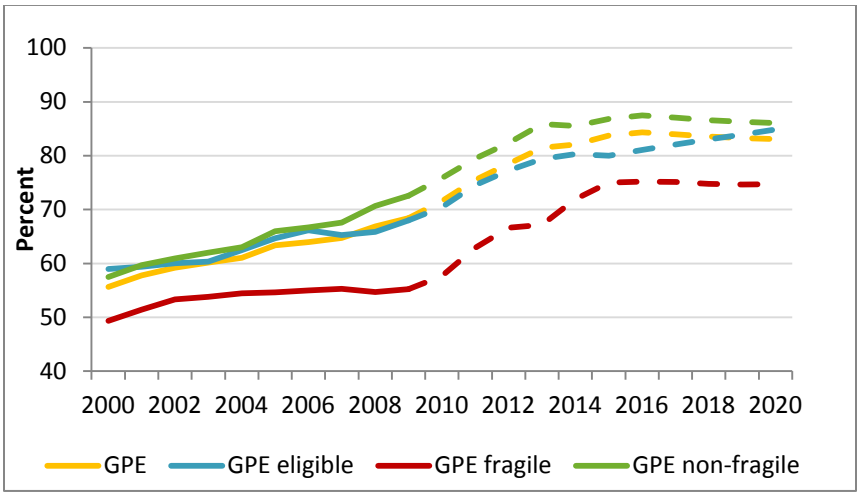
3.2.3. In GPE-endorsed non-fragile countries, the trend for the PCR since 2007 is higher than for countries that are eligible but have not joined the Partnership countries, ***demonstrating a positive relationship between partnership status and country performance***. GPE-endorsed countries in fragile situations consistently have a lower primary school completion rate, an average of around 55% that is little changed since 2003.

3.2.4. The PCR has grown faster for girls in the Global Partnership. It has moved from 50% in 2000 to 65% in 2009, whereas for boys, the PCR increased from 61% to 72%. As a result, gender parity has improved for GPE-endorsed countries; 39% of the countries with data had reached gender parity in 2010. Again, GPE-endorsed countries that are not fragile outperformed fragile states and those countries that have not joined the partnership.

3.2.5. In addition to assessing the progress that countries have made in the last ten years in terms of school access and progression, the Secretariat commissioned the Education Policy and Data Center to develop a forecasting model used to project global trends in education. The model takes into account the historical trends in school entry rates and student flow within the education systems of GPE-endorsed and eligible countries (including promotion, repetition, and dropout rates), and forecasts pupil enrolment in the next ten years.

3.2.6. ***Projection results suggest that universal primary completion***[5](Figure 1) ***may not be achieved even by 2020***, especially in GPE-endorsed countries that are fragile where the 2009 baseline for completion is as low as 46% among girls and 64% among boys. While PCR in these countries could be expected to increase by an average of 26%for both genders within the next ten years, they will still remain behind the rest of the countries by 2020.

Figure 1. Primary school completion rate, 2000-2020



Source: 2000-2009: UNESCO Institute for Statistics database,
2010-2020: Education Policy and Data Center
Note: Vertical axis has its origin at 40 for easier reading

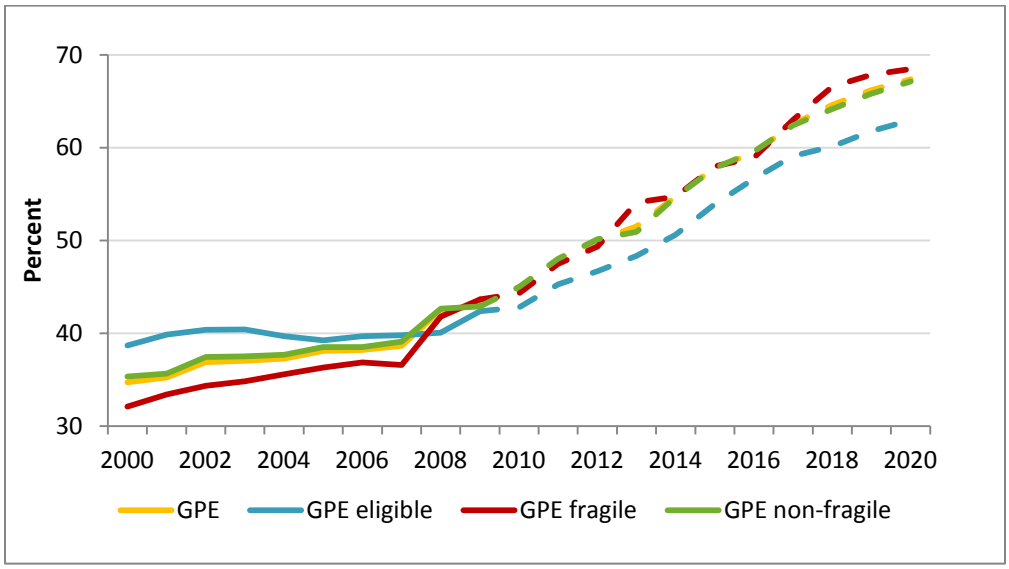
3.2.7. In all four groups of countries fewer girls than boys enter the last grade of primary school. Increased access and improved progression are expected to advance completion significantly for both genders between 2009 and 2015. In the subsequent five years, however, the change in completion rates will be much more moderate.

3.2.8. With respect to lower secondary development, in 2009 completion rates were below 50% in all four groups of countries. ***However, increased enrolment in primary school, as well as improved progression rates within the lower secondary level, could potentially have a large impact on the number of***

[5] The completion rate is the ratio of the non-repeating students in the last grade of primary to the population of the official age appropriate for the last grade of primary. Projections of the number of pupils are driven by changes in the gross entry ratio and flow indicators (promotion, repetition, and dropout rates), as well as population estimates.

students enrolled in the last grade of lower secondary school in the next ten years. Average completion rates at this level, however, are likely to remain below 70% by 2020 in all analyzed country groups. The slowest rate of progress could be expected in GPE-endorsed countries, where completion rates in lower secondary school have not changed much between 2000 and 2009 (see Figure 2).

Figure 2. Lower secondary school completion rate, 2009-2020



Source: Education Policy and Data Center

Note: Vertical axis has its origin at 30 for easier reading

3.2.9. As of 2009, the female completion rate in lower secondary education is still much lower than the completion rate among males, in GPE-endorsed countries, 39% and 47%respectively. This gender disparity is more important in GPE-endorsed-fragile countries, where the difference between genders reaches nearly 20%, 34% for girls and 53% for boys. This gender gap is projected to decrease by half by 2020.

3.3. Behind the Global Figures: Specific problems in access to good quality education

As the previous section shows, the news on overall progress in access and completion is generally good. However, there are still some groups lagging behind in terms of access,

and quality, as proxied by learning outcomes. The followings points will analyze these issues.

3.3.1. Internal Disparities in Access to Basic Education

3.3.1.1. The analysis on global achievements in basic education was based on UIS data, by aggregating averages that may hide large disparities within countries. To address the issue of internal disparities, which account for a large share of the population of children that is still out of school, the Secretariat commissioned a study to investigate the issue further and identify the remaining pockets of education exclusion. Most of the evidence comes from household surveys, in particular the Demographic and Health Surveys and UNICEF's Multiple Indicator Cluster Surveys. 154 surveys from 1997 to 2011 were analyzed, especially on the most recent information for 43 of the 46 GPE-endorsed countries, and for 45 countries not eligible for GPE partnership.

3.3.1.2. The analysis demonstrates that the groups of children most excluded are: the poorest children, those in rural areas, nomadic children and children with disabilities. A rapidly growing group of excluded children is the urban poor. It also notes success stories, including GPE-supported programs, where these groups have been given access to schooling. These interventions focus on the particular barriers faced by these children. They relieve financial constraints; build schools in remote locations; develop special curricula, flexible school schedules, or roaming schools; promote campaigns to end stigmatization; and train teachers to handle children with special needs.

3.3.1.3. Overall, gender disparity has been greatly reduced, and continues to decline– a welcome success story. The remaining pockets of inequity, for primary as well as secondary school, are within groups of disadvantaged children (poor, rural, nomadic), where both girls and boys are excluded. Therefore, ***one critical policy decision will be whether to focus on girls in these disadvantaged groups, or whether to develop inclusive policies that support both genders, in cases where poverty and issues such as nomadism are the ultimate cause of exclusion***.

3.3.1.4. ***Getting children to enter school, or eliminating never-entry, is the biggest hurdle to Education for all (EFA) objectives***. Despite the attention

that dropouts receive, the most serious issue for the Global Partnership is the large group of children who will never enter school. Never-entry, the most severe form of school exclusion, is particularly skewed towards poor children. Within the wealthiest 20% of the population in GPE-endorsed countries, 96% of children enter school at some point; while within the poorest 20%, almost a quarter (23%) will not. Attendance of the poorest children is particularly affected by the lack of nearby schools. In sub-Saharan Africa, 10 to 23% of children still have no access to primary schools within three kilometres.

3.3.1.5. The analysis shows that dropout rates are significantly lower than what is commonly believed. Once the barriers to school entry are removed, most children remain in school at least until grade 4. Household surveys show that dropout rates before grade 4 are about half of what is suggested from administrative data. The discrepancy between the low dropout rates presented in this analysis and those found in others can be explained in part by repetition rates in the early grades, which inflate apparent dropout and mask never-entry, and which are related to issues of quality (e.g., low learning and low learning expectations in the early grades), as well as lack of early childhood development (ECD).

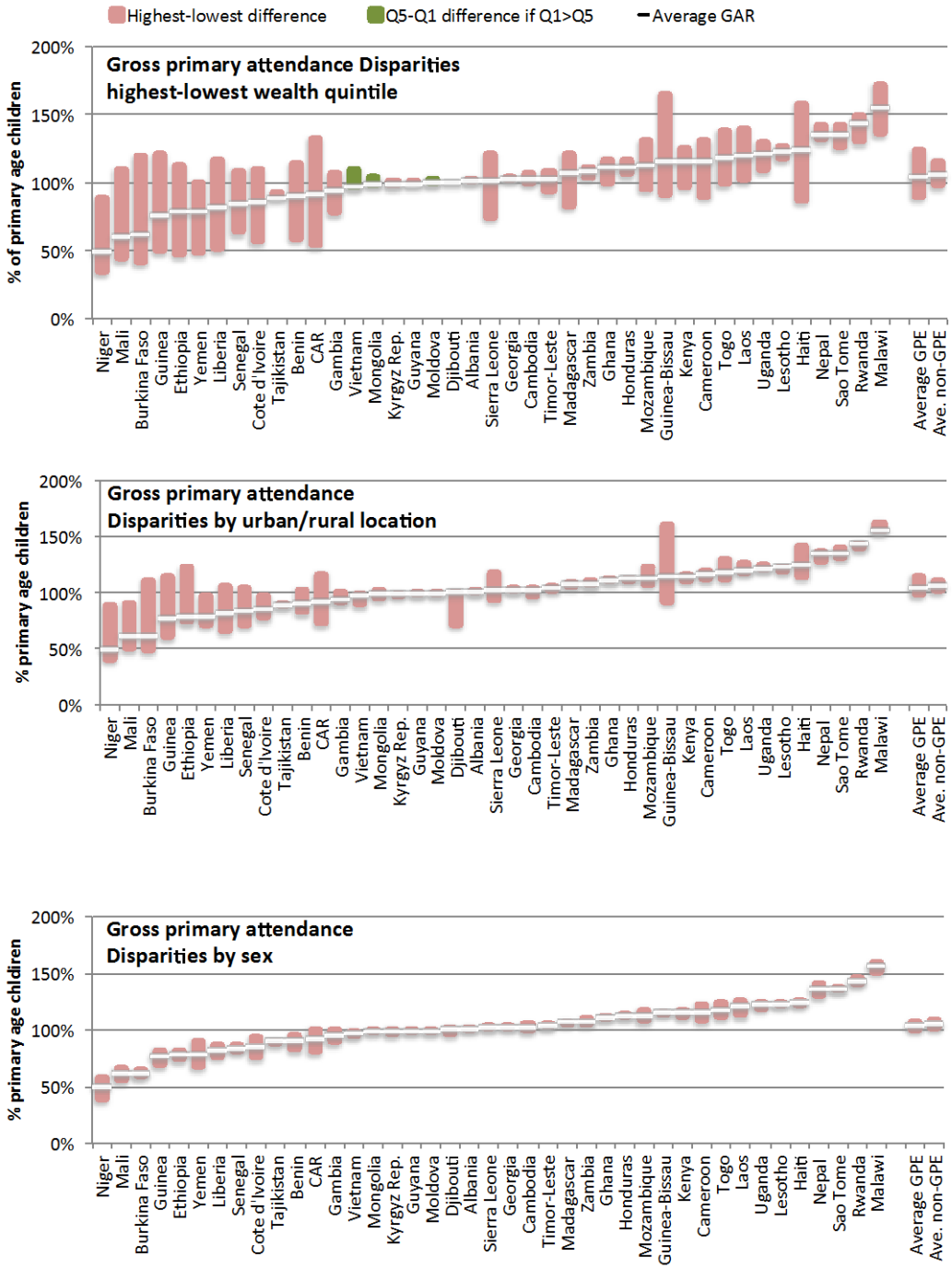
3.3.1.6. ***Late entry is the second leading factor contributing to out-of-school children***. Late entry is problematic because children start to leave school in adolescence, and for late entrants this may not give them time to finish a full primary school cycle. Late entry is pervasive among children of all income groups; and it may be better addressed with public campaigns detailing the benefits of early education than by other policies.

3.3.1.7. Student absenteeism is high in some GPE-endorsed countries, and is higher among poor children than among the wealthy. It is roughly equal for boys and girls. Leading causes for absenteeism are illness and the need to work. This further indicates the need for programs to support family incomes, as well as nutrition and health.

3.3.1.8. In summary, ***poverty is today's strongest exclusion factor***. Figure 3shows average national gross primary attendance rates in black dashes, and the difference between highest and lowest values of attendance by lowest-highest wealth quintiles,

urban-rural location and gender in the colored bars. Countries are ranked by average attendance. Boys and girls from wealthier groups are in school (even if they enter late). They are better serviced by public schools, able to afford private schools, and to go to school on most days. ***If GPE-funded programs focus on the poorest children, it will provide greater impact***. Issues related to gender and urban/rural location remain worthy of attention, but are best understood and addressed in the context of a poverty-target approach.

Figure 3. Three dimensions of exclusion for primary attendance in GPE countries



3.3.2. Learning Achievements

3.3.2.1. Over the period 2010 to 2012, the Global Partnership has increasingly highlighted the issue of quality and learning outcomes. It has been a key theme throughout GPE's replenishment efforts and continues to be one of the Partnership's key strategic directions.

3.3.2.2. The Results Framework lists two key learning indicators to track[6]. However, the issue of learning outcomes is broader than these specific learning indicators. In addition, the issue of quality is broader than learning outcomes, both because the schooling experience of children has to have inherent quality as a matter of "good process," and because it is important for education systems to take a systems perspective and track quality-related process indicators that drive learning outcomes.

3.3.2.3. There are increasingly good data on these issues that would allow countries to track and improve their education systems ability to produce learning results. The Secretariat commissioned an analysis on the production and use of information on quality and learning achievement, with a focus on GPE-endorsed countries. The analysis used international, regional, and national assessments, and reviewed education plans and JSR reports to demonstrate the state of learning outcomes in GPE-endorsed countries, sometimes in contrast with other countries.

3.3.2.4. The report concludes that on learning outcomes, and on quality more generally, there are positive findings as well as areas that require vast improvement.

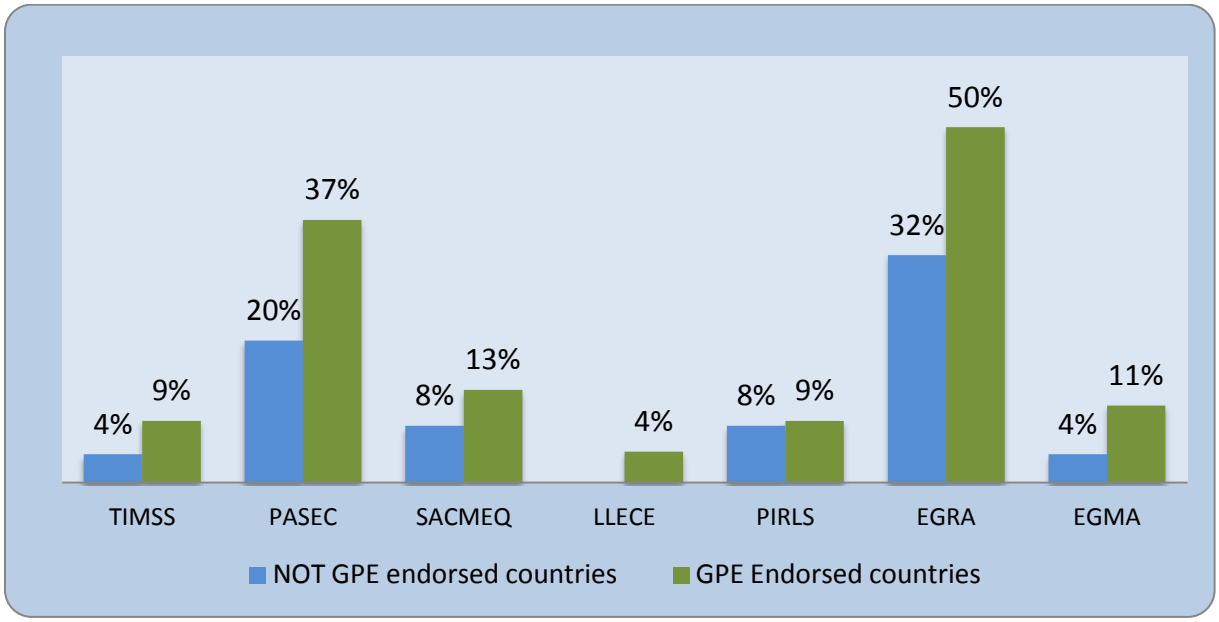
3.3.2.5.**The positive findings include the following**:

(a) ***GPE-endorsed countries use learning assessments more than eligible countries that have not joined the partnership***. GPE-endorsed countries participate more in international, regional, and specialized assessments. GPE-endorsed

[6] a) The proportion of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of an according grade level text; and b) the proportion of students who, by the end of the primary or basic education cycle, are able to read and demonstrate understanding, as defined by the national curriculum or agreed-upon by national experts.

countries also administer more of their own national assessments than those that have not joined. Only five GPE-endorsed countries lack data on learning outcomes.

Figure 4. Percentage of GPE-endorsed countries and eligible non-GPE countries participating in international assessments by program



(b) From an analysis of older versus newer education plans and JSR reports, ***there is reasonable evidence that GPE-endorsed countries are increasingly considering learning outcomes and quality issues***. However, this trend is not yet as strong as it should be, and the base level is weak.

(c) ***Evidence is increasing that significant quality improvements are possible in a few years***. Tied to the notion that there may not be any inherent access-quality trade-off, evidence from successful pilots and scale-up projects is beginning to contradict the view that quality is extremely difficult to achieve. More needs to be learned and done regarding the scale-up of quality improvement successes, but the trend in the last few years is encouraging.

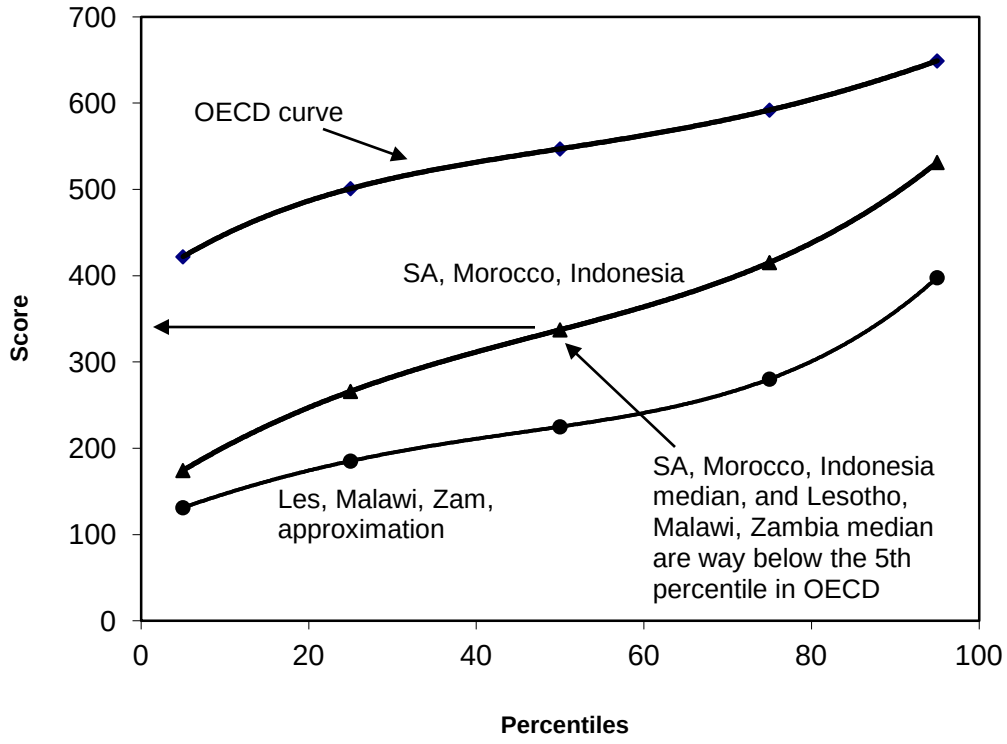
3.3.2.6. **The following areas need improvement**:

(a) ***Measured learning outcomes are alarmingly low***. Figure 5 below illustrates that the median child[7] in poorer countries[8] scores somewhere between 220 and 330 points on Progress on International Reading Literacy Study (PIRLS) in 2006, whereas (reading from the median score for the poorer countries and then moving left towards the vertical axis) the children at the 5th percentile of OECD countries' distributions score around 420 points. So, children in low-income and middle-income countries are often 100 to 200 points below children in the 5th percentile of OECD countries. The median-to-median difference between low-performing countries and OECD countries is at least 200 points, or two standard deviations, which is a truly significant amount.

[7]Less children are assessed in low-income than in high-income countries, since more children in low-income countries are not in school.

[8]The analysis can only be considered approximate because low-performing countries typically do not participate in the same assessments as OECD countries.

Figure 5.Performance of OECD and selected middle-income countries on PIRLS 2006, approximation for selected other low-performing countries



(b) Basic reading skills are acquired approximately four to five times more slowly by children in poor countries than they are acquired in high-income countries. That is, the average child in poor countries is about four to six grades behind the average child in OECD countries, and will never catch up. This suggests vast inefficiencies in how education systems produce learning in poor countries, and is also a waste of time for children. The inefficiency is both fiscal and social. Of course, poverty itself is a key determinant, so the lag is not entirely due to system inefficiencies. The median child in poor countries is arriving to young adulthood with, at best, one-fifth of the knowledge capital of children in high-income countries (as assessed by international assessments).9 This represents a serious form of deprivation and halts social and economic development. Table 1 below shows the low share of pupils reaching minimum learning achievements in a set of francophone African countries.

[9] See the youth literacy rates in GPE-endorsed countries as described in the beginning of Section 3.

Table 1.Percentage of pupils reaching minimum level in PASEC[10] countries

Year	Country	Percentage of pupils reaching minimum level*
2005	Benin	26.4
2005	Cameroon	71.2
2005	Madagascar	36.2
2007	Burkina Faso	38.1
2007	Senegal	45.1
2009	Cote d'Ivoire	37.3
2009	Burundi	53
2009	Comoros	25.1
2010	Rep. Dem. Congo	47.4
2006	Gabon	84.2
2006	Mauritius	69.5
2007	Congo	36.7

** 40% good responses*

(c) While GPE-endorsed countries participate in more assessments than eligible non-GPE countries, ***GPE-endorsed countries show similar levels of learning outcomes to those who are eligible but have not joined.*** They generally perform worse than lower-middle income countries, which also have low performance levels.

(d) An analysis of education plans and JSR reports demonstrated that ***governments and local donors pay little attention to learning outcomes***. The issue of learning outcomes is generally secondary to other issues. Although there is a positive trend in the inclusion of learning outcomes, it remains insufficient. Furthermore, although there is a recent trend to assess and understand how education in the early grades determines overall success, and while data availability in this area has increased quickly in the last few years, sector documents still do not sufficiently focus on early schooling (and early childhood development) and how this drives learning

[10]Programme d'analyse des systèmes éducatifs de la CONFEMEN.

outcomes later. An important corollary is that learning outcomes are generally addressed more in education plans than in JSRs.

(e) ***When education plans and JSRs address quality and learning outcomes, few of them are based on research evidence*** regarding what factors produce quality. Most discussions refer to inputs and overall managerial processes (e.g., teacher certification as opposed to teacher behavior and skills deployed in the classroom), with little focus on teaching and learning as concrete activities. There is little discussion of evidence-based factors related to teaching and learning.

(f) ***Many countries are not systematically using available data on learning outcomes for sectoral planning and monitoring***. The last few years have seen a great increase in data availability, particularly in Africa and Latin America, thanks to the efforts of assessment systems such as SACMEQ, PASEC, and LLECE, as well as the efforts made in early-grade assessments of reading. Also, the World Bank and the UNESCO Institute of Statistics have started efforts to regularize reporting on learning outcomes. However, while these are often discussed in specialized events and pilot experiences, the implications are not yet sufficiently discussed in sectoral strategies and in sectoral tracking documents. The lack of focus on learning issues appears most often at the local or country level, and less at the global and regional levels.

(g) ***There is some risk that progress on data over the past decade will stagnate or reverse if more attention is not paid to assessment systems***. None of the systems (both regional and internationally) that produce learning outcomes data are as robust as they ought to be, or fully sustainable. Attention to the financial and managerial health of these systems by donors, technical collaborators in the broader community, and countries themselves, is urgently needed. Approaches worth exploring include: i) extending regional assessments to areas of the world thus-far not covered; ii) increasing collaboration and common items among regional assessments and between these and the international assessments; iii) developing improved technical understanding of the relationship between early assessments and end-of-cycle assessments, as well as developing better practice in the former; and iv) demonstrating how assessment can be used to provide instructional support in ways that clearly lead to measurably-improved teacher and learner performance. Various partners have made

efforts to kick-start such processes (e.g., workshops on early reading held in Kigali in March 2012) but more needs to be done by all partners.

3.3.2.7. The link between access, enrolment progression, and quality

The sections above have dealt with enrolment and quality issues separately. However, the monitoring and evaluation efforts done for the Result Report, based on the work of many others, have detected a serious problem in many GPE-endorsed countries that can be characterized by a link between access, enrolment progression, and quality:

- Exaggeratedly high reported intake into grade 1, sometimes in the range of 140% or more in a significant proportion of GPE-endorsed countries, which hides incomplete intake and signals informal repetition;
- Massive over-enrolment in grade 1, sometimes in the range of 125% or more relative to population and relative to grade 2, which shows a lack of access to early childhood development and a lack of quality and learning specifically in the early grades, and which misleads many policy analysts and opinion leaders into thinking there are serious dropout problems in the early grades;
- Cases of extreme over-age and poor enrolment flow, such that, in some countries as many as one third to one half of children are two years older in grade 2 than in grade 1, a phenomenon some have called "silent exclusion," "in-and-out-of-school," or "effective out-of-school" (all related to non-learning);and
- Pockets of schools in many countries where attendance for many children is so sporadic that it is virtually tantamount to being out of school. These phenomena are all closely linked to each other, and form an access-flow-attendance-quality nexus that starts with the very first grades. These phenomena must be addressed simultaneously.

4. Achievement of National Targets

4.1. The purpose of tracking progress of key educational targets in education plans

4.1.1. The Global Partnership is based on the development and the implementation of sound education plans, which are a set of commitments made by partners at the country level. Therefore, it is critical to have a synthesized view of the degree of achievement of the targets set by countries.

4.1.2. To facilitate this process, the Secretariat reviewed the documentation publicly available (mainly education plans, JSR reports and GPE grant application packages) for the 46 endorsed countries, and asked the LEGs to update a Results Form indicating targets and actual values for the period 2009 to 2015 for each country. These Results Forms will be presented in an Annex of the final report and will be published on the GPE website.

4.1.3. The main objective was to facilitate access to the information already available at the country level (usually scattered in many different documents) to make sure that every stakeholder is aware of the past and future commitments made by the country, so as to improve mutual accountability. These forms will be updated after JSRs take place in each country.

4.1.4. ***This exercise demonstrated that there is a lack of accountability at the country level or at least that it is difficult to gather information on targets and objectives set by countries. This point is critical and may diminish the effectiveness of the Global Partnership***.

4.1.5. Even for the PCR, 65% and 67% of GPE-endorsed countries did not provide information on achievement of their targets in 2010 and 2011, respectively. Hence, it is common to have the actual information on the PCR for a year without the corresponding target. Therefore, it is impossible for local partners to correctly assess the implementation of the education plans, hold each other mutually accountable, and agree on improvements needed.

4.1.6. This issue is confirmed by an analysis commissioned by the Secretariat to assess the effectiveness of the JSRs. The findings of this review are primarily based upon the evidence of written records of JSRs, drawing on more than 130 documents (reports, aide-memoires, education plans, codes of practice, terms of reference, etc.) from 21 countries. ***Few countries systematically monitor progress against education plan targets and indicators during the JSRs***. Among the JSR reports analyzed, less than half include an explicit analysis of data against key indicators. There are cases where alternative and parallel sets of indicators have been generated and have pre-eminence over those in education plans.

4.1.7. Almost all JSRs state an intention to use their respective education plan objectives as the basis for measuring progress; but few do so prominently, consistently and systematically. Another issue is that many JSRs generate long lists of recommendations that cannot be manageably implemented.

4.1.8. A possible explanation for this issue may lie in the complexity of the education plans, developed mainly by small teams of people from the ministries of education, donors and consultants. This process affects the ownership of the plan outside these teams. It is important to have a clear Results Framework developed at the same time as the education plan, with clear targets, and to update this framework annually during the JSR.

4.1.9. Another explanation may have to do with the role of the Coordinating Agency in the Global Partnership's "institutional architecture." The task of the Coordinating Agency can be very time-consuming for local donor representatives who are not usually education specialists and have to deal with many other activities. LEG members spend a great deal of time in meetings dealing with urgent and day-to-day issues, and hence have little time to work at a more strategic level, and to track and analyze data related to the education plans. It may be necessary to think of ways to professionalize some of the functions performed by the Coordinating Agencies. By developing the Results Forms discussed above, the Secretariat hopes to facilitate the role of the LEGs in monitoring the implementation of the education plans. In addition, the Secretariat will organize a set of

regional workshops to provide guidance on effective JSRs, with a particular view to tracking commitments made. When feasible, the Secretariat will participate in JSRs.

4.2.Analysis of domestic and external financing and of the effectiveness of service delivery

4.2.1. In 2011, GPE-endorsed countries allocated a significant share of public resources to the education sector. The government budget expenditure amounted to US$168 billion; of which US$32.5 billion went to education, representing 5.3% of the GDP; or 19.4% of the total budgetary expenditure. The primary and secondary education sub-sectors absorbed 77.9% of the total education expenditure.

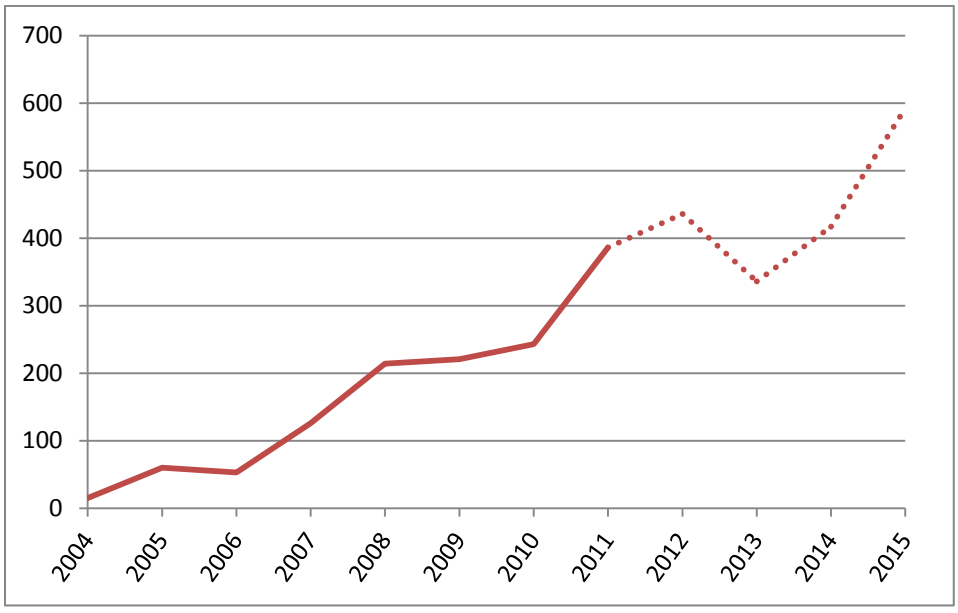
4.2.2. In addition, external funds represent an important resource for GPE-endorsed countries, with around US$4.5 billion of international aid commitments in the education sector in 2009. The proportion of international aid to education in GPE-endorsed countries often represents an important part of public education expenditures, e.g. 72% for Liberia, 42% for Ethiopia, or 23% for Senegal in 2008.

4.2.3. In 2011, the Secretariat set up a Monitoring Exercise on Aid Effectiveness in the Education Sector ("Monitoring Exercise") in parallel to the OECD's 2011 Survey on Monitoring the Paris Declaration. The objective of the Monitoring Exercise was to develop a framework to allow the LEGs to discuss various components of aid effectiveness in GPE-endorsed and eligible developing country partners. In total, 38 developing country partners participated in the Monitoring Exercise. The Monitoring Exercise relates to about US$2.11 billion in education aid provided in these countries by OECD Development Assistance Committee donors (excluding aid from NGOs and private foundations) in 2010. About 245 development partners at the country level and 31 ministries of education took part in the Monitoring Exercise. Overall results show coordinated technical cooperation, joint missions, and joint analytic work among development partners. However, there is room for improvement especially in the following areas: i) managing and providing education aid more transparently, more predictably, and in a manner that is more aligned to government budgets; and ii) working against results indicators and reviewing progress jointly on a regular basis.

4.2.4. There are two areas that will require urgent attention across countries by governments and development partners: i) ***improving the use of country public financial management systems and the use of country procurement systems*** (especially when the fiduciary risk is low); and ii) ***developing and implementing program-based approaches. This will require specific attention to aligned and harmonized capacity development approaches.***

4.2.5. Regarding use of the Global Partnership trust fund resources, cumulative grant disbursements through CY2011 totalled US$1,317.7 million of which US$385 million was disbursed in 2011 (see Figure 6). Disbursements for program implementation grants have risen steadily since inception of the Catalytic Fund in 2004. Pledges to the Catalytic Fund increased in CY2011 by a US$151.6 million equivalent. Education Program Development Fund disbursements totalled US$96.6 million through 2011 of which US$22.7 million was disbursed in the fiscal year.

Figure 6: Global Partnership Disbursements (US$ million)



Note: Catalytic Fund and Program Implementation Grants. Secretariat Projections after 2011 based on US$2.04 billion expected allocation by end of 2014

4.2.6. In November 2011, the new Global Partnership for Education Fund ("GPE Fund") was launched as a mechanism to streamline the existing GPE funding architecture,

which comprises the three separate Catalytic Funds, the Education Program Development Fund and the Secretariat Trust Fund. The new GPE Fund covers all areas eligible for funding as determined by the Board of Directors, and is designed as a Financial Intermediary Fund (FIF), meaning that agencies eligible to serve as Supervising Entity or Managing Entity may receive funds directly based on approval by the Board of Directors. Complementing the new GPE Fund is the new European Commission GPE Fund, which covers all areas eligible for funding, but where only the World Bank can act as Supervising Entity or Implementer. Pledges to date total US$836 million equivalent to the new GPE Fund and US$41 million equivalent to the European Commission GPE Fund.

4.2.7. The Secretariat monitors underperforming grants to undertake remediation actions. The development of a quality portfolio management system is underway. To improve predictability of GPE funding in GPE-endorsed countries, the Secretariat collects the annual disbursement targets for each grant. In 2011, the ratio of actual disbursements of GPE implementation funding, compared to planned disbursements was around 62%. In terms of timeliness, 73% of the grant agreements have been signed within 6 months after the allocation.

4.2.8. GPE-funded programs represent an important share of external financing. For example, in four countries that applied for an allocation in 2011 (Afghanistan, Cote d'Ivoire, Guinea Bissau and Mali), GPE funding accounts respectively for 11%, 84%, 35% and 25% of external funds planned for the next three years. This large amount of funding, in a country or sector with low absorption capacity, may lead the ministries of finance to pull back domestic funds (or indeed other external funding) and to allocate those funds to other sectors, subtracting from additionality. For this reason, it is crucial for the Global Partnership to develop a dialogue at the country level and to provide the ministries of education with more negotiation power.

4.2.9. To ensure that GPE-funded programs will be additional, it is important to have a clear idea of the future financing flows in the education sector. However, information regarding the achievement of financing targets is very poor at the country level. 83% of GPE-endorsed countries did not provide information about achievement of their commitments in public education expenditures in 2010. There is more information for

aid flows, where 40% of the countries did not provide any information about achievement of their targets.

4.2.10. The following two major constraints on education financing will need to be addressed in the coming years: i) financing of teacher salaries; and ii) the development of post primary education.

4.2.11. Teacher salaries represent the biggest share of public expenditures in education (e.g., 53 % in Rwanda, 70% for Cote d'Ivoire, and 82% for Malawi in 2008, Pole de Dakar, 2011). Since 2000, many teachers were recruited with specific status and no professional training at a lower salary than their trained counterparts. This solution enabled education systems to meet the increasing demand for education but raised issues of quality, and certainly has created challenges for the teaching profession and teacher organizations. The qualifications of many of these teachers are very low and their salaries are sometimes insufficient even to meet their basic needs. This may contribute to high turnover and absenteeism, and may thus affect quality of learning. The Global Partnership needs to provide guidelines to developing country partners on how to improve the qualification and the motivation of teachers, and ensure adequate living conditions within the profession, while at the same time working within fiscal constraints, given the likelihood that financing shortfalls will continue over the next few years.

4.2.12. Another emerging constraint on education financing is the development of the post-primary sub-sector. Enrolment in lower secondary education is expected to increase dramatically. For example, if the transition rate between primary and lower secondary education rises to 100%, projected enrolments in lower secondary education in 2020 will be 2 times greater than enrolments around the mid-2000s in Lesotho, Togo, and Zimbabwe; close to 4 times in Guinea and Mali; around 9 times in Burundi, Tanzania, and Uganda; and more than 11 times in Mozambique and Niger. Domestic resources will not allow systems to provide enough teachers and classrooms to meet these levels of enrolment growth and teacher recruitment will fail to keep up the pace. These issues require immediate attention.

4.2.13. A partial solution will be to improve efficiency and management in the education sector. There is room for improvement and many countries achieve better results with the same amount of resources as others. One of the main problems comes from the process by which teachers are allocated. The relationship between the number of teachers and the number of students is very weak. An analysis for 11 African countries covering the period 2004-200711shows that one third of teacher deployment to public primary schools is not based on the number of students in the schools. At the same time, research presented in the report shows that, within countries, there is very little correlation between the value of resources deployed at school level and learning achievements.

4.2.14. Some countries have undertaken studies to track the effectiveness of service delivery to schools. These studies focus on identifying the discrepancies, inefficiencies and delays in public spending execution for selected expenditures. A study in Mali in 2005, for instance, shows that the schools received on average only about 40% of the textbooks allocated by the Ministry of Education. A similar study for Madagascar in 2006 shows that of all teachers who were absent, 13% were absent because of the need to travel to collect their salaries. Such studies should inform the dialogue during JSRs. In Togo, for instance, local partners financed a study to identify ways to improve teacher allocation and made strong recommendations during the next JSR. Civil society organizations can also play an important role in tracking public expenditures at the local level.

5. Conclusion: Challenges for the Global Partnership for Education

5.1. The report identified the following challenges for the Global Partnership:

- Poverty is the greatest predictor of out-of-school status in GPE-endorsed countries. There is a great deal of evidence on how to improve access among the poorest children, not all of which is being used in education plans. If GPE-funded programs focus on the poorest children, GPE funding will have more impact.

[11] 8 GPE-endorsed countries and 3 eligible non-GPE countries

- Gender aspects interact powerfully with poverty factors, so that gender differentials are greatest among the poor. In addition to the poor, there are many pockets of out-of-school children with special needs, such as the disabled, nomads, working children and other categories. There is increasing knowledge on what to do about these groups, and this evidence needs to be acted upon in education plans. There is, however, still more need for specialized knowledge and dissemination of such knowledge.

- Learning outcomes in low-income countries are alarmingly weak compared with OECD countries, in both advanced and basic skills.

- While quality measurement has improved in the last two decades, international, regional, and national systems for quality measurement are not yet strong enough. The Global Partnership needs to do more to improve the health of such systems.

- The problems with quality start with poor access to, and poor quality of education, in pre-school and in the early grades. The Global Partnership needs to focus on improving access to good instruction.

- GPE-endorsed countries do more to assess learning outcomes than other comparable countries but this information is not used sufficiently by local partners to develop evidence-based solutions. The recent reading workshops in Kigali, Rwanda in March 2012 provide a good entry point, but partners need to develop other areas, such as mathematics, and use the lessons learned in reading improvement to improve those areas as well. In addition, learning outcomes should feature more prominently in education plans and JSRs.

- There is a lack of mutual accountability among donors, governments, and civil society for sector plan implementation at the country level. It is difficult to gather information on targets and objectives, and their achievement, as set by countries. Such information is not given sufficient attention in reviews of education plans. This may diminish the effectiveness of the Global Partnership. The Secretariat plans to attend more JSRs and organize regional workshops to provide guidance on implementing effective JSRs. In addition, the Secretariat will post a form on its web

site describing the targets and achievements in the education sectors of each GPE-endorsed country as identified in the education plan.

- The following two major constraints on education financing will need to be addressed in the coming years:

    - Teachers often do not earn enough to pay for basic needs. It will be important for GPE-endorsed countries to find resources to improve teacher conditions and develop their skills.

    - Post primary education enrolments are expected to grow significantly putting pressure on resources for basic education.

  A short term solution would be to improve efficiency and management in the education sector. There is ample room for improvement, as some countries achieve better results with fewer resources than others.

ATTACHMENT 1: LIST OF COUNTRIES ELIGIBLE TO JOIN THE GLOBAL PARTNERSHIP

Endorsed Countries

Country	Income group	Fragile situations
Afghanistan	Low income	Yes
Albania	Upper middle	No
Benin	Low income	No
Bhutan	Lower middle	No
Burkina Faso	Low income	No
Cambodia	Low income	No
Cameroon	Lower middle	No
Central African Republic	Low income	Yes
Cote d'Ivoire	Lower middle	Yes
Djibouti	Lower middle	No
Ethiopia	Low income	No
Gambia, The	Low income	No
Georgia	Lower middle	Yes
Ghana	Lower middle	No
Guinea	Low income	Yes
Guinea-Bissau	Low income	Yes
Guyana	Lower middle	No
Haiti	Low income	Yes
Honduras	Lower middle	No
Kenya	Low income	No
Kyrgyz Republic	Low income	No
Lao PDR	Lower middle	No
Lesotho	Lower middle	No
Liberia	Low income	Yes
Madagascar	Low income	No
Malawi	Low income	No
Mali	Low income	No
Mauritania	Lower middle	No
Moldova	Lower middle	No
Mongolia	Lower middle	No
Mozambique	Low income	No
Nepal	Low income	Yes
Nicaragua	Lower middle	No
Niger	Low income	No

Papua New Guinea	Lower middle	No
Rwanda	Low income	No
Sao Tome and Principe	Lower middle	No
Senegal	Lower middle	No
Sierra Leone	Low income	Yes
Tajikistan	Low income	No
Timor-Leste	Lower middle	Yes
Togo	Low income	Yes
Uganda	Low income	No
Vietnam	Lower middle	No
Yemen, Rep.	Lower middle	Yes
Zambia	Lower middle	No

Non-Endorsed Countries

Angola	Lower middle	Yes
Bangladesh	Low income	No
Burundi	Low income	Yes
Chad	Low income	Yes
Comoros	Low income	Yes
Congo, Dem. Rep.	Low income	Yes
Congo, Rep.	Lower middle	Yes
Eritrea	Low income	Yes
Kiribati	Lower middle	Yes
Myanmar	Low income	Yes
Nigeria	Lower middle	No
Pakistan	Lower middle	No
Solomon Islands	Lower middle	Yes
Somalia	Low income	Yes
Sri Lanka	Lower middle	No
Sudan	Lower middle	Yes
Tanzania	Low income	No
Tonga	Lower middle	No
Uzbekistan	Lower middle	No
Vanuatu	Lower middle	No
Zimbabwe	Low income	Yes