# MAKING EDUCATION AID MORE EFFECTIVE

## Monitoring Exercise on Aid Effectiveness in the Education Sector



GLOBAL PARTNERSHIP *for* EDUCATION

SYNTHESIS REPORT | October 2012

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This report is a product of the staff of the Secretariat of the Global Partnership for Education, specifically the Global Good Practices Team. The production of the report is based on data collected through the 2011 Monitoring Exercise on Aid Effectiveness in the Education Sector in participating developing partner countries. The findings, interpretations, and conclusions expressed in this report do not necessarily reflect the views of GPE partners or the governments or organizations they represent. The Secretariat does not take responsibility for the accuracy of the data.

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# THE GLOBAL PARTNERSHIP AND AID EFFECTIVENESS

The Global Partnership for Education (GPE) is a partnership of more than 50 developing countries, donors, multilateral institutions, civil society organizations (CSOs), private foundations, and the private sector. It is dedicated to ensuring that all children receive a quality education. Through the GPE, developing countries and their partners coordinate national and international efforts in education and facilitate harmonization, knowledge sharing, and resource mobilization.

The GPE has been at the forefront of the aid effectiveness debate since the launch of the partnership in 2002. From the beginning, the GPE mission, to support low-income countries in the development and implementation of quality education plans, has been tied to the principles of aid effectiveness—*ownership, alignment, harmonization, managing for results, and mutual accountability*—as defined in the GPE Compact on Mutual Accountability (box 1). The incorporation of these principles in GPE's governance, resource distribution, methods, and operations serves to increase transparency, strengthen partnership, help focus on results, and improve knowledge sharing. This is the foundation of effective development cooperation in the education sector. The GPE commitment to effective sector cooperation is demonstrated in the constant effort to monitor adherence to the aid effectiveness principles in the sector according to globally agreed indicators and standards.

**Box 1. GPE Compact on Mutual Accountability**

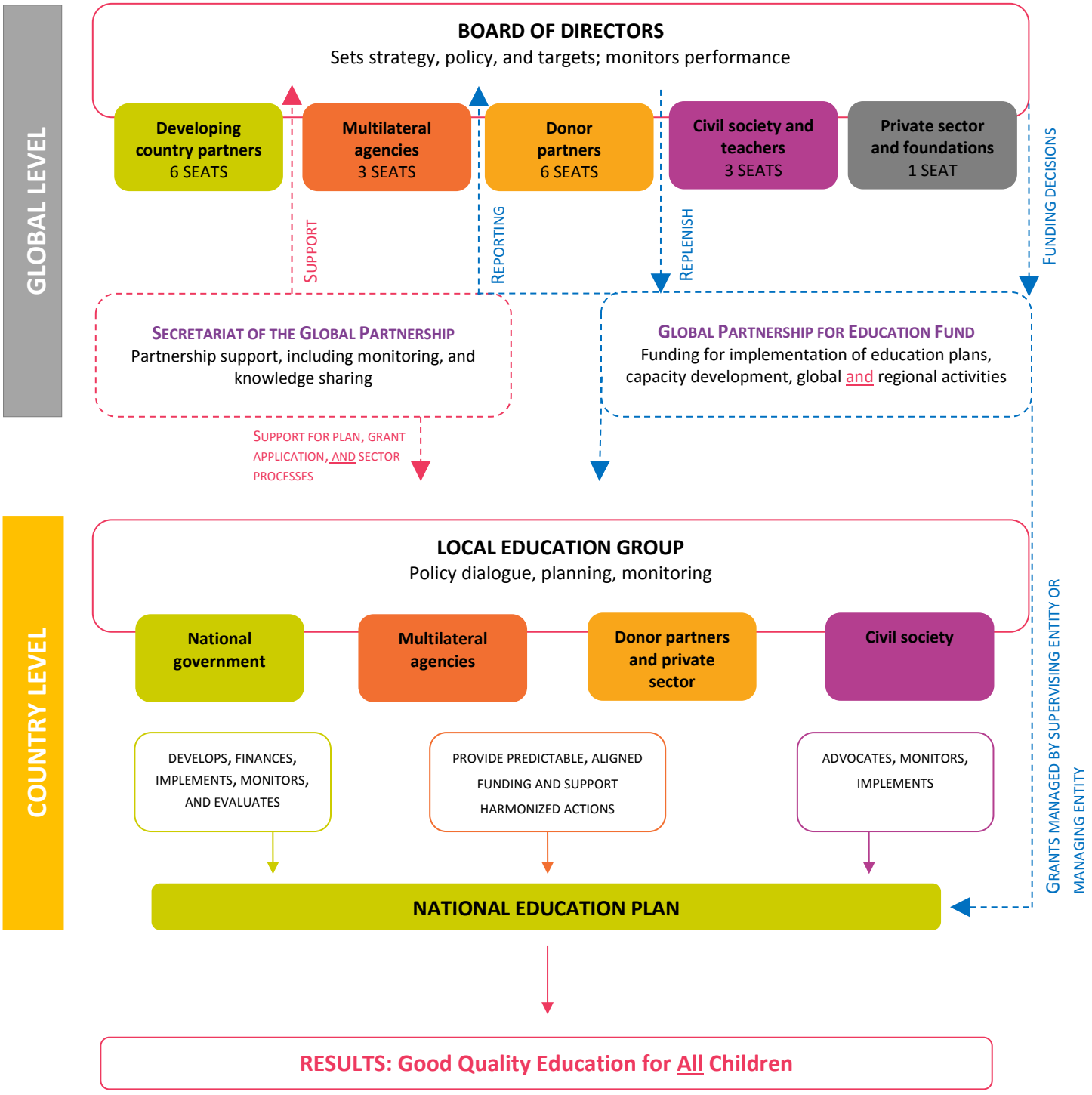
| Developing-country governments | Donors and other partners |
|---|---|
| ➔ Sound education plans through broadbased consultations | ➔ Help mobilize resources and make them more predictable |
| ➔ Commitment to education through strong domestic support | ➔ Align with country development priorities |
| ➔ Demonstrate results on key performance indicators | ➔ Harmonize procedures as much as possible |

*Source*: GPE 2011a.

The 2009/10 midterm evaluation of the Global Partnership (for 2002–09) states that the conscious decision was taken not to allow the GPE to become a vertical program, but to "emphasize country ownership and support for a country-led plan, with additional external finance to be drawn principally from existing in-country donors" (GPE 2010, 66). The GPE is distinctive in that it provides education aid through the GPE Fund and also advocates for partnerships and aid effectiveness in the education sector within countries and across the globe.

GPE processes and support within countries focus on policy dialogue and partnership among education stakeholders to improve government education policies and strengthen systems (figure 1). These processes are led by the partner country government and local education development partners, including donors, civil society, and the private sector. The GPE Secretariat provides support to strengthen these processes and sectoral partnerships. The resources of the GPE Fund are available to ensure ownership, the inclusive participation of all education development partners, transparency, evidence-based planning, and the choice of modalities and cooperation arrangements that best fit the country context and help deliver results, while strengthening national systems.

**Figure 1. Governance structure of the Global Partnership for Education**




**color code**

- Global Partnership for Education Fund: flow of funds
- Partnership activities and accountability for results

*Source*: GPE compilation.

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# ACRONYMS

| | |
|---|---|
| AusAID | Australian Agency for International Development |
| CIDA | Canadian International Development Agency |
| CPIA | Country policy and institutional assessment |
| CSEF | Civil Society Education Fund |
| CSO | Civil society organization |
| DAC | Development Assistance Committee (OECD) |
| DFID | U.K. Department for International Development |
| EMIS | Education management information system |
| GPE | Global Partnership for Education |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit (Germany) |
| IDA | International Development Association |
| JICA | Japan International Cooperation Agency |
| JSR | Joint sector review |
| KfW | Kreditanstalt für Wiederaufbau (investment bank, now simply KfW) (Germany) |
| LEG | Local education group |
| M&E | Monitoring and evaluation |
| MTEF | Medium-term expenditure framework |
| NGO | Nongovernmental organization |
| ODA | Official development assistance |
| OECD | Organisation for Economic Co-operation and Development |
| PBA | Program-based approach |
| PFM | Public financial management |
| PIU | Project implementation unit |
| SIDA | Swedish International Development Agency |
| SWAp | Sectorwide approach |
| UNESCO | United Nations Educational, Scientific, and Cultural Organization |
| UNICEF | United Nations Children's Fund |
| USAID | U.S. Agency for International Development |

# AID EFFECTIVENESS PRINCIPLES AND INDICATORS

*Aid effectiveness* in this report is used as described in the 2005 Paris Declaration and the 2008 Accra Agenda for Action (OECD 2005, 2008). Aid effectiveness is also appropriately defined in the 2008 thematic evaluation of the Paris Declaration (Stern 2008, viii) as an "arrangement for the planning, management and deployment of aid that is efficient, reduces transaction costs and is targeted towards development outcomes including poverty reduction."

The Paris Declaration on Aid Effectiveness and the Accra Agenda for Action form an internationally agreed framework on the principles of aid effectiveness, as well as relevant indicators, targets, and commitments (table 2). The Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) offers an online knowledge platform on aid effectiveness.[1]

Within countries and globally, the OECD has led in monitoring the progress in the effort to achieve aid effectiveness. It has conducted three surveys, in 2006, 2008, and 2011, on the indicators agreed in the Paris Declaration. In future, monitoring development effectiveness will be spearheaded by the Global Partnership for Effective Development Cooperation.

**Table 1. Monitoring exercise: principles, indicators, and data collection**

| Principles and indicators adapted to the education sector | | 2010 data collected through questionnaires | | | |
|---|---|---|---|---|---|
| Purpose of the indicators: provide a framework for realizing the responsibilities and accountabilities laid out in the Paris Declaration and the Accra Agenda. The indicators are aimed mainly at measuring collective behavior within countries. | | *Ministry of education* | *Donors* | *Qualitative* | *Paris indicators* |
| **1. OWNERSHIP** means that partner countries exercise leadership over their education policies and strategies, strengthen their institutions, and coordinate education sector processes. It refers to a government's commitment to a broad national policy dialogue with lawmakers, local authorities, and civil society. | | | | | |
| **Education plan:** % of countries implementing an education plan[2] | | • | - | - | 1 |
| *Additional questions* | Implementation plan in place | • | - | - | - |
| | Medium-term expenditure framework (MTEF) in place | • | - | - | - |
| | Consultation process around plan development | • | - | - | - |
| | Education plan available online and as hard copy | • | - | - | - |
| | Education plan translated in local language(s) | • | - | - | - |
| | Availability of data on domestic education financing, 2008–10 and 2011–13 | • | - | - | - |
| **2. ALIGNMENT** means that donor partners base their education support on the national education plans and goals, institutions, systems, and procedures of partner countries. This includes government and coordinated donor efforts to improve the quality and capacity of national systems. | | | | | |

[1] See Aid Effectiveness (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/dac/.
[2] In the questionnaire for ministries of education the question was whether in 2010 an education plan was being implemented. This question was independent from whether the country had an GPE-endorsed national education plan.

| | | | | | |
|---|---|---|---|---|---|
| **Education aid flows are aligned on national education priorities:**<br>% of education aid for the government sector reported in the government budget | | • | • | • | 3 |
| **Education aid is more predictable:**<br>% of education aid for the government sector disbursed within the fiscal year for which it was budgeted and recorded in government accounting systems | | • | • | • | 7 |
| **Use of country public financial management (PFM) systems:**<br>% of education aid for the government sector relying on country PFM systems | | - | • | • | 5a |
| **Use of country procurement systems:**<br>% of education aid for the government sector relying on country procurement systems | | - | • | • | 5b |
| **Strengthen capacity by avoiding parallel project implementation units (PIUs):**<br>number of parallel PIUs in the education sector | | - | • | • | 6 |
| **3. HARMONIZATION** refers to the cooperation among donor partners to improve the efficiency of aid delivery; this includes avoiding duplication, simplifying procedures, and agreeing to a better division of labor with partner countries. These efforts extend to common arrangements for the planning, funding, monitoring, evaluating, and reporting on aid flows and sectoral progress. | | | | | |
| **Use of common arrangements or procedures:**<br>% of education aid provided in the context of program-based approaches (PBAs) | | - | • | • | 9 |
| **Strengthen capacity through coordinated support:**<br>% of technical cooperation implemented through coordinated programs consistent with national development priorities | | - | • | • | 4 |
| **Joint missions in the education sector:**<br>% of donor partner missions undertaken jointly | | - | • | • | 10a |
| **Joint analysis and evaluation in the education sector:**<br>% of education sector analysis undertaken jointly | | - | • | • | 10b |
| **4. MANAGING FOR RESULTS** means ensuring (a) that all development activities are focused on achieving the results envisioned for the development of the education sector as stated in the national education plan and (b) that data are available to measure sectoral progress and results over time to feed into decision-making processes. | | | | | |
| **Existence of a results-oriented framework in the education sector:**<br>% of countries with a transparent results framework that can be monitored | | • | - | • | 11 |
| **5. MUTUAL ACCOUNTABILITY** means that partner countries and donor partners are accountable for achieving results in education and the transparent use of development resources. This requires structures to hold all partners accountable, especially among development partnerships that have agreed on objectives and goals. | | | | | |
| **Existence of a joint sector review (JSR) process:**<br>% of countries that conduct regular JSRs | | • | - | • | 12 |
| *Additional questions* | Local education group (LEG) has been established | • | - | - | - |
| | Participation of national civil society organizations (CSOs) in the LEGs | • | - | - | - |
| | Sectoral coordination documents have been drafted, and principles identified | • | - | - | - |
| | Aid effectiveness targets have been agreed for the education sector | • | - | - | - |

*Source*: GPE compilation based on OECD 2005, 2008.
*Note*: Data for the monitoring exercise were collected for 2010 in 2011.

# EXECUTIVE SUMMARY

*The 2011 OECD Survey on Monitoring the Paris Declaration on Aid Effectiveness* framed a review of aid effectiveness in the lead-up to the 4th High-Level Forum on Aid Effectiveness, in November and December 2011.[3] Because of the GPE's principles and procedures and the historical experience with coordinated approaches in education, the GPE has sought to complement the global monitoring of aid effectiveness through a sector-specific focus on understanding the practices and behavior of government and donor partners in education. In 2008, the GPE carried out a pilot survey to monitor the Paris Declaration indicators in 10 GPE partner countries, and, in 2011, the GPE conducted another survey, the Monitoring Exercise on Aid Effectiveness in the Education Sector, in nearly 40 developing partner countries.[4] To allow comparisons and use indicators that are widely recognized, the surveys were respectively aligned with the 2008 and the 2011 OECD surveys aimed at monitoring the indicators associated with the Paris Declaration. The GPE monitoring effort brings together data self-reported by participating countries for a synthesis report on education, facilitates comparisons in performance across countries and donors, and offers a nuanced view on country contexts.

*The 2011 GPE monitoring exercise seeks to support mutual learning about aid effectiveness*. In particular, it (1) provides a framework for discussions on aid effectiveness among partners in local education groups (LEGs), (2) collects baseline data for the GPE Results Framework, and (3) generates a closer understanding of the role of LEGs and national education plans in promoting sector dialogue, partnership, and aid effectiveness. It engages with two basic questions: (1) How is education aid delivered and managed? and (2) How do partners cooperate and engage in a dialogue on education? It thereby underlines that it is not only important how much education aid is provided but also the coordination and cooperation among partners in undertaking initiatives and delivering aid. The application of the principles of aid effectiveness represents a way to improve development cooperation and aid delivery in education, though it may not be directly attributable to development results. The aid effectiveness agenda is, nonetheless, a vehicle to achieve improved education results by providing individually and collectively sustainable support in the implementation of national education plans.

*The monitoring exercise is based on the Paris Declaration on Aid Effectiveness indicators*. The indicators have been adapted to the education sector and expanded with additional questions (tables 2 and 3). Data on the situation in 2010 were collected through three questionnaires: a ministry of education questionnaire, a donor questionnaire, and a qualitative questionnaire given to the LEGs. Data collection was based on self-reporting and self-assessment by the participating ministries of education and donors in 39 developing partner countries (table 4). About 245 donor partners and 30 ministries of education[5] in 39 developing countries took part

[3] See "All Survey Materials," Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/site/dacsmpd11/allsurveymaterials.htm; "2011 Survey on Monitoring the Paris Declaration: HOME," Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/site/dacsmpd11/2011surveyonmonitoringtheparisdeclaration-home.htm.
[4] The 10 countries covered in the 2008 survey were Burkina Faso, Cambodia, Ethiopia, Ghana, Honduras, Madagascar, Mauritania, Mozambique, Nicaragua, and Rwanda.
[5] No ministry of education questionnaire was submitted by Burkina Faso, Cameroon, Liberia, Mali, Sierra Leone, Zimbabwe.

in the monitoring exercise (appendix B; table B.1.), but, because sectoral cooperation activities and data were limited in the Democratic Republic of Congo, Honduras, and Kenya, only the data on 36 countries were used. Of these 36 countries, 13 were regarded as fragile in 2010 according to the World Bank.[6] Six of the countries on which data are available (Afghanistan, Burundi, Chad, Somalia, Sri Lanka, and Zimbabwe) were not GPE partner countries in 2010. The data on the 36 countries relate to about US$2.2 billion in total education aid provided by bilateral and multilateral donors (excluding aid from nongovernmental organizations [NGOs] and private foundations). This represents 15 percent of the official development assistance (ODA) going to the education sector globally (US$13.4 billion), about 36 percent of the education ODA going to low-income countries (US$5.6 billion), and more than half of all ODA going to these 36 developing partner countries (GPE 2012a).

*The monitoring exercise examined the performance of all education partners* individually and collectively. It was not designed to provide an analysis of the GPE's impact on sectoral processes. It represents an approach to sectoral cooperation that builds on the four pillars—national education plans, LEGs, a results-oriented framework, and joint sector reviews (JSRs)—and good practices promoted by the GPE. Numerous GPE partners reported on the positive influence of the GPE process in developing and endorsing education plans, establishing LEGs, improving sectoral coordination, and strengthening country systems through GPE grants.

*Products of the monitoring exercise* include this overall synthesis report and profiles of each participating country. Of these profiles, 25 are available online. This synthesis report examines the many layers of development cooperation in education according to the aid effectiveness principles and the individual indicators. It summarizes the findings of the exercise based on country data, highlights country examples showing the aid effectiveness principles in practice, and discusses the enabling factors and challenges associated with each indicator. The synthesis report is divided into two parts: Part 1 presents the analysis and findings of the country data and Part 2 presents the statistical information on which the analysis is based. The report includes hyperlinks to help the interested reader navigate to sources of information or further reading. The monitoring exercise demonstrates that Internet-based tools, portals, and websites offer a rich amount of information. Readers seeking further information should consult Aid Effectiveness 2005–10: Progress in Implementing the Paris Declaration (OECD 2011a), the respective country reports, and the Evaluation of the Implementation of the Paris Declaration Phase II (Wood et al. 2011), including the country evaluation reports.

*The data serve as a baseline for the GPE Results Framework*, which is a component of the new GPE monitoring and evaluation (M&E) strategy. In line with the efforts of the Global Partnership for Effective Development Cooperation, the GPE will continue to monitor the performance of its partners through the annual GPE *Results Report* (GPE 2012a). The indicators used in the monitoring exercise will be adapted to the indicators identified by the Global Partnership for Effective Development Cooperation. Other accountability mechanisms, such as the GPE accountability matrix, the GPE *Results Report*, and the new Finance and Policy Reference Group, will help ensure that education aid is delivered and used effectively.

[6] "Fragile and Conflict-Affected Countries," World Bank, Washington, DC, http://go.worldbank.org/BNFOS8V3S0.

# KEY FINDINGS

The monitoring exercise examines the performance of government and donor partners in the education sector in 36 developing partner countries. The results of the monitoring exercise are broadly consistent with the findings of the 2011 OECD survey. They provide credible evidence for thoughtful discussions on the effectiveness of aid and development in the education. They describe how education aid is delivered and the cooperation and engagement of partners in sectoral dialogue (boxes 2 and 3). The monitoring exercise shows that transparency, dialogue, and joint action are critical for good performance in education indicators (table 2).

**Box 2. Four pillars of sectoral policy and coordination**

*Governments and donor partners have established or sought to establish or strengthen four pillars of sectoral policy and cooperation. The pillars support and help structure mutual accountability.*

- **National education plans** (transition plans and first- or second-generation education plans) had been implemented in all 36 countries, except for Zimbabwe and Puntland. Out of these 36 countries, 30 countries had a GPE-endorsed education plan in place in 2010.
- **Local Education Groups** provide a platform for the processes and policy dialogue associated with national education plans and facilitate collaboration and coordination. They encompass similar roles, purposes, and activities across the countries surveyed. National civil society organizations (CSOs) are engaged in sectoral policy dialogue and processes within and outside the LEGs. However, there is room for improvement.
- **A results-oriented framework** has been established in education in 26 developing countries, and efforts have been undertaken to create one wherever it does not yet exist.
- **JSR processes** have been launched in 25 developing countries, and government and donor partners have made efforts to establish and strengthen regular and inclusive JSRs.

**Box 3. Education aid**

*Donor partners have delivered aid that is largely aligned with national budgets, but with predictability gaps, little use of country systems, and insufficient support for shared approaches. While donors typically coordinate their sectoral missions and analysis, only half the technical cooperation effort was coordinated in 2010.*

- The majority of education aid was aligned with national education priorities, and 80 percent was aligned on budgets.
- Government partners recorded only half the aid scheduled for 2010 as being disbursed.
- Only one-third of the education aid disbursed relied on national public financial management (PFM) and procurement systems fully or partially.
- Donor partners provided only 46 percent of their education aid in support of common approaches.
- Parallel PIUs still exist in the majority of the 36 countries; three is the median number of PIUs.
- Donor partners in education coordinated more than half their technical cooperation in support of national capacity development priorities.
- Donor partners coordinated the majority of their sectoral missions and analysis with other donor partners or the government.

| Table 2. Aid effectiveness indicators: results in the education sector, 2010 | | | | | |
|---|---|---|---|---|---|
| **Paris indicator adapted to the education sector[a]** | | **2010 Paris target** | **2011 GPE results[b]** | **Status of aid effectiveness in education[c]** | **2011 OECD results[d]** |
| **OWNERSHIP** | | | | | |
| **1** | Education plan being implemented | - | 35/36[h] | 🟩 | - |
| | Education plan GPE-endorsed in 2010 | - | 30/36[i] | - | - |
| | Implementation plan has been established | - | 27/30 | - | - |
| | Medium-term expenditure framework (MTEF) exists | - | 25/30 | - | - |
| | Inclusive consultation process around plan development[e] | - | 29/30 | - | - |
| | Education plan available online and as hard copy | - | 30/30 | - | - |
| | Education plan translated into local language(s)[f] | - | 11/30 | - | - |
| | *Data available for domestic education financing*<br>2008–10 (disbursements)<br>2011–13 (commitments) | - | -<br>24/30<br>22/30 | - | - |
| **ALIGNMENT** | | | | | |
| **3** | Education aid flows are aligned on national education priorities | 85% | 80% | 🟨 | 66% |
| **5a** | Use of country PFM systems | 55% | 28% | 🟥 | 38% |
| **5b** | Use of country procurement systems | - | 38% | 🟥 | 36% |
| **6** | Strengthen capacity by avoiding parallel structures | 2/3 reduction | 3 | 🟨 | 23 |
| **7** | Education aid is more predictable | 50% reduction | 52% | 🟨 | 55% |
| **HARMONIZATION** | | | | | |
| **9** | Use of shared arrangements or procedures | 66% | 46% | 🟥 | 36% |
| **4** | Capacity is strengthened through coordinated support | 50% | 60% | 🟨 | 71% |
| **10a** | Joint missions in the education sector | 40% | 50% | 🟩 | 15% |
| **10b** | Joint analysis in the education sector | 66% | 71% | 🟩 | 42% |
| **MANAGING FOR EDUCATION RESULTS** | | | | | |
| **11** | Results-oriented framework is in place in the education sector | 1/3 reduction | 82% | 🟨 | 86%[g] |
| **MUTUAL ACCOUNTABILITY** | | | | | |
| **12** | JSR process has been established | 100% | 71% | 🟨 | 42% |
| | LEG exists | - | 30/30 | - | - |
| | Participation of CSOs in the LEGs | - | 17/30 | - | - |
| | Sectoral coordination document has been drafted | - | 25/30 | - | - |
| | Aid effectiveness targets in education have been agreed | - | 19/30 | - | - |

*Source*: GPE compilation.
a. The monitoring exercise did not collect data for Paris indicators 2 (quality of country systems) and 8 (untied aid).
b. Based on the median results per indicator in 36 participating partner countries for which sufficient data were available; ministry of education questionnaires were not submitted by six countries (see appendix B, table B.1). Indicators 1, 3, 7, 11, and 12 are based on information provided by the ministries of education in 31 countries. Information was not available on 5 of the 36 countries.
c. The traffic light color code is used to illustrate the areas of aid effectiveness in which the participating countries have achieved, on median, a result better than the 2010 Paris target for the related indicator. The single country scores by indicator vary. (See appendix B for the single country scores.)
d. For this table, the OECD data for 2010 on aid effectiveness were disaggregated for the countries participating in the GPE monitoring exercise for better comparison. The 2011 OECD survey results for all 78 countries are different.
e. Refers to a consultative process, including CSO partners.
f. This refers to official languages in a partner country other than English, French, Portuguese, or Spanish.
g. Without the quality rating provided through the World Bank assessment linked to indicator 1 in the 2011 OECD survey.
h. The total number of countries considered for the analysis is 36. For six countries no ministry of education questionnaire was submitted (Burkina Faso, Cameroon, Liberia, Sierra Leone, Mali, Zimbabwe). All of those six countries but Zimbabwe are GPE partner countries with an GPE-endorsed education plan in place. Source: Ministry of education questionnaire; GPE.
i. Afghanistan, Burundi, Chad, Somalia, Sri Lanka, Zimbabwe had no GPE-endorsed education plan in place in 2010. Source: GPE.

Table 2 shows the aid effectiveness indicators used in the monitoring exercise. It compares the results of the monitoring exercise across the 36 countries surveyed. The 2010 Paris targets and the 2011 OECD survey results for the same 36 countries are reference points. The results of the monitoring exercise hide a wide range of country scores, individual donor scores, reform efforts, and coordination practices not reflected in the quantitative data.

The education sector exceeds the 2010 Paris target and the 2011 OECD survey results in the case of two indicators: on donor collaboration in conducting missions and on sectoral analysis (indicators 10a and 10b). The education sector shows slightly better results than the 2011 OECD survey for the indicators on aid alignment, program-based approaches (PBAs), the use of country procurement systems, and mutual accountability, but has not met the 2010 Paris targets. The result of the education sector in technical cooperation met the 2010 Paris target, but is not as good as the 2011 OECD survey results in these 36 countries.

The 2011 OECD survey found that only one of the 13 Paris targets agreed by the international community in 2005 was achieved in 2010: coordinated technical cooperation (box 4). While there was progress in aid effectiveness between 2005 and 2010, the majority of indicators do not

**Box 4. Aid effectiveness, 2005–10: summary 2011 OECD survey results**

*Substantial progress*

- The proportion of developing countries with sound national development strategies has more than tripled since 2005.
- A high-quality results-oriented framework to monitor progress against national development priorities has been established in one-fourth of the developing countries first surveyed in 2005; statistics related to the Millennium Development Goals are becoming increasingly available.

*Moderate or mixed progress*

- While nonstate actors are more involved in the design of national development strategies in many developing countries, there are still challenges in providing an enabling environment for civil society activities in other developing countries.
- Efforts to improve the support for capacity development have been mixed. While donors met the target on coordinated technical cooperation, support for capacity development often remains supply-driven rather than responding to the needs of countries.
- Over one-third of all developing countries participating in the 2011 survey showed an improvement in the quality of PFM over 2005–10. However, one-fourth of the countries experienced setbacks in the quality of these systems.
- Donors are using country systems more now than in 2005, but not to the extent agreed in Paris. Donors are not using country systems more systematically even if the systems have become more reliable.
- Overall, donors did not make progress in untying aid across the countries participating in the 2011 survey.
- There are some promising examples of efforts to improve the transparency associated with aid.

*Little or no progress*

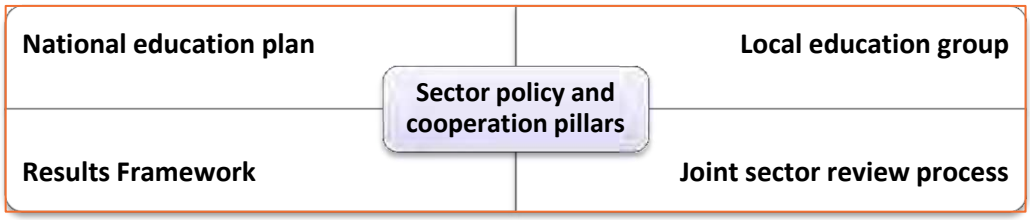
- Aid for the government sector is not captured systematically in developing-country budgets and public accounts.
- Little progress has been made among donors in implementing shared arrangements or procedures and conducting joint missions and analysis.
- Aid is becoming increasingly fragmented, despite initiatives that aim to address this challenge.
- The lack of medium-term aid predictability remains a problem in developing countries because the donor communication of information on future aid to individual developing-country governments is not routine.
- Most developing countries have yet to implement thorough mutual (government-donor) reviews of performance that benefit from broad participation.

*Source*: OECD 2011a.

meet the targets that were set for 2010. The report Aid Effectiveness 2005-10: Progress in Implementing the Paris Declaration (OECD 2011a) shows that donor practices have started to change, but not sufficiently quickly to advance the aid effectiveness agenda (box 4).

*Government and donor partners identified, established, or strengthened the pillars in sectoral policy and cooperation*. These pillars are national education plans, LEGs, a results-oriented framework, and the JSR process (figure 2). The national education plan and the LEG both contribute to leveraging better performance in aid effectiveness. The degree of robustness and the effectiveness of processes based on these four pillars vary across countries.

**Figure 2. Sector policy and cooperation pillars**




*Source*: GPE compilation.

*National education plans (transition plans and first- or second-generation plans) had been implemented in all 36 countries, but Zimbabwe and Puntland.*[7] *Of the 36 countries 30 had an GPE-endorsed*[8] *national education plan in place by 2010*. Education plans play a significant role in helping governments articulate priorities, while donor activities and funding can and largely do align around the plans. The positive impact of the preparation, endorsement, and implementation of the plans and the related monitoring processes on sectoral collaboration and coordination has been documented. In all the countries surveyed, the drafting of the education plan has been based on consultations among external and national stakeholders in education. The monitoring exercise found that, in 29 partner countries on which data were available, civil society partners were engaged in the consultations during the preparation of the plans. Annual implementation plans had been in place in 27 of 30 partner countries. In 25 partner countries, a medium-term expenditure framework (MTEF) had been created, and, in 22 partner countries, this framework is reviewed regularly with the support of ministries of finance.

*The LEGs provide a platform for the processes and policy dialogue associated with the education plans and facilitate collaboration and coordination*. The LEGs differ across countries in name, governance procedures, membership, and operation. LEGs have been established in almost all countries. They have helped to increase transparency, trust, and common action in the sector. The LEGs have all been created within the last 12 years; many were launched in

[7] The Ministry of Education in Puntland had reported that no education plan was being implemented in 2010 but the Ministry in Somaliland had reported an education plan was being implemented in 2010. Source: GPE 2012

[8] The appraisal and endorsement of a national education plan takes place at the country level through the development partner group. Endorsement of the education plan is based on the appraisal of the plan. The appraisal processes is reviewed along with the plan by the GPE Secretariat. Once the appraisal report is finalized and the education plan satisfactory the education plan can be endorsed by the development partner group at the country level (GPE 2012c).

2008. The level of inclusion varies across countries; some LEGs are highly representative of a wide range of national education stakeholders. Often, technical working groups or task forces consisting of national and donor partners focus on specific issues under the umbrella of the LEGs, and, in a number of countries, the role of the LEGs is formally defined within the national development cooperation framework.

*The monitoring exercise shows that there are similarities in the roles, purposes, and activities of the LEGs across countries*. Many reporting partners underlined that LEGs play a significant role in regular aid data reporting; the drafting, endorsement, implementation, monitoring, and updating of education plans; technical cooperation; and the planning and coordination of missions and analysis. The monitoring exercise shows that the LEGs help strengthen aid effectiveness by, for example, holding partners accountable for using parallel project implementation units (PIUs) or by discussing the opportunities and challenges involved in establishing a PBA or a sectorwide approach (SWAp). Among those countries on which information was available, 25 have drafted a sector coordination document. By 2010, in 19 countries, the principles of aid effectiveness were guiding development cooperation, and aid effectiveness targets had been identified to monitor progress in the education sector.

*Efforts are being made in many countries to create a results-oriented framework to monitor the progress being achieved jointly by government and donor partners*. The monitoring exercise found that 26 partner countries on which data were reported by the ministries of education have constructed a results framework in the education sector. Three of four GPE-eligible, but not yet GPE-endorsed fragile countries did not have a results framework. In 2010, five countries reported they had no such framework. The majority of reporting countries use education management information systems (EMISs) and population censuses as the main sources of data for tracking results. While a number of ministries of education reported that they possessed high-quality, reliable data in terms of accuracy, timeliness, and usefulness, others reported that they faced difficulties in collecting and managing data that would be useful in policy dialogue.

*Government and donor partners are attempting to establish regular and inclusive JSR processes, but there is scope for improvement*. The monitoring exercise found that 25 partner countries (for which data was available) had a regular JSR process in place and had undertaken a review in 2010. Ten countries had no JSR process, or none took place in 2010; five of these countries were not GPE partners in 2010. A few countries, such as the Lao People's Democratic Republic and Togo, held their first education sector reviews in 2011, though this has not been recorded in the monitoring exercise. The structure and organization of the JSRs are widely different across countries. Challenges have been reported regarding regularity, quality, consistency, and the link with policy dialogue.

*The majority of donor partners align their education aid with national education priorities*. Education sector priorities are expressed in the national education plans. Donor partners provided 85 percent of their education aid *'on plan'* in support of the implementation of education plans in 2010. They disbursed 80 percent of their education aid *'on budget'* in line with the aid estimates in government budgets (indicator 3). The Paris target for indicator 3 was

to achieve 85 percent alignment with government budgets. The education sector has come close to this target. At the country level the lowest alignment score was 15 percent, and the highest was 100 percent. The 2011 OECD survey found a 66 percent alignment rate for ODA overall in the 36 GPE-surveyed countries.

*Government partners recorded only half of the aid scheduled for 2010 as being disbursed.* Only about half of the education aid that donor partners had scheduled to disburse in 2010 were actually recorded and captured as disbursed by the Ministry of Education (indicator 7). The overall level of aid predictability in 2010 in the 36 countries was at approximately the same level (55 percent) according to the 2011 OECD survey. Challenges were reported among governments and donors with regard to the capture, management, and updating of aid information. The shortages in terms of alignment with budgets and the level of predictability of education aid are linked to challenges perceived by donors in the reliability and capacity of country systems to absorb and manage external funding.[9] This low level of predictability impacts not only national education planning and implementation processes but also was reported to challenge other donors with their funding plans. The low level of predictability reflects on the ability of donors to project aid commitments for a number of years into the future. While some donors find it easy to present aid projections for three years, some country profiles show that donors have difficulties reporting for more than one year because of planning and budgeting constraints related to their own government.

*In 2010, one-third of the disbursed education aid was partially or fully channeled through national public financial management (PFM) and procurement systems*. The monitoring exercise found that only about 28 percent of education aid disbursed by donors to the government sector was channeled through PFM systems in 2010. The 2011 OECD survey showed that donors in the 36 GPE-surveyed countries used PFM systems for only 38 percent of their aid. These scores are below the 2010 Paris target of 55 percent for indicator 5a. In 11 countries, donor partners made use of national procurement systems for half or more of their aid. The 2011 OECD survey found that in the 36 countries donors used national procurement systems for 36 percent of their education aid. Donors support partner governments with the implementation of reform programs in PFM and procurement, but these are implemented over the long term, and donors do not respond instantly to improved system quality.

*Parallel PIUs remain in operation in the majority of the 36 countries surveyed*. The number of PIUs in participating countries ranged from 0 (Lao PDR, Moldova, Nepal, and Togo) to 18 (Chad), with a median of 3 PIUs in operation. In most instances, PIUs are in operation because of limited government capacity with respect to PFM and procurement systems. Donor partners in some countries use contractors or work directly with the providers of goods and services, thus bypassing government financial and procurement systems.

*Donor partners provided only 46 percent of their education aid in the context of program-based approaches (PBAs)*. Although education is one of the few sectors with a history of efforts at harmonization and reliance on SWAps, the monitoring exercise found that only 46 percent of

[9] Indicator 7 is associated with methodological challenges. The result in aid predictability might have been better if the scheduled aid and the disbursed aid reported by donors had been compared instead of comparing the donor data on scheduled aid and the government data on disbursed aid.

education aid was provided in the context of PBAs (indicator 9). Scores in the education aid that is provided in the context of a PBA range from 0 (Somalia) to 95 percent (Sri Lanka). Individual donors such as Canada, the GPE, Italy, and the United Kingdom provided, on average, more than three-quarters of their aid reported in the monitoring exercise through PBAs. According to the 2010 Paris target, 66 percent of ODA should be disbursed in support of PBAs. The 2011 OECD survey found that only 36 percent of ODA overall was provided in this way in 2010 by donors in the 36 countries. The partners in the education sector performed slightly better. Possible reasons are the existence of a consultative sector plan and regular discussions in the LEGs; some countries also reported that program planning that was focused on an application for a GPE grant leveraged discussions around shared arrangements.

*Donor partners in the education sector coordinated more than half their technical cooperation in support of national capacity development priorities in 2010*. Coordinated technical cooperation shows moderately positive results in the education sector (indicator 4). Results range from a low of 14 percent to a high of 100 percent of technical assistance in the education sector that was implemented in a coordinated manner, with a median of 60 percent. Donor partners in 10 GPE countries (Cambodia, Ethiopia, Liberia, Moldova, Nepal, Sri Lanka, Tajikistan, Togo, Zambia, and Zimbabwe) coordinated more than 90 percent of their technical assistance to partner countries in the education sector. This compares with the 71 percent coordination of technical assistance overall in these countries.

*Donor partners coordinate the majority of their education sector missions and analysis with other donor and government partners*. The performance in the education sector appreciably exceeds the general coordination efforts in countries. The education sector surpassed the 2010 Paris target for indicators 10a and 10b. According to the target for 10a, half of all education sector missions in a country should be coordinated with at least one donor partner and/ or the ministry of education; according to the target for 10b, more than 70 percent of sectoral analysis should be coordinated or undertaken jointly by at least two partners. The qualitative responses on these indicators show that the LEGs, joint funding modalities, joint program funding, and the JSR processes have increased the level of coordination in the sector. The findings in the 2008 pilot survey showed that this area of development cooperation was also strong in the education sector in 2007.

*National civil society organizations (CSOs) are engaged in education sector policy dialogue and processes in and outside the LEGs, but there is room for improvement*. The monitoring exercise shows that the LEGs have become more inclusive: in 16 countries, CSOs are members of the LEGs, and, in 10 countries, the National Education Coalition is part of the LEGs. In 24 countries, ministries of education reported that CSOs are also engaged in the education sector more generally. In 13 countries, principles guiding education sector collaboration or partnership refer to principles of engagement with CSOs.

*The monitoring exercise examined issues related to aid modalities and shared approaches*. The choice and design of methods to deliver education aid are reflected in three of the indicators: indicator 3 on the alignment of aid on budgets, indicator 5 on the use of country systems, and indicator 9 on the donor use of shared arrangements. A modality for aid delivery can be fully

aligned on a budget and on a system (budget support) or completely bypass government systems (project aid). In between, there is a variety of aid modality designs and varying degrees of alignment. Any method of aid delivery can support a common approach with respect to an education plan or program. The monitoring exercise shows that donor partners use a mix of aid modalities to address issues, from technical assistance to service delivery. It also demonstrates that an aid modality should be designed to support the strengthening of systems and institutions, while helping achieve results and improving service delivery.

*Among developing partner countries in a fragile situation, 13 took part in the monitoring exercise*. Of these 13 countries, 7 were GPE partners in 2010 (Georgia, Guinea, Guinea-Bissau, Liberia, Nepal, Sierra Leone, and Togo), and 5 were not GPE partner countries with an endorsed education plan in 2010 (Afghanistan[10], Burundi, Chad, Somalia, and Zimbabwe). Among these 5 countries Afghanistan was the first one to join the GPE in February 2011 with an endorsed prioritized interim education plan. The monitoring exercise shows that, among these 13 countries, the results on individual indicators of aid effectiveness were all better among the GPE partners. The country profiles show that all 13 countries are seeking to improve coordination in education. Data availability was a challenge in determining credible results on the indicators, particularly in Guinea-Bissau. While aid effectiveness poses challenges to government and donor partners in all areas in these countries, the quality and reliability of country systems and engagement in common approaches appear to be especially problematic. Particularly in fragile states, a variety of aid modalities may be needed to achieve development results while building country capacity, although, in such cases, the various modalities may not be the 'most' aligned on policies or budgets.

*Across 36 partner countries in Africa and Asia, a total of 30 donor partners—bilateral donors and multilateral development agencies and banks—participated in the monitoring exercise* (appendix B; table 14). These partners reported that a total of US$2.2 billion in education ODA was disbursed in 2010 in the 36 surveyed countries. At US$446 million provided in 25 partner countries, the World Bank supplied the most ODA in 2010 among the donors reporting, followed by the United Kingdom, which provided US$180 million to 11 partner countries, and the United Nations Children's Fund (UNICEF), which provided US$170 million to 34 partner countries. The European Union reported that it had provided US$162 million to 17 partner countries, while the U.S. Agency for International Development (USAID) reported information on 15 partner countries, corresponding to US$145 million in education aid in 2010. Germany (US$102 million) and France (US$60 million) reported on their education activities in 14 partner countries (see box 12 below; appendix B, table B.14). Japan reported data on 20 partner countries, corresponding to US$90 million. The results regarding the performance of donor partners on the aid effectiveness indicators are relative to (1) the number of countries that are reported, (2) the situation in these countries, (3) the level of donor engagement and aid volume, and (4) the aid modality. No single donor leads on every aid effectiveness indicator, but there is more than one champion in each area.

[10] Endorsement letter for the Education Interim Plan is dated February 2011. http://www.globalpartnership.org/afghanistan

# PART 1

## Results of the Monitoring Exercise on Aid Effectiveness in the Education Sector

# 1. THE MONITORING EXERCISE

## 1.1 Context and Objectives

The 2005 Paris Declaration on Aid Effectiveness and the 2008 Accra Agenda for Action form an internationally agreed framework around the principles, indicators, targets, and commitments related to aid effectiveness. Through three surveys, conducted in 2006, 2008, and 2011, the OECD has led in monitoring the progress being achieved in enhancing aid effectiveness in countries and globally. The number of countries participating in the OECD surveys rose from 32 to 78 between 2006 and 2011. This shows that a growing number of countries are recognizing the positive influence of the aid effectiveness agenda on development cooperation (OECD 2011b). The 2011 Survey on Monitoring the Paris Declaration (OECD 2011a), which is the third and last survey in this series, framed the aid effectiveness review process that led up to the 4th High-Level Forum on Aid Effectiveness, in Busan, the Republic of Korea, in 2011.[11] The forum reemphasized the importance of reviewing the aid effectiveness indicators to support a new Global Partnership for Effective Development Cooperation.[12]

The OECD surveys did not collect sector-specific data. Therefore, because development cooperation is largely coordinated at the sectoral level and the principles of aid effectiveness guide the GPE's procedures and approaches, the GPE conducted parallel surveys in 2008 and 2011 that were specific to the education sector. In 2008, the GPE carried out a pilot survey in 10 partner countries. In 2011, the monitoring of aid effectiveness in the education sector was extended to all GPE partner countries. The data collected in 2011 provide the baseline data for the Results Framework of the GPE's new monitoring and evaluation (M&E) strategy, which includes a set of aid effectiveness indicators. The alignment of the monitoring exercise with the 2011 OECD survey allows for a comparison between the survey results in the education sector in 36 developing countries with the results of the 2011 OECD survey on development cooperation overall in the same countries. The monitoring exercise seeks to serve the GPE's aid effectiveness efforts by facilitating the following:

- *The provision of a framework for discussions* among LEG partners to (1) stimulate and strengthen the dialogue on aid effectiveness and (2) analyze the obstacles to the achievement of education goals through sectoral partnerships that support harmonized and aligned approaches
- *The collection and analysis of quantitative and qualitative data* on aid effectiveness for the purpose of mutual learning within the GPE and among the LEGs
- *The generation of a better understanding* of the central role, governance, and composition of LEGs and the role of national education plans in promoting education sector dialogue, partnership, and the five principles of aid effectiveness

[11] See "4th High-Level Forum on Aid Effectiveness," Asia-Pacific Regional Center, United Nations Development Programme, Bangkok, http://www.aideffectiveness.org/busanhlf4/.
[12] See "Global Partnership for Effective Development Co-operation," Asia-Pacific Regional Center, United Nations Development Programme, Bangkok, http://www.aideffectiveness.org/busanhlf4/about/global-partnership.html.

## 1.2 Survey Approach and Data Collection

The monitoring exercise was designed for data collection at the country level using three questionnaires, as follows: (1) a ministry of education questionnaire, (2) a donor questionnaire, and (3) a qualitative questionnaire for the LEGs. Data collection was based on self-reporting and self-assessment by the participating ministry of education and donor partners in 39 developing countries (table 3). The process was coordinated by the coordinating agency of the exercise or by a designated donor partner, in collaboration with a ministry of education counterpart in each country through the LEGs. Each LEG took a different approach to conducting the exercise, ranging from reliance on the technical support of a consultant (for example, Benin, Burundi, and Guinea) to conducting meetings with all local partners in the education sector or to the direct collection of data.

**Table 3. Participating countries**

| 26 in Africa | 10 in Asia |
|---|---|
| Benin | Afghanistan[a] |
| Burkina Faso | Cambodia |
| Burundi[a] | Kyrgyz Republic |
| Cameroon | Lao PDR |
| Chad[a] | Mongolia |
| Congo, Dem. Rep.[a, b] | Nepal |
| Ethiopia | Papua New Guinea |
| Gambia, The | Sri Lanka[a] |
| Ghana | Tajikistan |
| Guinea | Vietnam |
| Guinea-Bissau | |
| Kenya[b] | **2 in Central Europe** |
| Lesotho | Georgia |
| Liberia | Moldova |
| Madagascar | |
| Malawi | **1 in Central America** |
| Mali | Honduras[b] |
| Mozambique | |
| Niger | |
| Rwanda | |
| Senegal | |
| Sierra Leone | |
| Somalia[a] | |
| Togo | |
| Zambia | |
| Zimbabwe[a] | |

*Source*: GPE compilation.
*Note*: Countries marked blue = fragile state status in fiscal year 2009/10, according to "Fragile and Conflict-Affected Countries," World Bank, Washington, DC, http://go.worldbank.org/BNFOS8V3S0.
a. Had not joined the GPE in 2010.
b. Partners in these countries provided information, but the narrow database, low participation, or difficult circumstances meant that the information could not be included.

Based on the responses, the GPE Secretariat produced a profile on aid effectiveness in the education sector for each participating country. Following discussions and reviews among ministries of education and the reporting donor partners, 25 of the profiles have been made available on the GPE website.[13] The data collection and review of the profiles were the crucial part of the monitoring exercise within countries. They enabled the LEGs to assess the effectiveness of the collaboration of education partners and the delivery and management of aid. The Paris Declaration indicators are only a proxy for effectiveness, but can be used as a catalyst for dialogue and reform.

The monitoring exercise was designed to examine the performance of every partner in the education sector. It was not designed to measure the GPE's grant effectiveness or the GPE's impact. Nonetheless, statements regarding the role and impact of GPE processes or the grants were reported by the participants in the exercise. The supervising entities for the GPE grants reported on GPE funding in 2010 where possible.

About 245 donor partners and 30 ministries of education in 39 developing countries submitted data for the monitoring exercise: 32 GPE-endorsed developing country partners and seven[14]

[13] See "2011 Monitoring Exercise on Aid Effectiveness," Global Partnership for Education, Washington, DC, http://www.globalpartnership.org/our-work/areas-of-focus/aid-effectiveness/2011-monitoring-exercise-on-aid-effectiveness-2/.
[14] In 2010, Afghanistan, Burundi, Democratic Republic of the Congo, Chad, Somalia, Sri Lanka, Zimbabwe had not joined GPE.

GPE-eligible developing country partners (table 3). Data from only 36 of these countries were used. Ministry of education and donor partners in Democratic Republic of Congo, Honduras, and Kenya provided information, but the narrow database, low participation, or difficult circumstances meant that the information could not be included in the monitoring exercise. The reported data relate to about US$2.2 billion in total education aid provided in these countries by bilateral and multilateral donor partners (excluding aid from NGOs and private foundations) in 2010. This represents 15 percent of the ODA going to the education sector globally (US$13.4 billion), about 35 percent of education ODA going to low-income countries (US$5.3 billion), and more than 50 percent of all ODA going to these 36 countries (US$3.8 billion).

In a number of countries, all donor partners in the LEGs took part in the monitoring exercise, including, for example, in Cameroon, Ghana, Madagascar, Moldova, Nepal, and Tajikistan (appendix B, table B.1). In other partner countries, some of the donor partners did not submit data, which limited the scope of the analysis. The significant contribution of some donor partners suggests a recognition of the relevance of assessments and discussions on performance based on the aid effectiveness indicators. It also speaks to the level of coordination among the LEG partners given that they were able to undertake such an exercise. The lack of a contribution by other donors, meanwhile, suggests that the potential of the exercise was evaluated differently by some who had to consider the time and costs involved in engaging fully in the process.

The majority of countries participating in the monitoring exercise also participated in the 2011 OECD survey, and most of them also participated in the 2006 and 2008 OECD surveys.[15] The Gambia, Lesotho, and Tajikistan participated for the first time in an OECD survey in 2011. Guinea has never participated in an aid effectiveness assessment before, making the monitoring exercise the first assessment of this kind in that country. Burundi, Chad, the Democratic Republic of Congo, Guinea-Bissau, Liberia, Sierra Leone, Somalia, and Togo participated in the 2011 Survey on Monitoring the Fragile States Principles.[16] The 2011 GPE monitoring exercise was, for the majority of countries, a first opportunity to review aid effectiveness in the education sector relative to cross-country comparable indicators.

The aid effectiveness indicators used for this exercise are based on Paris Declaration on Aid Effectiveness indicators 1, 3, 4, 5, 6, 7, 9, 10, 11, and 12 (table 2). The indicators were adapted to the needs of the education sector and rounded out with additional relevant questions. The monitoring exercise did not collect data on Paris indicators 2 (quality of country systems) and 8 (untied aid). Country scores on the individual indicators were determined using the OECD methodology to achieve the highest alignment of the indicators and for better comparison of the results (see appendixes A and B and the country profiles). A different method was used for indicators 1 (education plan in place and endorsed) and 11 (sector results framework has been established). The ministries of education in 6 of the 36 participating countries did not submit data, which affected the analysis on indicators 1, 3, 7, 11, and 12 (table 2). Capacity and time

[15] See "Countries Participating in the 2011 Survey," Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/document/45/0,3746,en_21571361_39494699_39737645_1_1_1_1,00.html.
[16] See "2011 Survey of the Fragile States Principles," Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/document/49/0,3746,en_21571361_42277499_46007153_1_1_1_1,00.html.

constraints were often cited as the main reason why these six ministries of education were not able to submit data.

The results of the monitoring exercise offer a snapshot of the effectiveness of aid across countries, but mask the extensive range in the outcomes across partner countries and donor partners and in the efforts and achievements in system reform and partnership. The following are factors that limit the scope and detail of our analysis based on the results of the exercise (also see appendixes A and B).

- *Data appropriate for measuring results are limited*: Data gaps are a challenge to the accurate measurement of individual indicators, and missing information from a few donors impacts the results. Data gaps affect the results if (1) not all donors in education submit data, (2) ministries of education and donor partners submit only a portion of the available data, (3) questionnaires are returned incomplete, or (4) explanatory notes are missing. Such information gaps affect the country analyses and the results on individual indicators.
- *Inconsistencies in definitions and approaches*: Ensuring that the same definition is used for each indicator by each donor partner at least in a single country has been a key challenge in the measurement of the indicators during the monitoring exercise, but also during the 2011 OECD survey. The monitoring exercise was designed assuming that each country had adopted a coordinated approach to ensure understanding of the issues and consistency across data, but the participating partners reported difficulties in this area.
- *Variations in the scores of individual donor partners on each indicator*: The performance of each donor partner should be considered in analyzing the overall results for a country. The country profiles can thus provide a detailed picture of the state of aid effectiveness. Within each country score for each indicator, there is significant variation among donor partners. This shows that (1) practices vary across donor partners and (2) the performance of donor partners depends on their set policies, but also largely on the country context.
- *Wide variation in the average results*: There was wide variation in the performance of donor partners across the 36 countries. It was decided to present median results rather than average results so as to prevent extreme values from overly influencing the results, thereby capturing more accurately the relative position of each country on each indicator.
- *Additional burden and complexity*: The monitoring exercise was undertaken in parallel with the 2011 OECD survey in the expectation that one could take advantage of established data collection structures. However, collecting data on the education sector involved a separate group of individuals in the country offices, and these individuals obtained data that were different from the data collected during the 2011 OECD survey; so, the synergy was not as great as had been anticipated.
- *Participation of CSO, NGO, and private foundation partners was lacking*: Because the monitoring exercise was aligned with the OECD survey, the provision of a special questionnaire to those education stakeholders was neglected. Pro-active CSO and NGO, and private foundation partners, for example, in Benin, Niger, Tajikistan, and Togo, nevertheless used the donor questionnaire to capture their data. While the country profiles reflect these

data, they were disregarded in the synthesis report to ensure consistency with the OECD methodology.

- *Some education donors were not included in the monitoring exercise*: Education sector donors such as the Islamic Development Bank or the government of Korea did not submit a report to the monitoring exercise despite the weight of their funding. This had an effect on the analysis in some countries.

## 1.3 Outputs

A representative data set is therefore available for the first time to compare the effectiveness of aid across countries and donor partners. More than 245 government and donor partners and, in some cases, CSOs, NGOs, and private foundations were engaged in the monitoring exercise. They reported on more than US$2.2 billion in education aid in 36 developing countries in 2010. The monitoring exercise has achieved its objectives with regard to the following:

☑ Ministry of education and donor partners in 36 developing countries used the survey questionnaires to collect data on the effectiveness of aid in the education sector, and they discussed the data and the findings presented in the country profiles. This has created awareness of the GPE focus on aid effectiveness and has helped to revive the discussion on aid effectiveness in the sector. In this report, the summary of enabling factors and challenges in the individual areas of aid effectiveness is based on the information supplied by the country partners in the explanatory notes during the exercise.

☑ The data collected during the exercise and the results have been included as baseline data in the new Results Framework of the GPE M&E strategy. The data are also used in the country results forms produced for the 2011 GPE *Results Report* and the GPE online country database (GPE 2012a). The exercise has contributed to a process to refine the methodology to monitor selected aid effectiveness indicators in the sector in the future.

☑ The analysis of the data produced through the exercise has generated a better understanding of the role, purpose, governance, and membership of the LEGs. It has shown the central role of national education plans in leveraging better alignment and harmonization with policies and budgets. The monitoring exercise has helped the GPE improve its support for developing countries in drafting and implementing high-quality education plans and making LEGs more effective. The findings on the principles of alignment and harmonization are an invaluable resource for discussions and guidance on aid modalities and PBAs.

☑ The preliminary findings of the monitoring exercise are included in the report Aid Effectiveness 2005–10: Progress in Implementing the Paris Declaration (OECD 2011a), which provided background evidence for the discussions at the 4th High-Level Forum on Aid Effectiveness, in 2011. The GPE is an endorsing partner of the Busan Partnership for Effective Development Cooperation.[17]

[17] See "Busan Partnership for Effective Development Co-operation," Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/dac/aideffectiveness/thebusanpartnershipforeffectivedevelopmentco-operation.htm.

# 2. FINDINGS BY PRINCIPLES AND INDICATORS

This section presents the findings of the monitoring exercise analyzed according to the five principles of aid effectiveness: ownership, alignment, harmonization, managing for education results, and mutual accountability. The application of these principles is measured through the application of indicators defined in the Paris Declaration on Aid Effectiveness. The indicators have been adapted for use in the education sector and rounded out with additional elements where appropriate (see table 3). Below, each principle is briefly introduced, including background information on concepts and the respective indicators; this is followed by a discussion on the findings, enabling factors, and challenges that is enriched through examples of country practice.

## 2.1 Ownership

*Background*

The ownership of national education development according to the vision of developing countries is a core principle of the aid effectiveness agenda. *The concept of ownership* (1) includes government ownership of the processes of development, policy, budget, and reform and the strengthening of the public sector to facilitate education service delivery; (2) respects and makes room for all domestic actors engaged in the national development process, including parliaments, local governments and authorities, civil society, private sector partners, teachers, and parents; and therefore (3) emphasizes inclusiveness and participation in development and policy making as key principles in strengthening domestic accountability.

> A final message from Accra [the Third High Level Forum on Aid Effectiveness held in Ghana in 2008], supported by a number of findings in the Evaluation [Evaluation of the Paris Declaration Phase 2, 2011], is that when knowledge of and engagement in aid reform extends to the full range of actors including legislature, subnational governments, civil society and the private sector—rather than only a few ministries and agencies of the central government—it is likely to provide a stronger base for implementing the aid effectiveness agenda.
>
> (Wood et al. 2011, 10)

*Indicator 1 describes whether a consultative national education plan is in place and endorsed at the country level and which implementation and planning tools are used.* No qualitative assessments of education plans have been undertaken that might mirror the assessments conducted by the World Bank to rate and rank national development strategies.[18] Nonetheless, the monitoring exercise included additional questions directed at ministries of education and explored the dimensions of ownership in the education sector. The questions

[18] The World Bank applied established criteria to assess the quality of national development strategies as part of the 2008 OECD survey process (World Bank 2007). The 2011 OECD survey included feedback from 17 partner countries on the degree of participation by parliaments, local governments, and civil society in planning, implementing, and monitoring national development strategies (OECD 2011a). The feedback was communicated through an optional questionnaire on inclusive ownership that was associated with the survey.

examined (1) the nature of the consultations undertaken in preparing the education plan; the specific focus was on civil society participation in the process and donor support for the process; (2) the existence of an annual implementation plan for the multiyear education plan; (3) the existence of an MTEF that has been drafted following discussions with the ministry of finance; (4) the availability of domestic expenditure information between 2008 and 2013; (5) the existence and availability of sectoral plans and progress reports, including translations in local languages other than English or French; and (6) the extent of support for relevant local CSOs.

*Findings*

*National education plans (transition plans and first- or second-generation plans) had been implemented in all 36 countries, but Zimbabwe and Puntland.*[19] *Of the 36 countries 30 had a GPE-endorsed*[20] *national education plan in place by 2010*.[21] The plan might be a first- or second-generation plan or a transitional plan. In some countries, the ministries of education were exerting leadership over the process of preparing a second-generation plan or medium-term sectoral strategies within the framework of a long-term education plan. The monitoring exercise shows that such second-generation plans are prepared through more thorough consultations with a wider and more inclusive group of in-country stakeholders. In all the reporting countries, the preparation of education plans is based on a consultative process with differing intensity reaching out to the communities, districts, national-level education stakeholders, CSOs and government authorities not associated with the ministry of education.

- The Ministry of Education in Ghana, for example, reported that it ensured broad stakeholder consultations on the new education plan by (1) considering position papers by CSO partners, (2) sending representatives out on road trips to engage stakeholders in communities and districts, (3) circulating the draft of the education plan for feedback, and (4) engaging in a dialogue, including presentations, with the parliamentary select committee on education. The Ghana National Education Campaign Coalition is represented in the education sector group in support of the planning process and the preparation of the new strategic education plan. Teachers, academia, research institutions, parents, and Parliament have been involved in the process.
- The preparation of the transition plan in Afghanistan was a multistakeholder process and included consultations with local and national representatives of the Ministry of Education, local donor partners, NGOs, national CSOs, and the private sector. The process has been a

[19] The Ministry of Education in Puntland had reported that no education plan was being implemented in 2010 but the Ministry in Somaliland had reported an education plan was being implemented in 2010. It was reported for Zimbabwe that no formal education plan had been in place but a process supported by the World Bank and Education Transition Fund/ UNICEF in 2010 included introductory workshops and the drafting of an Interim Education Strategic Investment Plan for 2011.

[20] The appraisal and endorsement of a national education plan takes place at the country level through the development partner group. Endorsement of the education plan is based on the appraisal of the plan. The appraisal processes is reviewed along with the plan by the GPE Secretariat. Once the appraisal report is finalized and the education plan satisfactory the education plan can be endorsed by the development partner group at the country level (GPE 2012c).

[21] In 2010, Afghanistan, Burundi, Chad, Somalia, Sri Lanka, and Zimbabwe were not GPE partners on the basis of education plans endorsed by local development partners group. However, a sectoral strategy document was being or had been drawn up in each of these countries.

joint effort to produce a needs-based, targeted plan to guide donors and the Ministry of Education.

*Almost all donor partners provided technical or financial support for the drafting of the education plans and the related consultations*. The final adoption of the education plan by the government is usually accompanied by an appraisal and endorsement process by donors, usually the local donor group, but, in some cases, this includes international NGOs (for example, Afghanistan and Sierra Leone) and, in a few countries, national CSO partners (Mozambique, for instance).

*Civil society participation in plan preparation*: Civil society partners were engaged in the consultations during the preparation of the education plans in 29 countries. Within the framework of the monitoring exercise, it was not possible to determine the degree of CSO participation in the process. The country examples show that CSO consultations range from presentations and one-day workshops to regular engagement in the process, whereby CSOs defend their policy priorities and contribute their technical expertise. During the preparation of the plan in Burundi, for example, CSO representatives took part in joint missions to the provinces with staff of the ministry of education and donor partners. In many cases, such as in Georgia and Ghana, parliament and local governments also participated, and the private sector sometimes also participated, as in Afghanistan.

> Where countries have translated their priorities fairly systematically into prioritised programmes, linked to MTEFs and annual budgets, their leadership has mostly been strong enough to secure donor support and adjustments, at least over time.
>
> (Wood et al. 2011, 23)

*An activity-based implementation schedule has been established for the education plan*: Annual implementation plans—translations of the national plans into activity-based schedules organized according to priorities—have been drawn up in 27 countries. In many cases, these schedules are linked both to the overarching national education plans and to district education plans and school-level annual plans. For example, in Malawi, the relevant operational program shows an integral link with the education plan and with national education goals. In Sierra Leone, the education sector plan was translated into district plans through a planning process in 2008 in the context of decentralization. In Ghana, there are three one-year implementation plans: the annual education sector operational plans for the implementation of the 2003–15 education strategic plan. In Afghanistan, the Ministry of Education, together with donor partners, prepares annual operational plans for the implementation of the interim plan in education. The monitoring exercise shows that aligned and harmonious support for the implementation of education plans by donor partners, for example through joint financing arrangements by donor partners such as pooled funds, may exert a positive impact on the quality of costed implementation plans and the related reporting and monitoring structures.

*The education plans are available in hard copy and online*. Ministries of education in Afghanistan, Cambodia, Georgia, the Kyrgyz Republic, Lao PDR, Moldova, Mongolia, Sri Lanka, Tajikistan, and Vietnam reported that national education plans and other education sector reports have been translated into local languages other than English or French. Discussions and introductions of plans have taken place at the decentralized level. In Malawi, for example, the

national civil society education coalition produced a summary of the education plan that was distributed in schools and communities. Transparency and accessibility have been expanded through the use of the Internet to make plans and other documents available to all stakeholders.[22] The monitoring exercise did not inquire about the awareness or easy access of teachers, parents, and community organizations with respect to education plans and education policy documents. This is important because a factor in ownership is the distribution of the plans to communities given that (1) the plans are implemented by communities and (2) wide distribution strengthens local accountability from the bottom up.

*MTEFs have been established in 25 countries, and, in 22 countries, the ministries of finance review the MTEFs regularly*. The MTEF is a budget planning and reporting tool that is also mentioned in survey responses in the context of ongoing efforts to enhance national PFM systems. The MTEFs set financing targets in education plan activities over a three- to five-year period. The Ministry of Education and Training in Lesotho, for example, is among the ministries that are participating in the national MTEF pilot project. In Tajikistan, the Ministry of Education is one of the first line ministries that has introduced an MTEF. Meanwhile, not all countries have adopted education sector MTEFs though these are an element in the SWAp. The existence of an MTEF and an implementation plan does not provide sufficient information about the quality of these planning and budgeting tools or about their effectiveness in supporting sectoral processes. The survey responses do not hint at any links between these tools and rigorous implementation and expenditure reporting by ministries of education or support provided by donor partners through regular updates on their commitments and disbursements. The monitoring exercise also did not collect information on decentralized planning and budgeting processes, plan implementation, or the management of funding flows.

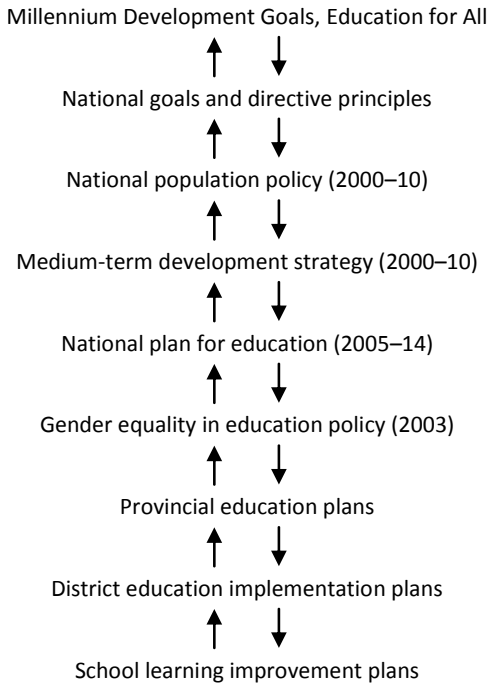
*Information on domestic education financing is generally available*: Ministries of education were asked to provide data on disbursements in 2008–10 and on commitments for 2011–13 in the education sector. Through such data on education in national budgets, the commitment of countries to the achievement of education for all was brought into evidence. Among partner countries, 24 provided information on the domestic financing planned for 2011–13 (the commitments), and 22 provided information on disbursements in 2008–10. These data are included in the country profiles. An analysis of the domestic financing for education is not included in this report; a specific study on this financing is included in the 2011 GPE *Results Report* (GPE 2012a).

*The majority of donor partners across all participating countries support both national CSOs and international NGOs.* The support for CSOs and NGOs varies from implementation support to support in capacity development, advocacy, and coordination. It often reaches rural areas and districts and includes capacity development among parent-teacher associations and district officials to improve service delivery and accountability in schools. Support has also been supplied to help national CSOs engage in sectoral policy dialogue (see the section on mutual accountability below). In Ethiopia, the U.K. Department for International Development

[22] Other resources include the GPE website (http://www.globalpartnership.org/), ministry of education websites, and the Planipolis website (http://planipolis.iiep.unesco.org/basic_search.php) of the International Institute for Educational Planning, United Nations Educational, Scientific, and Cultural Organization (UNESCO).

(DFID) has supported the engagement of CSOs in education sector dialogue. In Mozambique, UNICEF has contributed to capacity building to enhance the skills of CSOs in project management and human rights. In Vietnam, the Canadian International Development Agency (CIDA) has provided funding to Canadian CSOs to help strengthen the capacity of Vietnamese partner CSOs in the education sector. In Cameroon, the African Development Bank, the Japan International Cooperation Agency (JICA), the United Nations Educational, Scientific, and Cultural Organization (UNESCO), UNICEF, and the World Bank support capacity development to assist national CSOs in improving their coordination, representation, and visibility in the public sector; thus, CSOs in Cameroon have participated in the preparation of the education sector plan through commentary and other inputs that were taken into consideration by education authorities. In Rwanda, the DFID engages CSOs through a structured working group that ensures that experiences, challenges, and issues are relayed to the government; UNICEF has also supported CSOs in launching a civil society coordination mechanism, the Rwanda Education NGO Coordination Platform, and has provided financial and technical support for the implementation of a related action plan.

**Figure 3. Linking goals in education and development in Papua New Guinea**




*Source*: Papua New Guinea, LEG, 2011.

*Development cooperation in the education sector is connected with the larger development cooperation effort in a country.* In the past, this effort was typically guided by the Poverty Reduction Strategy Papers. In the beginning, the GPE model was also linked to the existence of a Poverty Reduction Strategy Paper. As many partner countries highlight, education plans are a component of their overall national development strategies. Lao PDR, Moldova, and Papua New Guinea, for example, indicate that their objectives in education are drawn directly from overarching national development goals (figure 2). Likewise, the education plan in Afghanistan is linked to the Afghanistan National Development Strategy, which also covers the national priorities in education.

*The positive influence of the GPE process*: ministries of education in Cameroon, Guinea, Honduras, and Niger, but also in non-GPE-endorsed developing countries Burundi and Sri Lanka, as well as in 13 other countries, report that the GPE process has had a positive influence on the government decision to prepare a national education plan (see box 5 for the example of fragile states, including Burundi). Among the participating countries, 13 reported that they had used resources from the GPE Education Program Development Fund for the preparation of the education plans. Thus, in Liberia, fund resources supported technical assistance in the development of the education plan.

**Box 5. The participation and performance of fragile states**

- In 2011, 13 countries—Burundi, the Central African Republic, Chad, the Comoros, the Democratic Republic of Congo, Guinea-Bissau, Haiti, Liberia, Sierra Leone, Somalia, South Sudan, Timor-Leste, and Togo—took part in the OECD *Monitoring Survey on the* Principles for Good International Engagement in Fragile States and Situations.[a] Seven of these countries also took part in the GPE monitoring exercise. Both surveys collected data on the situation in 2010. In 2007, 10 of the fragile states principles were agreed on by DAC members to guide the engagement with states in fragile situations. The 2011 OECD survey found that, globally, the performance of international stakeholders in the 13 countries was partially or completely offtrack on 8 of the 10 fragile states principles.
- Of the 36 developing countries participating in the GPE monitoring exercise, 13 were considered to be in a fragile situation.[b] Of these, 7 countries were GPE partners in 2010 (Georgia, Guinea, Guinea-Bissau, Liberia, Nepal, Sierra Leone, and Togo), and 5 (Afghanistan, Burundi, Chad, Somalia, and Zimbabwe) were GPE-eligible, but not GPE-endorsed in 2010.
- *The monitoring exercise found that the results on aid effectiveness indicators were better among countries in a fragile situation that were GPE partners in 2010*. This was especially true in the case of the number of PIUs, reliance on country systems and shared approaches, and the existence of a results framework and JSRs (within the survey period). Relative to GPE partner countries that are not in a fragile situation, the eight GPE fragile states do not display particularly weak areas according to the indicators. The use of country systems and shared approaches is especially weak across all countries. The difference is that donor partners in nonfragile states are urged to change their behavior and practices in delivering aid through more well aligned and harmonized approaches and to recognize government efforts to strengthen local systems by using the systems as much as possible. In fragile states, meanwhile, systems and institutions need to be built up, and diverse aid modalities may be needed to provide education services directly, while the capacity of the state is allowed to improve; however, these aid modalities may not be the most well aligned in the usual sense.
- *The country profiles show that efforts have been undertaken in the fragile states to enhance coordination in the education sector*. Thus, Togo held its first JSR in 2011. In Somalia, education groups and the education cluster help coordinate external aid. Burundi has revived sectoral coordination around the education plan, a pooled fund, and an application for a GPE implementation grant. In Liberia, the government and development partners have endorsed the first education plan, which has replaced the transition plan. In Sierra Leone, a pooled fund has been created. The performance of Nepal has been among the best among all 36 countries in the GPE exercise in the majority of the indicators. Data were provided for the monitoring exercise by all or almost all donor partners in education in countries with a relatively strong sectoral coordination mechanism, for example, Afghanistan, Burundi, Nepal, and Togo.

*Note*: For more details, see "Conflict and Fragility," Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/dac/conflictandfragility/.

a. For more details, see "2011 Survey of the Fragile States Principles," Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/document/49/0,3746,en_21571361_42277499_46007153_1_1_1_1,00.html.

b. The World Bank has defined a state in a fragile situation as a state with (i) a composite World Bank, African Development Bank, and Asian Development Bank country policy and institutional assessment (CPIA) rating of 3.2 or less or (ii) a United Nations or regional peace-keeping or peace-building mission (for example, the African Union, the European Union, or the North Atlantic Treaty Organization) over the previous three years, excluding border monitoring operations. CPIA data are used to assess the quality of country policies, and CPIA ratings are a key determinant of the IDA performance-based allocations system. CPIA data have been publicly disclosed for IDA countries since 2004. Countries are considered core fragile states if the CPIA is below 3.0 or if there are no data available. Countries are considered marginal fragile states if the CPIA score is between 3.0 and 3.2. These designations are meant to provide guidance to policy makers in working with countries characterized by weak governance or limited institutional capacity. The CPIA scores provide guidance on the spectrum of fragility and should not be interpreted as definitive, particularly because there is variation and a margin of uncertainty in the CPIA scores. For more, see "Fragile and Conflict-Affected Countries," World Bank, Washington, DC, http://go.worldbank.org/BNFOS8V3S0.

## 2.2 The Alignment of Education Aid

Alignment refers to donor practices and aid delivery mechanisms that provide support for education based on the national education plans, institutions, and procedures of donor-recipient countries so as to strengthen the local capacity to manage domestic and development resources and create more sustainable education programs. An underlying assumption is that, if aid bypasses government planning, financial management, reporting, accounting, and other systems, it will not contribute to the strengthening of these systems and, hence, will not contribute to overall and sustainable system development. Thus, the Paris Declaration and the Accra Agenda call for the regular use and strengthening of country systems. The GPE approach is rooted in the idea that all development partners within a country should participate in the development and endorsement of the education plan and align their funding and activities with this plan. If there are capacity constraints or concerns about risks in financial management, the government and the donor partners should be able to engage in discussions to overcome the constraints through a joint effort to strengthen the national systems.

The alignment of education aid in this sense is measured through five Paris indicators: indicator 3 (education aid flows are aligned on national education priorities), indicator 5a (use of country PFM systems), indicator 5b (use of country procurement systems), indicator 6 (strengthen capacity by avoiding parallel PIUs), and indicator 7 (education aid is more predictable).[23] The alignment of external aid with the national budget is linked to the transparency, predictability, and management of aid. Paris indicators 3 and 7 are therefore presented together in this report.

### 2.2.1 Aligning Education Aid with Government Budgets

*Background*

*Indicator 3* measures the alignment of aid that was on budget, that is, it measures the amount of education aid going to the government sector in 2010 that was disbursed in accordance with the aid amounts the government had estimated in the budget (table 4).[24] In the monitoring exercise, donor partners also reported on the share of their education aid that was aligned on plan in 2010, that is, aid that was provided for the implementation of the national education plan in 2010.

[23] The monitoring exercise did not include data collection on indicators 2a, 2b, and 8. Paris Declaration indicator 2 measures reliable country systems according to the number of partner countries that have procurement and PFM systems that (a) adhere to broadly accepted good practices or (b) have established a reform program to achieve this adherence. Indicator 8 measures the untying of aid through progress in development over time. As these indicators refer to overall aid management and cannot be disaggregated to a sector-specific context, they were not considered in the monitoring exercise. This report examines indicator 4 according to the harmonization principle because, though the indicator was originally linked to the alignment principle, it measures the level of donor harmonization and coordination in the supply of technical assistance.

[24] Disbursements to the government sector encompass ODA that is disbursed in the context of an agreement with government administrative units (ministries, departments, agencies, or municipalities) that are authorized to receive revenue or that undertake expenditures on behalf of the central government.

| Table 4. Aligning external aid with government systems | |
|---|---|
| **Term** | **Definition** |
| **On budget**[a] | - External financing, including program and project financing, and its intended use are reported in the budget documentation |
| **On report**[a] | - External financing is included in ex post reports by the government |
| **On audit**[a] | - External financing is audited through the government's auditing system |
| **On plan**[b] | - Program and project aid spending are integrated into the strategic planning and supporting documentation of spending agencies to demonstrate the policy intentions behind the budget submissions |
| **On parliament (or through the budget)** | - External financing is included in the revenue and appropriations approved by parliament |
| **On treasury** | - External financing is disbursed through the main revenue funds of the government and managed through government systems |
| **On accounting** | - External financing is recorded and accounted for in the government accounting system and in line with the government classification system |
| *Source*: Williamson and Dom 2010a.<br>a. Measured through indicator 5a in the 2011 OECD survey and in the monitoring exercise.<br>b. Measured only in the monitoring exercise. Donors were asked "What share of the education aid disbursed in 2010 was in support of the implementation of the national education plan?" | |

*Findings*

*The results on indicator 3 show that donor partners disbursed 80 percent of the aid ministries of education had estimated they would receive in 2010.*[25] Education aid was more closely aligned with the government budget: 80 percent of the education aid was so aligned in 2010 compared with 66 percent alignment in overall aid in the same countries. Indicator 3 was measured in 26 countries on the basis of information provided by ministries of education on education aid received in 2010 and by donor partners on education aid disbursed to the government sector in 2010 (box 6). In 13 of these countries (Benin, Burundi, Ethiopia, Guinea, Guinea-Bissau, Lao PDR, Moldova, Nepal, Papua New Guinea, Rwanda, Sri Lanka, Togo, and Vietnam), government estimates of aid received matched donor disbursements in at least 85 percent of the cases (2010 Paris target), indicating a good alignment of aid on budgets in these countries (appendix B; table B.3.)[26] A feature held in common by those 13 partner countries is that relevant data were available for the monitoring exercise among a majority if not all donor partners and governments. It appears that sectoral coordination and communication

**Box 6. Disbursement versus commitment**

- Aid levels can be measured through two accounting lines in donor reporting systems. Commitments represent an obligation to deliver a stipulated amount of aid in the future, while disbursements record the actual release of funds, often spread over several years.
- Commitments tend to be more volatile because they often reflect a few large projects announced in a given year. Disbursement data thus reflect more accurately the resources actually transferred by donors to recipients in a given year.

*Source*: UNESCO 2011.

[25] The results on indicator 3 may not entirely reflect the actual situation in the alignment of aid with education priorities because of the questionable accuracy and consistency of the available data and problems in the accuracy of the methodology.
[26] The data on Guinea-Bissau are based on a narrow database.

are effective because, for example, significant coordination is provided through a lead donor (the coordinating agency) and regular LEG meetings. In all these countries, donor partners provide education aid through a mix of aid modalities, including budget support, pooled funds, or joint financing arrangements.

- In Papua New Guinea, 91 percent of education aid was aligned with the budget, but none of the six reporting donor partners provided aid for budget support in 2010, suggesting that information sharing was excellent. In Papua New Guinea, donors are required to submit information to the Department of National Planning and Monitoring, which serves as the coordinating department in monitoring aid effectiveness. The department manages the country's development assistance database. According to the reporting donors, this is also stipulated in the Papua New Guinea aid effectiveness document. In the education sector, the MTEF requires donor partners to submit aid data in a timely manner. The budget branch of the Department of Education ensures that donor partners submit funding information to that department. To facilitate the process, the branch has developed a template for the required information and offers assistance to donor partners in completing the form. Regular workshops and quarterly budget reviews are also held to maintain accurate aid data.

*The regular, coordinated communication and reporting on financial data seems to be a challenge across countries*. The results on indicator 3 suggest there is an alignment deficit between the amounts of aid governments calculate was disbursed and the amounts donor partners disbursed in 2010. Donor and government partners gave various explanations for the discrepancies (table 5).

**Table 5. Reasons given for the alignment deficit in education aid**

| Donor partners | Partner governments |
|---|---|
| • Institutional bureaucracy<br>• Reporting on the basis of a calendar versus the fiscal year<br>• Aid and project planning are not in line with the government budget cycle<br>• Funding projections are not regularly communicated to the ministry of education<br>• Direct funding of NGOs or of experts for technical assistance is not aligned on the budget<br>• Delays in the disbursements of committed aid and the execution of planned activities<br>• Use of parallel structures that bypass country systems<br>• Grant or funding agreements are signed after the budget planning cycle so that external funding is not always captured<br>• An information gap exists between aid commitments and disbursements by donor partners without country representation | • Institutional bureaucracy<br>• Weak accountability and oversight mechanisms and lack of political incentives<br>• Complicated procurement processes that slow fund disbursements<br>• Optimistic financial projections at the start of a fiscal period<br>• Low absorption and implementation capacity<br>• Weak capacity of country financial management systems<br>• Delays in the submission of required financial management and implementation documentation<br>• Aid data are not regularly recorded or updated |

*Source*: Country explanatory notes, 2011 monitoring exercise.

The allocation of education aid to the government sector depends on the existence, reliability, and quality of government institutions and systems, but also on the nature and quality of government policies and programs. Especially in fragile environments characterized by political instability and weak institutional capacity, the share of aid aligned with the government budget is low or zero. In such cases, bilateral aid is largely channeled through implementing entities, such as United Nations agencies and local NGOs. The monitoring exercise shows that, overall, 79 percent of the total education aid disbursed in 2010 was disbursed to the government sector.

*The results suggest that some partner countries, including Burundi, Papua New Guinea, and Togo, achieved a rate of alignment of more than 90 percent, while other countries scored well below this level*. The context plays a role in a donor's decision to disburse funding through the government sector and in line with the budget. For example, the coup d'état in Niger in February 2010 prevented the implementation of a pooled education fund established in 2005 by Belgium, Germany, and the United Kingdom to support the *Programme Décennal de Développement du Secteur de l'Education* (2003–13). Aid was not released to the pooled fund because of reporting issues that led to the withdrawal of the fund commitments under the Finance Act and the provisions of the Cotonou Agreement—the partnership agreement between developing countries and the European Union signed in 2000—relating to violations of democratic governance.

*The measurement of the level of alignment of aid with national education priorities exceeds the capacity of indicator 3.* The monitoring exercise thus involved the collection of data on the proportion of aid disbursed in line with education plans in 2010. The data show that education aid is being provided primarily for the purpose of implementing education plans. On average, 85 percent of the education aid in the 36 countries in 2010 was supplied in support of education plans. Donors in Burkina Faso, Burundi, The Gambia, Guinea, Liberia, Malawi, Moldova, Nepal, Rwanda, Sierra Leone, and Togo, for example, reported that all education aid was disbursed in support of the implementation of education plans. The existence of the plans has helped donors align education aid or, at least, the majority of education aid (box 7).

**Box 7. Enabling factors for better alignment**

- *An education plan or a document on shared policy has been drafted to assist* donor partners in targeting funding. In countries with high scores on indicator 3, donor partners noted that they closely aligned their funding to the priorities outlined in the education plans.
- *Donor partners declare their budget commitments during the preparation of government budget estimates*. The use of a SWAp or a joint financing arrangement is considered positive because it facilitates aid alignment.
- *Regular data submissions to the government by donor partners on disbursements and commitments against agreed deadlines* facilitates the management of development assistance (indicator 7 on development assistance databases), including the review of the relevant data during JSRs. A unified approach toward data submission among donor partners, for example through data submissions to a coordinating agency or a lead donor for the ministry of education, is a useful tool for better reporting.

*Source:* GPE Compilation; Country explanatory notes

*The monitoring exercise informs discussions on aid modalities and common approaches*. The choice and design of an aid modality for the delivery of education aid (budget support, pooled funding, and project aid; see box 8 below) are covered by three of the indicators: indicator 3, on aid alignment with the budget; indicator 5, on

the use of country systems; and indicator 9, on the donor use of common approaches (SWAps and PBAs; see box 14 on development cooperation approaches below). An aid modality can be fully aligned with a budget and with a system (budget support) or completely bypass government systems (project aid). In between is a variety of aid modality designs with varying degrees of alignment. Any aid modality can support a common approach. The monitoring exercise shows that donors use a mix of aid modalities to address issues ranging from capacity building to service delivery. Across the countries surveyed, governments prefer budget support as the main aid modality, but project approaches remain common. Meanwhile, donor partners do not necessarily recognize budget support as the most effective modality for achieving results in all circumstances and environments.

**Box 8. Aid modalities: an overview**

**Aid modality**

- **Definition:** Aid modality is a financing arrangement by which aid is delivered, such as general or sectoral budget support, pooled funds, or project aid. Except for general budget support, which is a relatively straightforward funding instrument for sectoral budget support, pooled funding, and project funding, there is a large spectrum of instruments characterized by significantly different design features and effects, particularly in regard to the alignment with budgets or the use of PFM (national budgeting, financial reporting, and auditing procedures), procurement systems, or M&E mechanisms.
- **Choice:** Aid modalities should be carefully chosen so they help achieve the development results for which the funding has been allocated. The choice and design of an aid modality by a donor partner should be guided by discussions with the government, but also with other donor partners concerning opportunities and risks. The choice of an aid modality should be embedded in processes that improve government policies and systems and avoid arrangements that bypass government systems.

**General budget support**

- **Definition:** Budget support is a financial contribution to a national budget intended to support national development plans. It is channeled into the general treasury account cofunding the national budget. The support is not earmarked, and it follows national public expenditure management rules and procedures.
- **Rationale and requirements:** Budget support aims at increasing aid effectiveness by fostering country ownership and domestic accountability. The requirements for the occurrence of such a positive outcome include partner country ownership, effective administrative management and domestic accountability mechanisms, credible PFM reforms, and an adequate institutional and policy framework to implement reform programs and account for the use of resources. Transferring funds directly into a government's budget poses risks if these requirements are not established, and dysfunctional systems that are not adequately assessed and addressed can be reinforced in this instance. The ultimate risk is the nonachievement of the intended goal of reducing poverty or, in the case of education, not improving education service delivery so that all children receive a quality education.

**Sector budget support**

- **Definition:** Sector budget support is the same as general budget support in the use of country systems, the rationale, and the requirements. However, it focuses on sector-specific issues rather than overall budget priorities. It has been used as an instrument to support partner governments in the delivery of basic services. Other inputs include performance and policy dialogue, conditionality, technical assistance, and capacity development that accompany the transfer of sector budget support funds.
- **Earmarking and traceability:** Sector budget support may depend on earmarking. Broad earmarking segregates sector budget support from overall sector expenditures or budgets. Specific earmarking segregates sector budget support from specific budget lines, such as textbook procurement or grants for

classroom construction. Although sector budget support does not need to be traceable, the modality can be designed to identify the relevant funds within the expenditure classifications of the national budget.

**Pooled funding**

- **Definition:** Pooled funding is coordinated, joint funding by development partners and the government of all publicly financed sectoral activities or a subset of these activities. The procedures governing the pooled funding are shared among all participating development partners and government funding, though the funding is not necessarily fully aligned with national public expenditure management rules and procedures. Pooled funding is a form of program funding that is normally associated with a SWAp, although a SWAp could also be implemented through budget or project support. To guide the partnership participating in the pool, a memorandum of understanding is negotiated. Pooled funds are established to support a government ministry or agency within an agreed program. The funds do not pass through the treasury or national PFM systems and require separate reporting procedures. Nonetheless, the design of a pooled funding arrangement varies greatly from country to country depending on context and donors.
- **Rationale:** To reduce the fragmentation of support and improve coordination.

**Project funding**

- **Definition:** Project funding is associated with development interventions having specific objectives and implementation schedules and, often, but not always within an agreed national framework.

*Sources*: Williamson and Dom 2010a, 2010b; Alvarez 2010.

### 2.2.2 The Predictability of Education Aid

*Background*

*Indicator 7* aims to determine how reliable donor partners are in disbursing education aid as planned. It measures the proportion of the aid amount recorded by the government as disbursed in 2010 and the amount scheduled for disbursement in 2010 by donor partners. The monitoring exercise collected information from donor partners on aid commitments and projections for 2011–13. The predictability of external funding flows is important in the planning and budgeting processes led by ministries of education and finance.

*Findings*

*About half the education aid (52 percent) scheduled for disbursement in 2010* was recorded by ministries of education in the countries participating in the exercise. This is about the same result for aid predictability overall (55 percent) in the same group of countries as reported in the 2011 OECD survey. In seven countries (Benin, Cambodia, Lao PDR, Lesotho, Sri Lanka, Togo, and Vietnam), the degree of predictability was above 80 percent (appendix B; table B.8.).

*Predictability gaps* are caused by the difference between scheduled and actual donor disbursements and the discrepancy between donor-actual and government-recorded disbursements. Among a group of local donors, there can be variations among individual donors, as follows: (1) donors who disbursed, dollar for dollar, in 2010 what they had planned to

disburse; (2) donors who disbursed more than they planned in 2010; and (3) donors who disbursed less. The reasons for the discrepancies between scheduled and actual donor disbursements are similar to those reported under indicator 3 above, for example, slow progress in the implementation and disbursement of funds. A concern about the data is the mismatch in the level of accuracy of information held by ministries of education regarding, for instance, the recording of actual donor disbursements. The following are the reasons reported for this situation:

- Donor partners failing to disburse the full amounts initially planned because disbursements are executed according to the progress in implementation, the speed in outlaying funds, the quality of implementation and financial reports, local political circumstances, or changes in government
- Delays in the sharing of information by donors about disbursement or in the recording of these data by governments so that they do not show up immediately in records
- The irregularity of aid data submissions by donors (once, twice, or four times a year) on commitments and actual disbursements
- Differences in fiscal periods (calendar year versus fiscal year) and planning cycles that affect the accuracy of the data captured on scheduled and disbursed aid by governments
- Foreign currency accounts and the conversion of foreign currencies into local currencies, leading to mismatches in aid amounts; this also affects discrepancies in commitments and disbursements if commitments are announced and then the disbursement is affected by a change in the exchange rate
- Local donor partners facing constraints in available program budgets imposed by home offices or changes in commitments because of circumstances in the beneficiary or donor country; thus, for example, the withdrawal of the Netherlands from the education sector in Mozambique and Zambia meant that other donors and the governments in these countries had to fill funding gaps

**Box 9. Enabling factors in improved predictability**

- *Existence or establishment of aid management platforms or development assistance databases* led by the government (ministries of finance) and used and supported by donor partners help improve the accuracy of data on external assistance and transparency in planned aid flows.
- *Use of financial planning tools* such as MTEFs, streamlined donor funding reporting forms, or budget review workshops facilitate enhanced aid data reporting and recording to provide an efficient coordination tool for information sharing.
- *A choice of aid modality that binds the pool of donors and the government* to shared planning, budgeting, implementation, and reporting cycles increases mutual accountability for accurate and timely data reporting and sharing.

*Source:* GPE compilation based on country profiles.

*There have been methodological challenges with indicator 7.* Donor partners reported that they disbursed 72 percent of the education aid that they had scheduled for disbursement in 2010, which is higher than the 52 percent determined through the OECD methodology. The relatively low result on indicator 7 also arises from the difficulty of matching the data reported by the ministries of education and the data provided by donor partners. In the majority of countries, donor partners reported (for indicator 7) identical or similar amounts for

commitments and disbursements for 2010, while the ministry counterpart offered no or a different amount.

*A complete data set is available on indicator 7 for* Nepal*, for example.* Partners in Nepal stated that aid data reporting was problematic because pooled funds were first disbursed by donors into foreign currency accounts and then reimbursed according to approved financial monitoring documents on an agreed pro rata basis. This mechanism may have generated a time lag in the disbursed funds recorded by the government. While pooling donor partners provided advances for two trimesters or the full annual tranche, there may have been delays in submitting expenditure statements. Nonpooling donor partners generally provided information to the government only on annual commitments, not actual disbursements. This is where the most significant challenge lies in terms of reporting. The government of Nepal and donor partners operate according to different fiscal periods, and this has led to differences in the preferred timing for disbursements. For some donor partners, the requirement of approval from their respective headquarters has also caused delays in actual disbursements.

*Donor partners do not support efforts to improve the management of aid data sufficiently.* The Ministry of Education, Culture, and Science in Mongolia, for example, attempted to collect information on commitments and actual disbursements to prepare annual implementation plans. The experience was difficult because of obstacles in information sharing and the challenges exposed by the use of different planning cycles. This demonstrates that donor partners need to improve data submissions, regularly and accurately update their commitments and disbursements, and communicate possible changes in a transparent manner.

*The MTEF process or an ODA database can be used to enhance aid data management* (box 10). In Ghana, for example, all major development partners, especially those in the education sector group, are required to provide projected commitments on a three-year basis annually for the Ministry of Education and the Ministry of Finance MTEF budget process. A comprehensive donor expenditure report is provided to the Ministry of Education on an annual basis and published in the education sector performance report. The government and donor partners reported that compliance with these mechanisms is satisfactory. In Lao PDR, the Ministry of Education and

**Box 10. Development assistance management tools**

- The development assistance database is considered an important tool in helping donor partners and recipient governments to record, manage, present, and access development data; 35 countries make use of the database system.
- The aid management platform is a similar system and service for the management of aid data; it is offered by the Development Gateway.
- AidData is a multipartner initiative launched in 2009 that aims to (a) increase the impact of development assistance by making aid information more transparent and accessible, and (b) improve the quality of research on aid allocation and aid effectiveness; AidData provides a searchable database, aid information management services, data visualization technologies, and research to increase the understanding of development finance.
- The Open Aid Partnership brings together donor partners in developing countries and donor countries to increase the transparency of development aid and aid reporting; Malawi is leading the first Open Aid pilot initiative.
- OpenAid + Register is an initiative that supports nonprofit organizations and NGOs in publishing aid data.

*Source:* GPE compilation.

Sports has established an ODA database to capture full and timely information on annual commitments. The ministry was acknowledged as the only line ministry having reasonably up-to-date and easy to access figures on ODA financing during the 2011 OECD survey process. Technical support is being provided by development partners to build the capacity to collect and manage the data systematically.

### 2.2.3 Using and Strengthening Country Systems

*Background*

The Paris Declaration and the Accra Agenda propose that parallel implementation structures and aid delivery modalities that bypass government systems should be avoided so as to build the capacity of the systems while using them. Using country systems as much as possible is, indeed, an effective means to raise the capacity of institutions, organizational structures, and personnel in two key areas of public administration: PFM and procurement. These areas are central to the effective and efficient public management of local and external resources and service delivery.

*Three indicators measure the use of and support for country systems*. *Indicator 5a* measures whether donor partners use public PFM systems fully, partially, or not at all. The three parts of the PFM system reviewed are budgeting, reporting, and auditing. The indicator determines the share of aid to the government sector relying on some or all of these elements. *Indicator 5b* measures the share of aid flows that rely on country procurement systems. *Indicator 6* measures the number of parallel PIUs reported by donor partners in the education sector within countries. In line with the 2011 OECD survey, the monitoring exercise also collected information on the support of donor partners for improving the quality and reliability of country PFM and procurement systems.

> Half of the [country] evaluations find that the limited use of country systems is mainly explained by a continuing lack of confidence by donors in those systems and/or concerns about prevailing levels of corruption, as well as concerns that country systems can still be slower and more cumbersome than those of donors.
>
> (Wood et al. 2011, 24)

*Findings*

*In 2010, only 28 percent of education aid disbursed by donors to the government sector relied on one, two, or all three components—budgeting, reporting, and auditing procedures—of national PFM systems (appendix B; table B.5.)*. This is below the 2010 Paris target of 50 percent and the 2011 OECD survey result of 38 percent in the countries surveyed. The monitoring exercise shows that the budgeting component is used the most frequently, while the auditing component is rarely used. However, numerous countries reported recent investments in the establishment of supreme auditing institutions. There is some indication that donor partners may hesitate to rely on these institutions to audit external programs such as projects established under joint financing arrangements. The perception is that the quality of country PFM systems is not sufficiently high to inspire donor confidence. Donors reported that they support partner government PFM and procurement reform programs, but that such efforts have

a distant time horizon. The OECD "Progress since Paris" report (OECD 2011a) notes that the implementation of PFM reform plans and regulations are often focused on central government agencies and ministries rather than line ministries and other government entities with which donor partners cooperate. The institutional, procedural, and personnel capacity for reliable PFM is often the weakest at the decentralized levels.

*In 2010, country procurement systems were used to disburse only 38 percent of the education aid going to the government sector (appendix B; table B.6.)*. In 12 partner countries, donors relied on national procurement systems for 50 percent or more of their aid. Exceptionally frequent use of national procurement systems by donor partners in the education sector—more than 80 percent of aid—was found in Burkina Faso, Nepal, Rwanda, and Zambia. Donor partners in Cambodia, Malawi, and Vietnam relied on national procurement systems for less than 10 percent of their aid. In the Kyrgyz Republic, Liberia, Somalia, and Zimbabwe, donor partners did not use country procurement systems at all, citing concerns about capacity or fragility. In Afghanistan, Burundi, Chad, Guinea, Moldova, Niger, Papua New Guinea, and Togo, the scores for the use of national procurement systems are higher than the scores for the use of PFM systems.

*One country, many donors, and multiple degrees of alignment with country systems*: In Ethiopia, the first and third largest donor partners in the education sector rely on the national PFM system for all their aid, but the second largest donor uses the national PFM system for only 34 percent of its aid. In Zambia, apart from one agency, all donor partners use all three PFM systems for the delivery of aid. In Ghana, some donor partners use national budget execution procedures, but require separate bank accounts and accounting systems. Donor partners providing budget support use the country systems fully because the funding goes into the national budget. Pooled funds or joint financing arrangements vary in design and may rely on country systems fully, partially, or not at all. Project aid or technical assistance can also be structured to take advantage of country systems at least partially. In Senegal, for example, CIDA and Italian Cooperation use the country procurement system for all their education aid, while other donors channel 15 percent or less of their aid through this system. CIDA and Italian Cooperation use the PFM system for 89 and 67 percent of their aid, respectively, while other donors rarely use the country systems. The issue seems to be that there are differences in donor requirements. Canada's risk analysis allows it to target the majority of its aid on budget support, while other donors in the sector hardly use the country systems. This highlights the importance of country-specific analysis of the incentives and constraints affecting donor partners in the use of country systems.

*Potential users offer similar explanations for the lack of more widespread reliance on both country PFM systems and country procurement systems*. The reasons include gaps and weaknesses in the capacity of countries in general administrative management, accountability, and transparency across systems; monitoring constraints; the poor quality of reporting; disagreements over the degree of donor accountability; and fiduciary risks. The reasons depend on the country context. Additional obstacles to the greater use of country PFM systems that were reported by donors across the countries surveyed include (1) inadequate execution and monitoring procedures in the performance of public contracts, (2) ineffectiveness in the

independent oversight of government accounts, (3) corruption, (4) lack of adequate compliance with commitments and disbursements, and (5) poor understanding of and lack of capacity to follow the regulations of PFM and procurement systems among national stakeholders.

*Donor partners do not articulate their requirements sufficiently*: The monitoring exercise found only limited data on the methods donor partners use to integrate capacity support for country PFM systems. The Accra Agenda for Action states that, if aid donors do not use country systems, they should provide an explanation, and concrete measures should be proposed to make the systems more attractive (OECD 2008). However, donors do not always clarify their requirements or explain what might push them to rely more on country PFM systems. In Ethiopia, for example, though the government is aware of the reasons some donors in the education sector do not use the country PFM system, there is no formal process for dialogue so that donors might report on their needs and requirements. Hence, there are two critical issues before progress can be achieved: (1) donor partners should clearly communicate their reasons for not using country systems and their requirements if they are to start relying on these systems, and (2) donor partners, through their methods and approaches, should help governments strengthen country systems.

*Improved quality is no indication that there will be greater use (box 11)*: The 2011 OECD survey finds that the increase in the quality of PFM systems does not necessarily trigger the increased use of country PFM systems by donor partners. Cambodia, for example, raised its score in the country policy and institutional assessment (CPIA) from 2.5 to 3.5 between 2005 and 2010, but donors hardly use the national systems. The results for indicator 5a of the monitoring exercise show that only 4 percent of education aid is entered in Cambodia's PFM system, and the 2011 OECD survey finds that only 21 percent of development aid is channeled through the system. Likewise, in Lao PDR, which scored relatively high and showed an improvement from 2.5 (2005) to 3.5 (2010), donors have not yet responded to the improvements, and, moreover, some have applied additional restrictions on the flow of their education aid through country systems. In contrast, in Burkina Faso, which scored the highest among partner countries in the CPIA, reporting donor partners used the country's PFM system for 82 percent of their education aid; this is higher than the 2011 OECD survey score (53 percent) for aid overall in the country in 2010.

**Box 11. The quality of country PFM systems**

- Paris indicator 2a (not assessed in this monitoring exercise) measures the quality of country PFM systems.
- The OECD survey uses the CPIA framework, specifically indicator 13 under the CPIA public sector management and institutions cluster, which measures the quality of budget and financial management. To support the assessment, the CPIA is associated with the more highly PFM-focused public expenditure and financial accountability framework.
- The 2010 Paris target for this indicator is that 50 percent all partner countries taking part in the OECD surveys should move up at least one measure in their CPIA score.
- Although the 2011 OECD survey reports progress in this area, the overall target has not been met. Seven partner countries, including Cambodia, The Gambia, Lao PDR, and Togo, have moved up 1 point in the CPIA. Among the strongest partner countries on this indicator are Burkina Faso, Moldova, Mozambique, and Vietnam. According to the CPIA, in 2007–10, Ethiopia, Ghana, and Madagascar reversed the improvements achieved in 2005–07, and an even more serious reversal occurred in Chad and Nepal.

*Source*: OECD 2011a.

*Reform efforts are under way and are supported by donor partners*: The monitoring exercise shows that, in almost all partner countries, reform programs have been implemented to

improve budget planning and execution, expenditure tracking, auditing, and financial reporting systems. The course of reform and the maintenance of the PFM program is usually the responsibility of the ministry of finance, while line ministries are concerned with the translation of the related regulations into the day-to-day. Governments implement reform packages and adopt new laws and regulations to enhance national systems and encourage donor partners to channel more aid through these systems. In Cambodia, the World Bank has supported the government in drafting a new public procurement law. In Nepal, donor partners established a PFM Multi-Donor Trust Fund in 2010, as well as a PFM working group, which is chaired by the World Bank and includes technical specialists seeking to strengthen the treasury system, financial reporting, and PFM capacity. Additionally, in Nepal, an accountability action plan framework in the education plan highlights a number of major policies related to strengthening PFM and procurement systems. Capacity development and learning have been encouraged through the sharing of the findings of public expenditure financial assessments.

- In Cameroon, a platform was launched in 2007 to boost the coordination between the government, development partners, and CSOs in public financing. The platform supports the drafting of a diagnostic report, a reform plan, and a new law to improve the public financial system. The related reform processes include capacity strengthening in the external auditing entity and the chambers of accounts, the elimination of extrabudgetary expenses, a new nomenclature to monitor expenses, the creation of an integrated public finance information system, the publication of quarterly expense reports, and the involvement of local authorities and CSOs in the monitoring of the national budget. The reform process is expected to conclude in 2013.

*The role of the LEGs*: The monitoring exercise shows that LEGs discuss financial management and procurement issues on a regular basis. In Ghana and Nepal, education development partners have formed sub–working groups or technical committees to focus on management, transparency, and accountability in the education sector. This step has been taken partly in response to irregularities and the inappropriate use of external funds. Similar subgroups in most countries consist of government and donor partners and, occasionally, other education stakeholders. In Zambia, financial management and procurement systems are reviewed regularly by the Financial Technical and the Procurement Technical Committee, which includes representatives of the Ministry of Education and of development partners. In addition, the LEG has made efforts to improve the quality of country systems by integrating relevant issues across broader policy debates. The capacity of national systems has thus been discussed at meetings of the Policy Implementation Technical Committee and the Monitoring and Evaluation Technical Committee. The issues are also raised annually during the joint annual review mission.

*The choice of aid modality is an important issue*: The way country PFM systems are used is related to the modality chosen by individual donor partners to provide aid. Donor partners supplying budget support provide aid to partner countries for the government budget and, consequently, may rely on PFM systems. Joint financing and pooled fund arrangements offer an opportunity for (1) risk sharing, (2) the agreed use of national systems among a pool of donor partners, and (3) the opportunity to adopt a shared strategy to strengthen these systems. Pooled funds in Ethiopia, Mozambique, Nepal, Zambia, and other countries show that the full or partial

use of a national PFM system causes them to become a valuable pathway for support for PBAs (indicator 9). In Malawi, the Ministry of Education, together with the local donor group, signed a joint financing agreement as the governance document for a pooled fund in early 2010. All donor partners contributing to the pooled fund (including the GPE) make use of the PFM and procurement systems as laid out in the joint financing agreement. The GPE grant supervised by the World Bank has reportedly helped to increase the procurement capacity of the Ministry of Education. (Box 11 highlights several benefits of the use of country systems.)

*Governments work with integrated financial management and information systems to improve the effectiveness of public administration*. Cambodia, Ghana, Lesotho, Mozambique, Nepal, Zambia, and other partner countries have established these systems as part of financial management reforms to improve the reliability of data, transparency, and accountability through a digital approach. Ministries of finance exercise ownership and leadership over the systems. The monitoring exercise shows that ministries of finance in almost all these partner countries maintain updated websites with information on budgets, reforms, MTEFs, and other issues. In Cambodia, the Ministry of Education, Youth, and Sports has been selected as one of the five ministries to pilot the system, which is to be launched in 2013. The government of Mozambique has carried out PFM reform as an integral part of wider public sector reform. Commitment to the PFM reform was demonstrated by the Parliament's approval of the 2002 law on the state financial administration system. The law covers five areas—public sector budgeting, accounting, fixed asset management, treasury operations, and internal control—and sets out a vision for public financial management in line with international standards. The roll out of a related Internet-based system, e-SISTAFE, was part of a series of national reforms. It was piloted in the education sector. The system is still undergoing improvement. It is used in districts and nationwide. e-SISTAFE has improved the reliability of budget transactions and helped reduce the number of commercial bank accounts, which has strengthened control over public funding, especially in the education sector, where most aid is channeled through a single treasury account.

*The contribution of GPE grants in improving national systems*: The GPE has contributed to the strengthening of PFM systems through the mechanism of the supervising entity and discussions in the LEGs, which have been influential in ensuring that the expenditure of education aid occurs only if appropriate standards have been established for PFM and procurement. While these standards are being identified and implemented,

**Box 12. The benefits of using country systems**

- Aid that relies on country systems can provide incentives and momentum to strengthen local capacity and performance, enhance domestic accountability mechanisms, and contribute to better PFM practices. This helps improve the effectiveness of all public expenditure.
- The use of recipient-country PFM systems involves specific issues within sectors in terms of risk assessment, the choice of aid modalities, and the necessary coordination with local dialogue and national policies.
- Governments play a crucial role in providing services to enhance sectoral outcomes. Effective services require good public financial management.
- Efficient country systems contribute to the more effective allocation of domestic resources. This should facilitate greater effectiveness in local PFM systems, including in handling domestic and external resources.
- Ensuring that public budgeting and accounting procedures are transparent and comprehensive, including by covering all relevant information on aid, can strengthen the accountability of ministries of finance, line ministries, Parliament, supreme auditing institutions, and citizens.

*Source*: OECD 2010a.

alternative financing mechanisms are used, as occurred in Malawi and Papua New Guinea in 2010, and capacity development strategies are pursued to boost national capacity and increase the willingness of donor partners to introduce aid into national systems. Thus, in Tajikistan, GPE funds have contributed to improvements in the use of country systems. The first GPE grant financed a study on the treasury system, which was the target of a second grant and other external operations. The first grant likewise supported the strengthening of the fiduciary capacity of the Ministry of Education, which enhanced the ability of the ministry to implement the second and third GPE grants, as well as other externally funded education projects. The GPE grants supported the development of a financial management operations manual for all externally funded operations, as well as training in public procurement and financial management for the various levels of education and for financial authorities. Donor partners in Papua New Guinea reported that efforts to improve the quality of the local PFM had been ongoing before the GPE process began, but that these efforts benefited from additional impetus during the application process for a GPE grant. Meanwhile, donor partners in Mozambique reported that the additional procedures required by the World Bank in channeling GPE funds through the Education Sector Support Fund represented a setback in the progress toward establishing good practices in procurement and reporting (World Bank 2011a). This may be the case, but it is also true that the requirements have introduced improvements to national systems in the sector and emphasized the need for a procurement plan, increased capacity building in procurement, and strengthened systems for transparency, accountability, and cost effectiveness.

*Parallel PIUs remain in operation in the majority of the countries surveyed* despite efforts to discourage the use of PIUs by donor partners (appendix B; table B.7.). The number of PIUs in participating countries ranged from 0 (Lao PDR, Moldova, Nepal, and Togo) to 18 (Chad), with a median of 3. In most instances, PIUs are in operation because of limited government capacity with respect to PFM and procurement systems. Donor partners in some countries reportedly use contractors or work directly with the providers of goods and services, thus bypassing the need for government financial and procurement systems. The result is that the PIUs show little or no integration with government systems and do not contribute much to capacity building in the government. PIUs also often operate in the absence of a capacity development strategy. In many countries, there is often a tension between the urgent need, the short- to medium-term need to complete projects on time, and the medium to long time lag needed to develop and realize capacity development.

*In some partner countries, progress has been made in reducing the number of PIUs and integrating the functions of PIUs into the ministries of education*. In other countries, agreements between governments and donor partners have been drawn up to set time limits on the operations of existing PIUs and specify the steps that need to be taken to close PIUs. If PIUs are necessary, management has been streamlined. Thus, for example, only one PIU may be active in an entire ministry, a single manager may be assigned to supervise a PIU that handles multiple projects, or donor partners who seek to establish PIUs must provide justification and explain the lack of compliance with the principles of aid effectiveness.

*There is confusion over the definition of a PIU in some countries*. As a result, there are instances in which donors reportedly have created structures that are equivalent to PIUs though they are

not officially so identified. The creation of a PIU is sometimes mandated in agreements between governments and donor partners as a condition for a project; in at least one country, donor partners that lacked a physical presence in the country had to create PIUs to implement projects, thereby acting contrary to the government's aim to reduce the number of PIUs.

*The number of PIUs can be reduced if there is a concerted effort* by governments and donor partners to phase them out or avoid using them for projects. In some countries, government officials have publicly called for the elimination of PIUs and encouraged the use of government staff to implement projects. In one country that has been cited as a model, the ministry of finance and planning urged donors to rely on a PBA rather than a PIU in projects.

*Examples of country practices help demonstrate methods to phase out PIUs in the education sector*. In Ghana, the Ministry of Education requested that its development partners gradually phase out PIUs and work together with ministry staff to implement future projects. Development partners then provided information on their specific education investments and the modalities they had been applying. This initiative by the ministry occurred in the context of a new aid policy that encourages development partners to reduce the number of PIUs and provide budget support. Progress is assessed on a regular basis through M&E on aid effectiveness. No PIU was found in Togo. A hybrid mechanism that is managed by the Ministry of Education and to which donor partners contribute with technical expertise coordinates education sector projects. The mechanism follows local procedures. A progressive transfer of technical skills from international experts to the staff of the Ministry of Education is expected to result from this hybrid mechanism. In Sri Lanka, the five participating donors in the education sector in 2010 had no PIUs in operation. One of the partners embedded its staff and its operations in the Ministry of Education and in a provincial education office. The Ministry of Finance and Planning has urged all donors to support a PBA model in future project implementation.

**Box 13. Overview: donor performance**

- In total, 30 donor partners—bilateral donors and multilateral development agencies and banks—participated in the 2011 monitoring exercise across 36 countries in Africa and Asia. These partners reported on education ODA valued at a total of US$2.2 billion that was disbursed in 2010 (appendix B; table B.14).
- The donor partner that supplied the most ODA in 2010 in the context of the monitoring exercise was the World Bank, which provided US$446 million across 25 partner countries. The second largest donor partner was the United Kingdom, which provided US$180 million to 11 partner countries, and the third was UNICEF, which supplied US$170 million to 34 partner countries. UNICEF shared information on the largest number of partner countries (34), followed by the World Bank (25). Japan reported data on 20 partner countries, corresponding to US$90 million, while the European Union reported on 17 partner countries to which it provided US$162 million overall. USAID reported information on 15 partner countries, corresponding to US$145 million in education aid in 2010. France and Germany reported on their education activities in 14 partner countries.
- The results regarding donor performance on the aid effectiveness indicators refer to (a) the number of countries on which reports are supplied, (b) the situation of these countries, (c) the level of engagement of donors and the aid volume, and (d) the aid modality. Norway, for example, reported on five partner countries that are all in fragile situations (Afghanistan, Burundi, Madagascar, Nepal, and Zimbabwe). Of the total US$20 million Norway provided, US$17 million was disbursed to the government sector. On average, Norway supplied its technical cooperation in a coordinated manner, used country systems for aid, and coordinated missions and analysis. The Asian Development Bank, Denmark, the DFID, Finland, Italian Cooperation, and Ireland reported a relatively high reliance on country systems compared with other donors and the Paris targets. Nine donor partners provided at least 66 percent of their education aid in 2010 in the context of a PBA. The highest score on predictability was achieved by UNESCO. Of the total US$6.3 million supplied by UNESCO, all was disbursed in 2010 as scheduled. Ireland, the Netherlands, New Zealand, Portugal, Spain, and Sweden reported that they did not use any PIUs. In contrast, Switzerland, which reported on four partner countries (Benin, Burkina Faso, Chad, and Niger), used eight parallel PIUs. USAID reported the use of 16 PIUs across 15 partner countries.

**How aid effective are the GPE funding flows managed by country partners?**

- Information on funding flows was available for 11 partner countries, corresponding to US$134 million in education aid in 2010. (The information was supplied by supervising entities.) All this aid was provided to the government sector; however, only 67 percent was disbursed according to government estimates. All GPE funding supported coordinated technical cooperation and joint analysis. Of the funding used, 43 percent was channeled through country PFM systems, while 29 percent was channeled through procurement systems; 62 percent of GPE funding was disbursed as scheduled, and 89 percent was provided in support of PBAs (only three other donors—CIDA, Italian Cooperation, and Spain—provided more than 85 percent of their aid through PBAs). Of the missions conducted around GPE funding, 83 percent were coordinated.

*Note*: More data for the analysis of donor partner performance are provided in appendix B, table B.14, which shows average data points. The Paris targets, meanwhile, are reference points.

## 2.3 The Harmonization of Aid and Donor Practices

The term harmonization refers to the cooperation between donor partners that is aimed at improving the efficiency of aid delivery by avoiding duplication, simplifying procedures, and implementing an effective and efficient division of labor together with government partners. The initiative extends to shared arrangements in planning, funding, M&E, and the reporting on aid flows and progress in achieving goals in the education sector. It includes streamlining donor practices, enhancing complementarity in development cooperation, and increasing alignment with national plans and national procedures. It aims to support the strengthening of national systems and reductions in the transaction costs among the government partners associated in individual donor funding channels and initiatives. Joint approaches such as PBAs and SWAps supply a relevant framework for the government and donor partners (box 14).

The monitoring exercise collected data on four indicators to determine the state of harmonization in the education sector: *indicator 4* on the coordination and alignment of technical cooperation, *indicator 9* on the use of shared approaches in the education sector, *indicator 10a* on the number of missions that are coordinated, and *indicator 10b* on the amount of sectoral analysis that is conducted in a coordinated manner.

### 2.3.1 Harmonized Education Aid

*Background*

In the monitoring exercise, *indicator 9* measures the share of total education aid provided in the context of a PBA or in support of a PBA. Aid in support of a PBA can be supplied through general budget support or sector budget support, pooled or joint funding mechanisms, or project funding.

*Findings*

*In 2010, on average across all countries surveyed, 46 percent of education aid was provided through PBAs* as general or sector budget support, pooled fund contributions, or other modalities supporting the PBA (box 14). This is below the 2010 Paris Target of 66 percent, but greater than the corresponding share of PBAs for aid overall (36 percent) in the 36 partner countries surveyed. Of the total US$2.2 billion in education ODA, 20 percent was provided as budget support, and 35 percent in support of a PBA through other modalities (for example, pooled funds). The rest relied on non-PBA modalities. Partner countries that achieved or exceeded the Paris target on indicator 9 were Ethiopia, Malawi, Nepal, Papua New Guinea, Rwanda, Sri Lanka, and Zambia. Except for Papua New Guinea and Sri Lanka, pooled funds are used to supply education aid to all these countries (appendix B; table B.9.). In 18 other partner countries, donors provided less than half of education ODA in the context of PBAs. This is often because no PBA has been developed or because the environment has not been conducive to a PBA. In Togo, for example, no education aid was provided through PBAs. In Lao PDR, Moldova, and Mongolia, less than 20 percent of external education aid was provided through PBAs. In

Afghanistan and Burundi, in contrast, the low scores in 2010 reflect the fact that, in each country, PBAs had been used, but the program cycle had recently ended. Our findings highlight differences in the performance of donor partners across countries, as well as within countries. This underlines the unique characteristics of each donor-country interaction.

**Box 14. Development cooperation approaches: an overview**

**Approaches**

- **Definition:** Approaches usually involve guiding principles, some or all of which will be implemented in practice, and include PBAs and SWAps. Both these latter approaches may be supported through a mix of aid modalities. Central to both approaches are the program, plan, or strategy around which development cooperation and aid are coordinated. SWAps and PBAs are not aid modalities. Approaches to development cooperation are different than the modalities or instruments chosen by donors to deliver aid (see box 8).
- **Rationale:** Approaches typically emphasize the strengthening of ownership and a process of change in the nature of the partnership between the government and the donors.

**SWAp**

- **Definition:** SWAps are defined according to a set of shared elements or principles, with an emphasis on the trajectory of change. The classic definition of a SWAp is that all significant funding for the sector supports a single sector policy and expenditure program, under government leadership, based on shared approaches across the sector and progressing toward reliance on government procedures to disburse and account for all funds. Definitions of SWAps should be read in conjunction with the widely held view that a SWAp should not be a blueprint, but rather a framework that sets the direction of a shift toward better coordinated and more effective aid management. There is a strong emphasis on the SWAp primarily as a set of tools (for example, a sectoral MTEF) and processes (for instance, dialogue and coordination).

**PBA**

- **Definition:** PBAs are a way of engaging in development cooperation based on the principles of coordinated support for a locally owned program of development, such as an education plan. Donors can support and implement PBAs in different ways and across a range of aid modalities, including budget support, sector budget support, project aid, pooled funding, and trust funds.
- **Features of a PBA**
  - Leadership by the host country or organization
  - A single comprehensive program and budget framework
  - A formal process for donor coordination and harmonization in reporting procedures, budgeting, financial management, and procurement
  - Efforts to increase the use of local systems in program design and implementation, financial management, and M&E
- **Anticipated benefits of using a PBA**
  - Strengthened country ownership
  - More sustainable results on the ground
  - Greater coordination and coherence
  - Reduced fragmentation in aid
  - Reduced transaction costs
  - More effective service delivery

*Sources*: Williamson and Dom 2010a; OECD 2010b.

*In 2010, pooled fund mechanisms were used in Benin, Burkina Faso, Burundi, Ethiopia, Guinea, Kenya, Lesotho, Liberia, Malawi, Mozambique, Nepal, Sierra Leone, Zambia, and Zimbabwe* (World Bank 2011b). These countries do not necessarily rank among the better achievers on this indicator, however, which highlights the importance of the country-specific context in the management of aid. In Zambia, for example, 79 percent of education aid was channeled through PBAs in 2010, and, while aid coordination mechanisms have been established, it was reported that a separate pool account, not the country budget system, is used for the pooled fund. Likewise, in Lesotho, the pooled funds from Ireland and the GPE (supervised by the World Bank) rely on a special account. In Guinea, only 46 percent of education aid was disbursed through PBAs because of differences in donor performance, particularly among donors who do not contribute to the pooled fund arrangement. The pooled fund arrangement in Sierra Leone, the Education Sector Support Fund, which is backed by the DFID, the GPE (supervised by the World Bank), the Swedish International Development Agency (SIDA), and UNICEF, represents an important step for the Ministry of Education, Science, and Technology in constructing the systems necessary to permit reliance on the use of PBAs.

*In the sector, pooled mechanisms are generally aligned with the respective country education plans; this has greatly increased dialogue among donors and with the government on education policies and has also strengthened partnerships*. In the case of Ethiopia, for example, a pooled fund was selected as the most appropriate mechanism to support the government's General Education Quality Program, which has been at the center of Ethiopia's policy discussions in the sector and will continue to be one of the main channels for the provision of aid to education. The GPE has participated in education pool fund arrangements in Ethiopia, Guinea, Kenya, Lesotho, Mozambique, Sierra Leone, and Zambia. This is relevant in Ethiopia, Lesotho, and Sierra Leone, where pooled funds have been established to channel GPE funds.

- In *Mozambique*, the Education Sector Support Fund was created in 2002 with the assistance of five donor partners. In 2010, 12 donors contributed to the fund. The fund is used for activities consistent with the implementation of the strategic plan for education and culture and accounts for three quarters of all education aid. The Ministry of Education and Culture administers the fund. It is associated with a single program and budget and relies on formal processes for coordination and harmonization, including a SWAp, terms of reference, and a memorandum of understanding. Fund structures depend on the country's PFM systems, except in auditing and procurement. In addition to the fund, eight donor partners provide general budget support.[27]
- In Burkina Faso, a PIU that coordinated the education interventions of three donors was closed in 2004 to allow for the creation of the Development Fund for Basic Education. The administration of this pooled fund was entrusted to the Ministry of Education, and special procedures were established to monitor the expenses associated with the fund, allow additional audits, and increase the visibility of financing. It was reported that this pooling mechanism is an example of a compromise between donors who had begun to provide direct budget support and donors who were still reticent.

[27] Information based on 2010 data submitted to the GPE secretariat for the monitoring exercise.

*The monitoring exercise revealed insights on the constraints involved in PBAs*. The reasons reported for nonreliance on PBAs are similar to those reported with respect to indicators 3, 5, and 7, including (1) the weak capacity of ministries of education in managing and absorbing aid, the lack of an overall enabling environment for PBAs, and the insufficient quality of PFM, procurement, and management systems; (2) planning cycles that are inconsistent across development partners and the ministry of education; (3) an inadequate or nonexistent MTEF; (4) the limited number of education donors in a country; and (5) a lack of government leadership in the creation of an enabling environment. Establishing PBA arrangements can be time-consuming and demanding. They require structures and governance systems that are acceptable to all pooling donors. These processes may demand simultaneous initiatives to strengthen the quality of country systems.

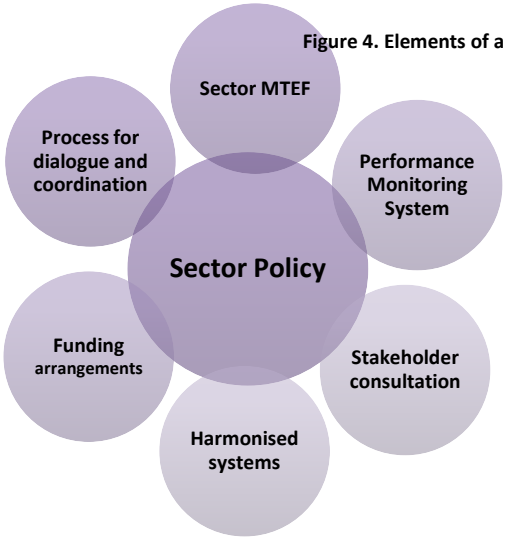
- In Ghana, development partners have made an effort within the education sector group—co-chaired by the Ministry of Education, the DFID, and UNICEF—to align their programs with the education plan. In 2010, there was no pooled or joint funding of the education program, nor shared budget, reporting or monitoring procedures. Development partners reported that they are aligning with Ghana's education strategy by contributing to the review of the strategy, conducting inclusive missions, and sharing aide-mémoires. This, however, is less than a fully harmonized program. The new GPE project that went into preparation in 2011 aims at improving harmonization, including the pooling of education aid funds if possible.

*The ministries of education in a number of countries have taken the lead in promoting the development of PBAs in the education sector*. Additionally it was reported across the surveyed countries that the PBAs that were used to support particular priorities in education plans have helped strengthen the sustainability and capacity of the education sector. In Afghanistan, although only 39 percent of education aid is provided through PBAs, many donors reported that the leadership of the Ministry of Education was effective in the development of the interim education plan and that the implementation of education sector activities was well coordinated. In Georgia, where only 44 percent of education aid is provided through PBAs, a similar positive outcome was reported. Lao PDR, which did not use PBAs in the sector in 2010, reported that studies had been commissioned to look into the requirements of building the environment for using PBAs. Partners in Mongolia reported that the sole use of a PBA is in the context of GPE grants to support the education sector plan at the request of the government.

- Partners in Lao PDR reported that the education support program of the Australian Agency for International Development (AusAID), the GPE, and the World Bank provides the basis for a shared approach. The Ministry of Education and Sports has led a consultative process to develop the program, which has improved joint analysis and strengthened country ownership and the buy-in of development partners. The program provides the resources needed for integrating and scaling up previously successful interventions to support implementation of the Education Sector Development Framework in a coherent way that is government managed and that targets the most educationally disadvantaged districts in the country. The program's results framework is aligned with the sectoral performance assessment framework.

- The government of Nepal has prioritized the use of PBAs across all sectors, and donors have responded positively. In the education sector, a SWAp guides all stakeholders and pooling and nonpooling donors, and a code of conduct has been developed and signed. Together with the National Planning Commission, the Ministry of Finance, and development partners, the Ministry of Education has taken the lead in promoting the development and implementation of PBAs in the education sector. The positive outputs include, for example, improved alignment with the education plan; the consolidation of funds; lower transaction costs; joint reviews, analysis and missions; a unified series of monitoring reports; and a joint financing arrangement. Despite the good progress, there are challenges in providing more aid in the context of PBAs. The challenges include fiduciary risks, weak governance, a lack of skilled manpower, a lack of compliance with the requirements of joint financing arrangements, and the inability of some donors to join the pooled mechanism. It also takes time to discuss and agree on a joint position and maintain cohesion within the group.

Figure 4. Elements of a SWAp




*Source*: OECD 2006.

### 2.3.2 Harmonized and Aligned Technical Assistance

*Background*

*Indicator 4* measures the share of technical cooperation that occurs through coordinated programs and that is consistent with national development strategies.[28] The 2010 Paris target was that at least 50 percent of technical cooperation should take place in this way. Technical cooperation is an element of a donor's development cooperation portfolio and part of the support for the implementation of an education plan. The levels of funding and coordination differ widely by donor and country, showing the impact of country-context and agency-specific constraints.

[28] Technical cooperation or technical assistance is the provision of expertise through the supply of personnel, training, and research and the associated costs.

*Findings*

*Coordinated technical cooperation is an area that showed moderately positive results in 2010.*[29] Donor partners in the education sector in 10 GPE countries—Cambodia, Ethiopia, Liberia, Moldova, Nepal, Sri Lanka, Tajikistan, Togo, Zambia, and Zimbabwe—coordinated more than 90 percent of their technical assistance to these countries (appendix B; table B.4.). The results range from a low of 14 percent to a high of 100 percent of technical assistance in the education sector that was coordinated; the median was 60 percent in the 36 surveyed countries. This is moderately positive compared with the 71 percent of technical assistance overall that was coordinated in these countries. A frequent explanation offered by reporting donors revolved around the lack of capacity in the ministry of education to coordinate technical cooperation effectively; ministries often ceded the responsibility to the donors to coordinate efforts and ensure the availability of funding for capacity building. In partner countries in which donors scored low on this indicator, technical cooperation was fragmented, often focusing on individual technical departments and the achievement of specific outputs in individual projects, rather than strengthening government capacity as a whole. In some cases, technical assistance was provided on a bilateral basis or in an ad hoc manner as needs arose.

*Across participating countries, partners reported that a capacity needs assessment is necessary or that a capacity development plan is being prepared or already being implemented*. This indicates that an assessment and plan are considered crucial in guiding the provision and coordination of technical cooperation by donors. Undertaking a capacity needs assessment, translating it into a plan, and resourcing and implementing the plan is a time- and capacity-consuming process that shows results only over the long term. It was reported by donor partners, that the process must be owned and led by the ministry of education or another government entity to be successful. Initiatives frequently failed because of a lack of government ownership over the process. Additionally, it was also noted that because of severe capacity gaps at the local level such strategies need to address weak capacity that must be built up for effective service delivery in communities, districts, and provinces.

- In Ghana a joint capacity analysis is part of the annual sector review process. In addition, the regular monthly sector meetings ensure that any technical assistance coming into the country is discussed and that terms of references are shared so donors can pool their resources where appropriate to support the initiative. Given the decentralization process, USAID has funded a capacity gap analysis. Donor partners plan to pool resources to ensure the funding of the key recommendations.

*The majority of partner countries do not have a prioritized capacity development strategy that is identified with and fully owned by the ministry of education*. In some countries, including

[29] The monitoring exercise highlighted that donor partners often do not have a shared understanding of the meaning of coordinated technical cooperation. A diversity in interpretations in one country could impact the results on this indicator. The exercise also showed that a coordinated approach does not necessarily imply (a) alignment with the capacity development priorities articulated by the ministry of education and (b) harmonization in donor partner support.

Georgia, Mozambique, and Papua New Guinea, enhanced strategic planning and coordination in capacity development in the sector are being realized. In Sierra Leone, the LEG has supported the preparation of a capacity development strategy. A number of country reports show that education plans include a capacity development component or guide donor technical assistance. In some cases, education programs supported by numerous donors include specific capacity development interventions in financial management, procurement, or M&E.

**Box 15. Enhanced technical cooperation**

- Responses gathered through the monitoring exercise indicate there are five steps to enhancing coordination in technical cooperation, as follows:
  1. Jointly identify capacity needs
  2. Draft a capacity development plan that lists priorities
  3. Secure resources for implementation
  4. Possibly agree on a joint funding mechanism to deliver the resources
  5. Monitor plan implementation
- The monitoring exercise shows that LEGs play an important role in this process and the ongoing dialogue.
- The clear communication by governments of capacity development goals in the larger context of education plan implementation and sectoral development is fundamental.

*Source:* GPE compilation.

*The monitoring exercise finds that technical cooperation tends to be better coordinated if a sector coordination mechanism, pooled funds, a capacity development strategy, or ministry ownership has been established* (box 15). In Mozambique, technical assistance is largely funded and coordinated through the pooled Education Sector Support Fund. In Rwanda, the Pooled Fund for Capacity Building was launched in 2007 in the context of joint education sector support by donors. In Cambodia in 2010, the Ministry of Education, Youth, and Sports developed a medium-term capacity development plan outlining a more holistic vision of capacity development and providing donors with a framework for better harmonization and alignment of capacity support. The European Union, SIDA, and UNICEF launched the Capacity Development Partnership Fund to support government efforts in 2010. Donors in Zambia provided 95 percent of technical cooperation in a coordinated manner in 2010. Technical cooperation is provided according to the needs identified by various technical committees on policy and implementation, finance, procurement, or M&E. The government of Nepal has attempted to foster harmonized technical assistance in the education sector by creating a capacity-building framework and guidelines, including a governance and accountability action plan in the national education plan, a joint direct funding mechanism, and a human resource development plan (Nepal, Ministry of Finance 2011).

### 2.3.3 Joint Sector Missions and Analysis

*Background*

*Indicator 10a* measures the number of missions that are undertaken by two or more partners, including donors, governments, or other stakeholders. *Indicator 10b* measures the extent to which education sector analysis is conducted jointly in partner countries. The goal behind these indicators is to reduce transaction costs and fragmentation, while enhancing the leadership of ministries of education as part of country-owned and coordinated education strategies.

*Findings*

*In 2010, half of the missions that were undertaken by reporting donor partners were conducted with at least one or more other donors, government partners, or other stakeholders*. In 19 countries, donors surpassed the Paris target of 40 percent, and, in 9 countries, donors coordinated with other development partners on more than 80 percent of their missions (appendix B; table B.10.). The strong performance of donors in the education sector relative to the target was recognized in the OECD's 2011 Progress since Paris report, which highlights that the education sector has shown encouraging results (OECD 2011a). Comprehensive education plans and other mechanisms provide a basis for coordination among donors to enhance complementarity and reduce the costs and burdens associated with the duplication of effort in countries.

*Meanwhile, the monitoring exercise shows that, in six partner countries, donors undertook more than three-quarters of their missions alone*. In some countries, donors reported that a high number of missions in absolute terms were undertaken. However, for some donors, the meaning of the term field mission was not clear in the questionnaire of the monitoring exercise; this was especially the case among implementing agencies that may carry out two or three dozen missions to implement and supervise projects. In Lao PDR, where nine donors support the education sector, 104 missions were reported in 2010. UNESCO alone undertook 83 missions, of which only 10 were coordinated. The Vientiane Declaration has proposed that the government of Lao PDR and donors conduct diagnostic reviews jointly and share results. In Afghanistan, of nine reporting donors, only the GIZ[30] and the World Bank conducted all missions jointly. To reduce the burden and transaction costs, governments have attempted to increase their leadership in this area: in Cambodia and Rwanda, governments have arranged open and closed seasons for mission work during budget preparation. In Niger, the Ministry of Education coordinates monthly meetings with donors to prepare joint field missions.

*Across the countries surveyed, 71 percent of analysis work was undertaken jointly in 2010*. In 20 countries, donor partners exceeded the 2010 Paris target by coordinating more than 66 percent of their work in sectoral analysis (appendix B; table B.11). In development cooperation more generally, only 42 percent of the work on analysis in the 36 countries surveyed was coordinated or undertaken jointly. In Guinea, Lesotho, and Moldova, all sectoral analysis is carried out jointly. In 2010, the government of Mali established national targets for these indicators, and the Ministry of Education undertook a substantial effort in coordination, thereby ensuring that 80 percent of sectoral analysis was carried out jointly. However, in eight countries, donor partners conducted half or more than half of their sectoral analysis by themselves. Patterns similar to those identified in indicator 10a are evident: there is significant variation in the performance of donor partners, and reporting is an issue. The monitoring exercise finds that the development of an education plan or an application for GPE funding prompted diagnostic reviews that contributed to a participatory, multistakeholder process.

[30] Deutsche Gesellschaft für Internationale Zusammenarbeit

*The LEGs can facilitate the mapping of planned activities among donors to better coordinate missions around the JSRs and throughout the year.* Partners in Ghana, for example, noted the important role of the education sector group in supporting the coordination of missions and analysis. The group helps improve the harmonization and alignment of the procedures, projects, and programs of the government and development partners and ensure the efficient implementation of the education plan. The group assesses progress in meeting the Ghana Harmonization Action Plan commitments in the sector. It encourages development partners to use government review data. The review process and sector meetings facilitate joint analysis, including work on the participatory poverty and vulnerability analysis in education that is being funded by the DFID, UNICEF, and the World Bank. Key development partner missions are invited to participate in education sector group meetings.

## 2.4 Managing for Education Results

Managing for results requires partner governments to create results-oriented reporting mechanisms and a performance assessment framework, while donor partners are expected to commit to using and strengthening these arrangements (OECD 2011a). Such arrangements are expected to increase accountability and help ministries of education and their development partners monitor progress in achieving the key dimensions of the national education plan. The monitoring relies on a manageable number of indicators on which reliable data are cost-effectively available for tracking progress and nourishing policy dialogue and decision making in the sector.

*Background*

*Indicator 11* measures the existence of a results framework according to information supplied by ministries of education. During the monitoring exercise, complementary questions were asked to generate a better understanding of the M&E environment in countries, including, for example, the quality of data and data sources. Additional questions were also asked regarding national and international student assessments, school leaving exams, and reading fluency tests. These data were used in a study on student assessments and education quality prepared for the 2011 GPE *Results Report* (GPE 2012a) (see box 16 for a summary of findings).

*Findings*

*In 26 of the 30 partner countries on which data were submitted by ministries of education, a results-oriented framework was in place in the education sector (appendix B; table B.12.).* Five countries—The Gambia, Guinea-Bissau, Lesotho, Somalia, and Tajikistan—reported that they currently do not have such a framework. The qualitative responses in the explanatory notes to the country reports suggest that there is a trend to establish or strengthen results-oriented performance frameworks to monitor the progress of national education plans. Almost all countries noted that there was room for improvement, especially in the utilization of data in the policy planning process and the development of a general results-oriented planning culture.

*The majority of reporting countries use EMISs and population censuses as the main sources of data*. The population census was not used by Afghanistan, The Gambia, or Georgia. The EMIS was not used by the Kyrgyz Republic, Malawi, or Moldova. Sri Lanka used the most data sources (EMISs, population censuses, household surveys, poverty surveys, and labor surveys), and, in addition to the five sources requested, the authorities there also used four additional surveys to gather data. Like Sri Lanka, other reporting countries, including Nepal, Senegal, and Vietnam, rely on additional surveys to collect data for monitoring progress in the sector.

*Overall, reporting countries stated that their data are sufficiently high in quality and reliability to meet the requirements for M&E in national education plans in terms of accuracy, timeliness, and usefulness*. Among the countries that had confidence in their data, a prominent factor in influencing the reliability was data collection at the district or school levels. This was expected to minimize errors and enhance local ownership. In Sri Lanka, for example, the responsibility for collecting data on the first entry into school, which occurs semiannually, falls to authorities of the education zones, specifically the local offices closest to the schools.

*Several participating countries reported challenges in the quality of data that hamper the effectiveness of M&E systems in education*. The reported challenges included the poor quality of the systems and tools for data collection and management; inadequacies in the skills and capacity of the staff collecting, managing, and analyzing data; delays in data collection; the lack of a fully functional EMIS; incomplete data and other gaps in the information received from the subnational level; and difficulties in data collection processes and procedures, data entry, and data submission. It was also reported that ministry and donor partners tend to hire consultants for technical assessments and analysis because of the lack of capacity, especially in the ministries of education. The Kyrgyz Republic, Lao PDR, Lesotho, and Papua New Guinea reported that data were not yet at an acceptable level of quality and reliability. According to the Department for Education in Papua New Guinea, baseline data were not available for 5 of the 14 indicators in the performance assessment framework that measure five key pillars of the Universal Basic Education Plan 2010–19. The Ministry of Education and Training in Vietnam noted that staff maintain a system to collect education statistics annually and semiannually, but only the most important basic information is collected and disaggregated by certain criteria. The monitoring exercise finds that donor partners are supporting partner governments in efforts to enhance national M&E systems. Countries with security issues reported that data collection and accessibility were particularly difficult, for example, in regions in which there is armed conflict and data cannot be collected such as in the case of Afghanistan.

*Using a mutually agreed results-oriented framework will be increasingly important in the future not only for the rigorous monitoring of progress, but also to accompany donor funding*. Few partner countries have reported that results-based funding is being discussed by donors in the education sector. Going forward, a greater focus on results or results-based financing might boost the incentive for governments to improve the quality of monitoring systems. GPE processes can likewise play a role in promoting the results focus not only through its new M&E strategy, but also through the design of GPE grants. Partners in Tajikistan, for example, reported that they discussed the possibility of using a results-based financing mechanism in tandem with the allocation of the third GPE grant.

- In Ghana, a performance assessment framework serves as the basis for annual discussions between the government and donor partners on allocations and disbursements in the education sector. The framework includes key indicators, targets, and means of verification and is updated by the education sector group every year for the annual review of multidonor budget support. Three key targets are determined for each year, one of which serves as a trigger that influences the amount of the disbursement of the multidonor budget support for the following year.
- In Afghanistan, for the first time in 2011, the Ministry of Education and the Ministry of Health drafted the budget according to the principles of results-based management. Planning will be more results oriented, and available resources will be allocated to activities to achieve strategic and annual targets. This will influence the monitoring of the annual operational plans established for the implementation of the education interim plan. This process is at an early stage and will be refined in coming years.[31]

**Box 16. Snapshot: monitoring learning outcomes**

- **Monitoring learning outcomes:** The monitoring exercise collected information about the efforts of countries to monitor learning outcomes at regular intervals at the primary and lower-secondary level through participation in national or international comparative assessments. Ministries of education were asked whether they (a) monitor learning outcomes at the primary and lower-secondary levels, (b) conduct school leaving examinations at the primary and secondary levels, or (c) participate in international assessments. The responses provide information on how countries measure learning outcomes nationally and about their participation in international comparisons. The participating ministries of education were also asked whether they administer oral reading fluency tests, such as the Early Grade Reading Assessment, which is a popular oral reading fluency test administered in many partner developing countries. The test lasts 15 minutes and is administered orally to students in the early grades of primary school. An updated chart showing the participation of developing country partners in international assessments is available in the 2011 GPE *Results Report* (GPE 2012a). All reporting countries monitor learning outcomes at the primary level or the lower-secondary level, or, in some instances, at both levels. More than two dozen countries reported that they use school leaving examinations at the end of the primary or secondary cycles to measure student achievement.
- **School leaving examinations:** The majority of countries administer school leaving examinations at both the primary and secondary levels. Puntland and Somaliland in Somalia administer the examinations only at the primary level, in grade 8. The Gambia, Georgia, Nepal, and Vietnam are among the handful of GPE countries that administer the examination only at the lower-secondary level.
- **Participation in international assessments:** Only a few GPE countries reported that they participated in international assessments. Moldova participated in the most international assessments: the Progress in International Reading Literacy Study (PIRLS), the OECD Programme for International Student Assessment (PISA), and the Trends in International Mathematics and Science Study (TIMSS). It most recently participated in the PISA, in 2009, and plans to do so again in 2013. The most common international assessments in which countries reported their participation include the Program on the Analysis of Education Systems of the Conference of Ministers of Education of French-Speaking Countries (PASEC), the PIRLS, the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SAQMEC), and the TIMSS. Some countries that have not participated in international assessments have announced their intention to do so. This includes The Gambia, which reported plans to participate in the PIRLS in 2015 and the TIMSS in 2016.
- **Assessing early reading skills:** An increasing number of reporting countries are participating in the Early Grade Reading Assessment or similar assessments. In recent years, Burundi, Cambodia, Georgia, and Papua New Guinea have participated in this assessment. Several other countries have undertaken similar assessments; these include Afghanistan, Lesotho, Mongolia, Mozambique, and Senegal.

*Source*: GPE compilation.

[31] See, for example, "Support to Ministry of Education," Adam Smith International, London, http://www.adamsmithinternational.com/content/support-ministry-education.

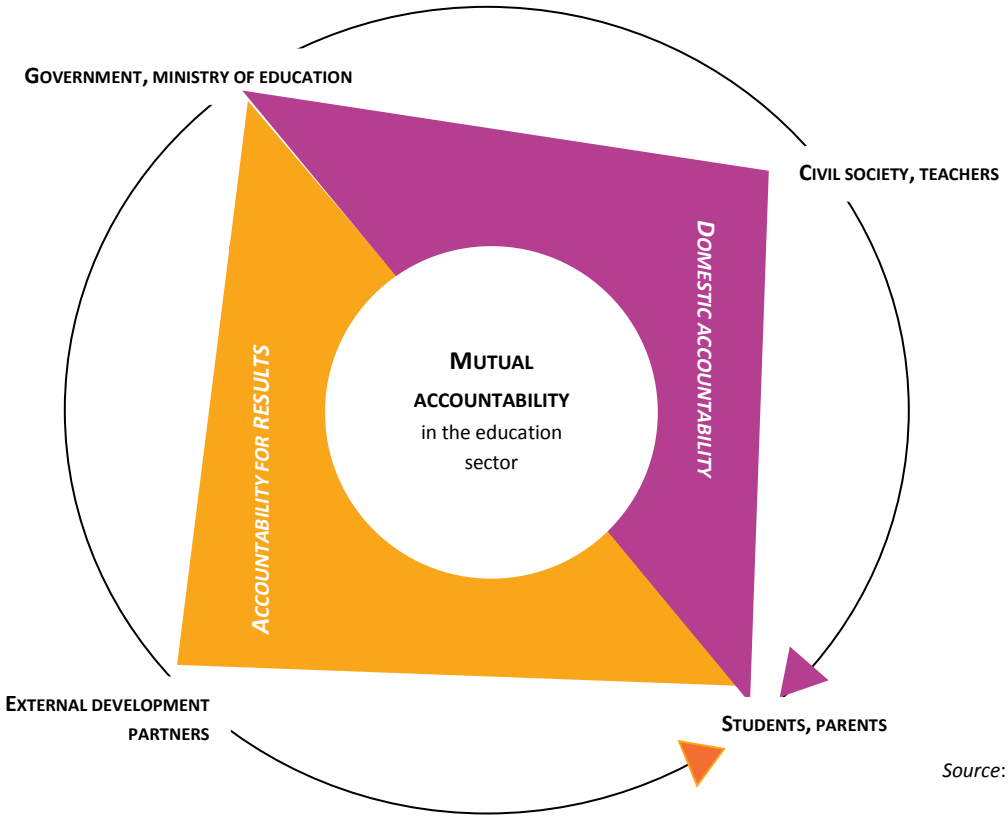
## 2.5 Mutual Accountability

Accountability among partners for their commitments, actions, and results is the overarching principle of partnerships in the context of development cooperation. Such mutual accountability is also a process and a discipline. It requires constant effort to build trust and an enabling environment for exchanges, discussions, and transparency among all partners. Mutual accountability is linked to successful management for results, but equally to all other areas discussed in this report.

The monitoring exercise analyzed mutual accountability from four perspectives, as follows: (1) the platform and the space for dialogue and coordination (LEGs); (2) the process for the joint review of progress in the sector (JSRs); (3) the structures of accountability and dialogue among government, civil society, and donors (civil society participation); and (4) sectoral collaboration and the principles of aid effectiveness (partnership principles). Those relate to the accountability-for-results dimension associated with the financing and implementation of education plans, which involves government, donor, and civil society partners (figure 5). The monitoring exercise was not designed to look at domestic-accountability dimension across governments, civil society, and the private sector (figure 5).

The monitoring exercise focused on *indicator 12* as a tool of comparison with the results of the 2011 OECD survey. The indicator measures the scope of any processes available for assessing progress; in the education sector, this refers only to information on the existence of JSRs.

**Figure 5. Mutual accountability in the education sector**




*Source*: GPE compilation

### 2.5.1 LEGs

*LEGs are sectoral coordination platforms or representative forums that include domestic and international actors*.[32] Membership is more inclusive than a government-donor working group. It reflects the importance assigned to participation and coordination with all stakeholders that play a role in policy and budget decisions, advocacy, implementation, and service delivery in the education sector. In general, the main goal of LEGs is to support capacity building and the establishment of national ownership in local systems and processes for drafting, budgeting, implementing, and monitoring education plans for the effective delivery of education services (figure 6). To accomplish this goal, LEGs offer a space for coordination and dialogue. The monitoring exercise finds that a LEG is best positioned to serve this purpose if the government exercises leadership, membership includes domestic and international partners, and there is a strategic focus and a structured approach to work and governance (figure 6). LEGs in some partner countries operate within the national development cooperation framework to implement the national development strategy, together with other sectoral working groups.

**Figure 6. Purpose and effectiveness of LEGs**

**PURPOSE OF LEGS**
Support national ownership and the capacity to build strong national systems to plan, budget, implement, and monitor education plans by providing sector coordination mechanisms

To achieve this, LEGs need to work effectively

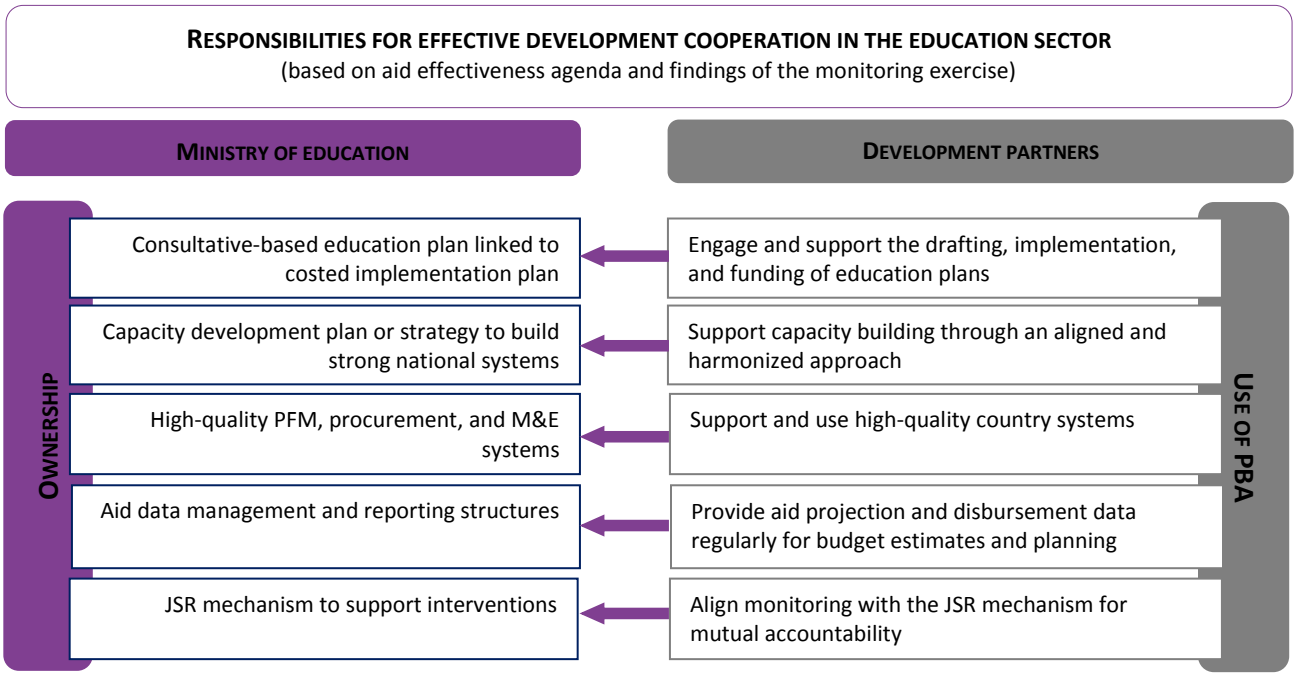
**FOUR COMPONENTS OF LEG EFFECTIVENESS**

| OWNERSHIP | MEMBERSHIP | FOCUS | GOVERNANCE |
|---|---|---|---|
| *government leadership on*<br>– sectoral processes<br>– sectoral priorities<br>– LEG activities | *representation, plus engagement of*<br>– local education stakeholders<br>– development partners with strong technical capacity | *strategic focus on*<br>– education plan development, implementation, results<br>– transparency and accountability | *approach defined by*<br>– shared agenda (for example, LEG terms of reference or work plans)<br>– regular structured meetings and a follow-up process<br>– a clear division of labor<br>– technical task teams |

*Source*: GPE compilation.

[32] The term used for LEGs may vary by country.

**Figure 7. Effective development cooperation in the education sector**




*Source*: GPE compilation.

*LEGs exist in all partner countries, in different forms and with different structures.* In 14 partner countries on which data are available, the chair of the LEG is the ministry of education, and, in 10 countries, the ministry co-chairs the LEG with a donor partner. This reflects the growing ownership of sectoral dialogue and coordination by governments. Only in 10 partner countries is the LEG led exclusively by one or two donors. While local donor groups or donor-government groups remain important and government-to-donor and donor-to-donor dialogue is a key component of development cooperation, LEGs have usually evolved to become more inclusive multistakeholder forums and increasingly encompass nongovernmental organizations and domestic stakeholders. This process is ongoing and is being reinforced through the development effectiveness agenda, which puts greater focus on domestic accountability. The experience in Georgia provides an example of steps that may be taken to increase accountability. The Ministry of Education and Science has launched several initiatives to ensure transparency, promote broader public discussion of education-related issues, and establish relevant coordination mechanisms with representatives of civil society and NGOs. In February 2010, after extensive consultations with representatives of Parliament and the nonparliamentary opposition, trade unions, associations, foundations, and NGOs, the Ministry of Education established a public board that meets on a monthly basis to discuss and resolve routine and urgent issues in the education system.

*LEGs are representative of various education stakeholder groups* (see table 6 for an example). The composition and membership of LEGs vary across countries. The size of a LEG may range from 10 members to more than 100 members. The LEGs in The Gambia, Guinea, and Malawi are particularly large, with 88, 40, and 55 members, respectively. The largest stakeholder groups

in these three LEGs are the ministry of education and other ministries. LEGs are encouraged to welcome external and domestic education stakeholders equally to ensure inclusiveness, transparency, and accountability. Examples of stakeholder groups that are represented in the LEGs (table 6 and box 17 provide examples) are (1) subnational and national ministry of education staff; (2) ministries of finance, ministries of planning, or other line ministries; (3) donors (bilateral donors, multilateral agencies, regional development banks, embassies); (4) international NGOs and private foundations; (5) national NGOs, CSOs, and teachers unions; and (6) other national education stakeholders (universities, for instance). In Rwanda and Tajikistan, the office of the president is represented on the LEG. The nature and size of LEGs determine how often they meet. Large LEGs tend to meet once to twice a year, while subgroups meet more often. On average, LEGs meet every month or two.

*International NGOS are represented on the LEGs in the majority of partner countries*. International NGOs have become important development partners in policy and implementation issues in the education sector. Save the Children is a member of the LEGs in Malawi, Mongolia, Senegal, Somalia (Somaliland), Sri Lanka, Vietnam, and Zambia. Oxfam is a member of the LEGs in Lao PDR and Vietnam. ActionAid, the Forum for African Woman Educationalists, and Plan International are members of the LEG in Senegal.[33] They are also key sources of funding in some countries; an outstanding example is Lao PDR, where more than 30 international NGOs provide approximately US$10 million annually. International NGOs have a critical role in fragile and conflict-affected countries, where education must be provided in emergency situations or during the transition from emergency and humanitarian assistance to regular development cooperation. International NGOs also help national CSOs in developing capacity and gaining a presence in the education sector; they have played a crucial role in the implementation of the Civil Society Education Fund (box 19).

| Table 6. Lao PDR, Education Sector Working Group | |
|---|---|
| **Year established** | 2006 |
| **Periodicity of meetings** | Every two weeks |
| **Chair** | Ministry of Education and Sports, plus a donor partner |
| **Focal groups** | Basic education, post–basic education, finance and performance planning, research |
| **Membership** | |
| **Ministry of Education** | All Ministry of Education departments, provincial education service offices, and offices of the provincial governors |
| **Other ministries** | Ministry of Planning and Investment, Ministry of Health, Ministry of Finance, and Lao National Committee for the Advancement of Women |
| **Development partners** | Asian Development Bank, Agence Française de Développement, AusAID, Belgian Technical Cooperation, European Commission, JICA, the Korea International Cooperation Agency, SIDA, UNESCO, UNICEF, the World Bank, the World Food Programme, and the embassies of China, Germany, Japan, Korea, Luxembourg, Poland, Singapore, Thailand, the United States, and Vietnam |
| **International NGOs** | Save the Children Australia, Save the Children Norway, Plan International, Catholic Relief Services (acting as the rotating international NGO focal point) |
| **National civil society** | Lao Women's Union |
| *Source*: Lao PDR, Profile of Aid Effectiveness in the Education Sector in 2010. | |

[33] This information is based on the data provided by the ministry of education for 2010. The information provided here may not be complete.

*The principles of aid effectiveness have influenced the approach of education partners and the activities of the LEG* (see figures 6, 7). The monitoring exercise finds that LEGs aim to strengthen the aid effectiveness agenda by, for example, holding partners accountable for creating or using PIUs, discussing the opportunities and challenges involved in establishing PBAs or SWAps, or reporting aid data regularly and in a transparent manner. Though all LEGs are not equally active in seeking to achieve this goal, there are many other similarities of role and function among the LEGs. The LEGs have been central in the development, endorsement, implementation, monitoring, and updating of education plans and in planning and coordinating technical cooperation, missions, and analysis. In Lesotho, donor partners reported that there had been extensive dialogue in the education sector about improving the orientation toward aid effectiveness, including efforts to revitalize the education partners forum and enhance coordination and harmonization. In Sierra Leone, the LEG has prioritized key activities, including improved harmonization among donors and with the government, adherence to the agreed approach toward aid effectiveness, and support for a capacity development strategy and the process of updating the education plan. In Mozambique, the LEG functions according to the terms of reference developed for the education SWAp in 2006. The emphasis is on more well integrated and rational planning, budgeting, and implementation of the Ministry of Education's strategic plan; reducing the transaction costs involved in the management and coordination of external assistance for the education sector; and improving the quality and coherence of the policy dialogue between the Ministry of Education and donors.

**Box 17. Examples of LEGs**

- In *Mongolia*, the education donor consultative mechanism was established in 2005. Six donor partners participate on a regular basis. Membership includes the Ministry of Education, Culture, and Science and the Asian Development Bank, GIZ, Japan (JICA and the Embassy of Japan), the Millennium Challenge Corporation, UNESCO, UNICEF, the United Nations Population Fund, and the World Bank. In addition, national CSOs, the Mongolian Education Alliance, the Open Society Forum, and several international NGOs, including the Asia Foundation, Save the Children, and World Vision, participate in the consultative mechanism as observing members. The group is co-chaired by the ministry and, on a rotating basis, a donor. The group meets semiannually, but meetings may be held more often depending on the gravity of the issues for discussion. Beyond the group, the ministry also engages in a formal dialogue with national CSOs.
- In Niger, the LEG was formally established in 2003. Meetings are co-chaired by the Ministry of Education and a donor partner and take place every month. The group consists of approximately 20 partners representing various Ministry of Education departments, the local education donor group, and international NGOs (ActionAid, Catholic Relief Services, Concern Worldwide, Handicap International, and Oxfam). Niger was one of the first countries to join the Global Partnership, and this facilitated the establishment of the LEG. National CSOs are not yet represented in the group.
- In *Senegal*, the local education partners group was established in 2008. It encompasses representatives of various Ministry of Education departments, around 25 financial and technical partners, and about the same number of international NGO and CSO partners, including ActionAid, Counterpart International, the Forum for African Women Educationalists, Plan International, and Save the Children. The group meets twice a year. It is co-chaired by the Ministry of Education and a donor partner. Meetings of the financial and technical partners take place more often and regularly throughout the year. Additionally, there are meetings between the government and financial and technical partners during the year. National civil society was not represented in the local education partners group in 2010, but the ministry plans to strengthen the relationship with CSOs by signing agreements and sharing information, thereby increasing the national ownership in education.

*Source*: GPE compilation based on country profiles and data provided through the monitoring exercise.

*The analysis of the information gathered through the monitoring exercise indicates that education sector partners respond to emerging issues or challenges by establishing small technical working groups or sub–working groups where they can focus their technical expertise on improving effectiveness*. In general, these working groups are clustered around the education subsectors (early childhood care and education, primary and secondary education, nonformal education, and technical and vocational education and training) or specific technical or management areas (financial management, procurement, M&E, governance). Such technical committees or sub–working groups exist in numerous countries, such as Ghana, Liberia, Mongolia, Nepal, Papua New Guinea, Zimbabwe, and others. They concentrate efforts primarily on jointly supporting the effective implementation of national education plans and national capacity development.

*The monitoring exercise finds that, in the majority of the countries, donor partners rely on education specialists who are locally based*. In Georgia and Senegal, all participating donors reported that they had an education specialist in the country, and there were only a few cases where less than half the donors in a country had such a specialist. If a donor has no local education specialist, education is usually covered within a social sector portfolio or specialized support is provided through regional or headquarters staff. In Burkina Faso, only one of the eight donors reporting stated that education was covered within the social sector portfolio; the others donors all had a local specialist. However, in Guinea for example, there were responses from 10 donors, of which only three (GIZ, Japan, and UNICEF) reported that they had an education specialist stationed in the country office; the others stated that they had no education specialist or that information was not available. Of the eight donor partners reporting in Sierra Leone, only two stated they had a local education specialist. The availability of technical expertise and specialist education knowledge is critical for informed discussions and decision-making within the LEG and to provide advice to the government partners.

*LEGs may not all operate to their fullest potential*. Various factors influence the effectiveness of a LEG (figure 6 above). Some countries reported that sector coordination had not been as effective as needed and that efforts, for example, the establishment of sector coordination reviews or consultations, were undertaken to change this. Challenges that were identified included the lack of a clear division of labor among the LEG members, the absence of a terms of reference with agreed terms and operating principles of a LEG, a lack of leadership by the ministry of education (such as through ensuring that regular, effective LEG meetings are held and that there is follow-up), the lack of consensus building among donors, or the absence of national CSOs among LEG members. These issues can be readily addressed, but others are more problematic, such as the existence of an obstacle-ridden policy climate that affects the dynamics of a LEG, but within which the LEG must operate to ensure continuity in sectoral activities.

- In Madagascar, political upheaval that led to the ouster of the democratically elected government in 2009 resulted in the loss of technical capacity in government institutions. The last JSR before the political crisis was held in 2008, but, in 2010, the LEG agreed to plan an alternative JSR that was to take place in May 2011 to counter the lack of progress in the sector since 2009. The aim was to allow the LEG to retake the initiative in reviewing challenges and the progress in education despite the political instability.

### 2.5.2 Joint Sector Reviews[34]

*The monitoring exercise found that 25 partner countries relied on a regular JSR process and had instituted such a process in 2010* (appendix B; table B.13.). Ten countries had no JSR process or did not conduct one in 2010. (Four of these countries were not GPE-endorsed partners that year.) JSRs are exercises that engage government authorities and donors in a review of performance and progress in the education sector. There is considerable variation from country to country in the manner in which JSRs are undertaken in content, focus, and outcomes. JSRs are organized either once or twice a year. Of the 21 reporting countries, the Kyrgyz Republic stated that a JSR was held three times a year; all other countries conduct JSRs once or twice a year. Nepal, for example, conducts two annual JSRs: the joint annual review, which is held in April, and the joint consultative meeting, which is held in December. An aide-mémoire captures agreements between the government and donors, along with points for action and timelines for deliverables.

*The majority of JSRs involve the participation of domestic and international education stakeholders, which has the potential to increase the accountability for the results, including the potential to enhance domestic accountability*. Several countries reported that ministries of finance and ministries of planning participate in the JSR process. In the majority of countries, civil society representatives are also included. In Lesotho, for example, national CSOs were not direct participants in the JSR until changes were made in 2010. The Gambia's December 2010 JSR involved representatives from nearly 100 donor and domestic partners. In some countries, the JSR forms part of an annual multistep process to review performance in the education sector. In Benin, JSRs take place twice a year and involve 200–50 participants.

- In Ethiopia, the 2010 JSR included donor partners, Ministry of Education representatives, regional education bureau heads and representatives, and CSOs. The JSR in Ethiopia usually focuses on a specific theme. The theme is used as a basis for the country's annual review mission, which analyzes

**Box 18. JSR findings and analysis**

- Generally, stakeholders value the JSRs, although most respondents in the monitoring exercise noted the need to rethink the approach, turn the JSRs into an opportunity for more strategic dialogue on specific themes, and slim them down in terms of length and frequency.
- Not all JSRs involve the systematic monitoring of progress in realizing the targets and indicators of education plans. Of the JSR reports analyzed, slightly fewer than half contained explicit analysis of data on key indicators.
- Analysis of available JSR reports suggests there has been an increase in recent years (since approximately 2008/09) in the attention to the results of monitoring.
- Institutional or political factors constrain JSRs, sometimes making them an annual ritual rather than a forensic check on progress, a meaningful planning process, and an exchange of insights.
- The degree of government ownership of the JSR process differs from country to country, but the evidence shows that, in most countries, ministries of education are increasingly taking the driver's seat.
- Many JSRs generate unfeasibly long lists of recommendations that cannot be manageably implemented; action on these recommendations is almost never tracked during subsequent reviews.

*Source*: GPE Secretariat (GPE 2012b).

[34] A more in-depth analysis of JSR processes and reports was conducted by the GPE Secretariat in 2011 (GPE 2012b). The analysis was based on desk reviews, data from the monitoring exercise, and interviews. The JSR analysis provides more detailed findings, as well as recommendations on ways to make JSRs more effective.

progress in the education sector.

- In Ghana, the national education sector review occurs annually. It provides a forum for an examination of the performance of the sector over the previous year and identification of priority actions for the following year. The Ministry of Education, the Ministry of Finance and Economic Planning, local government authorities, donor partners, national CSOs, international NGOs, teachers, universities, research institutions, parents, and private schools are active in the review process. The results contribute to the performance assessment in the annual budget cycle, which rolls out three-year operational plans, multidonor budgetary support, and consultative group and partnership meetings.

*JSRs are perceived as an opportunity to review sector progress, but there is room for greater effectiveness, for example, by seeking to influence the policy dialogue in the sector* (box 18). In the context of the JSR, reports and aide-mémoires are prepared and shared widely. These include policy recommendations, but we have no information indicating these are systematically acted upon. In Burundi, the JSR report is shared with external partners such as sectoral unions and CSOs that are not part of the JSR process. In Lao PDR, the JSR is used as a mechanism to support the government's education sector development framework and improve the alignment, harmonization, and focus on results in the projects of donors. Several partners reported that the structure of the JSR process has helped determine the effectiveness of the JSR meetings and the outcomes in some countries.

*The challenges associated with the JSRs vary across countries*. The JSRs frequently involve numerous presentations, studies, and discussions, but these are not always translated into strategic reforms or follow-up initiatives. In Zambia, according to the Ministry of Education, JSR findings generated during joint field trips had only a limited impact on plans, strategies, and priorities in education. The same seems to be true elsewhere. Other countries sometimes struggle to make use of JSRs as a policy planning and decision-making mechanism, in part because the process is relatively new in these countries. Some JSRs are hastily drafted and therefore do not provide a rich, robust, evidence-based overview of the sector. Other constraints include insufficient technical and organizational capacity to carry out JSRs effectively.

### 2.5.3 National Civil Society Participation[35]

*Among the 30 ministries of education that responded to the questionnaire, 18 reported that national CSOs are members of the LEGs. In 12 countries, a national education civil society coalition or a CSO coordinating entity represents local civil society as a stakeholder group in*

[35] National CSOs are nongovernmental or community-based organizations that are located and registered in a country. International NGOs belong to the wider civil society stakeholder group at the international level. However, because domestic accountability is emphasized in the monitoring exercise, the focus is on national CSOs, while international NGOs are regarded as external development partners. Information on civil society participation and engagement was collected through the ministry of education questionnaire.

*the LEG (table 7). In 25 countries, the ministries of education engaged with CSOs outside the LEG structures in a formal dialogue.* Somaliland (Somalia) offers an example of a serious effort to incorporate CSOs into the education policy dialogue. According to the Ministry of Education, all CSOs engaged in formal and nonformal education must register with the ministry and provide annual reports on their activities. This is in recognition of the important role that these organizations serve in the sector: their combined funding often outstrips the government's budgetary allocations to social services, including education. The ministry conducts a regular formal dialogue with CSOs outside the LEG, and CSOs are invited to participate as active members of the LEG.

**Table 7. CSO/ NGO coalitions represented on LEGs**

| Country | CSO/ NGO coalition |
|---|---|
| **Afghanistan** | Afghan NGO Coordination Bureau |
| **Burkina Faso** | Coalition pour l'Education pour Tous |
| **Cambodia** | NGO Education Partnership |
| **Gambia, The** | Education for All Campaign Network |
| **Ghana** | National Education Coalition Campaign |
| **Guinea** | La Coalition Nationale pour l'Education |
| **Malawi** | Civil Society Coalition for Quality Basic Education |
| **Mozambique** | Movimento de Educação para Todos |
| **Papua New Guinea** | Education and Advocacy Network |
| **Somaliland (Somalia)** | Center for Education and Development |
| **Togo** | Coalition Nationale Togolaise pour l'Education Pour Tous |
| **Zambia** | Zambia National Education Coalition |

*Source*: GPE compilation based on ministry of education questionnaires.
*Note*: The information available on some countries was incomplete.

Countries like Cambodia, Togo, and Senegal also report active engagement with the local civil society, including the national education civil society coalitions (table 7). Other examples include Papua New Guinea, where the Ministry of Education's dialogue with CSOs – with and through the Education and Advocacy Network – includes religious groups, through annual church-state partnership meetings, teachers unions and representatives of government agencies and teachers unions. The local civil society is represented in the LEG in Burkina Faso through the Education for All Coalition. A cooperation mechanism for basic education was also established by the government and civil society representatives. The government likewise meets periodically with unions active in the education sector. In Ghana, there is a desk officer at Ministry of Education who is responsible for links with CSOs and participates in related reviews and the planning of CSO interventions. In Nepal, CSOs are involved in preparing, carrying out, and reviewing education plans as a partner in the SWAp and in the pooled fund. In Nepal, the National Academy for Indigenous Nationalities, the Nepal National Disabled Federation, the NGO Federation of Nepal, and the Teachers' Union of Nepal are represented on the LEG. This is a creative way to include CSOs in planning.

*Despite good practices, however, there is a serious need for more CSO involvement in the education policy sector dialogue and coordination processes.* Eleven ministries of education reported that national CSOs were not part of the LEGs and three had not provided information. In countries in which the ministries of education perceive the local CSOs to lack capacity, they are less likely to be represented in the LEG. In 2010, this was the case in Guinea-Bissau and Niger. While in Niger the Ministry of Education engages with the national CSOs outside the

LEG, this was not the case in Guinea-Bissau.[36] In order to address the situation described, for example in Niger, where CSOs have low capacity, the Global Campaign for Education launched the Civil Society Education Fund (CSEF) in 2009 to respond to situations in which national coalitions and CSOs lack critical capacity or funding to participate in sectoral processes and dialogue (box 19). The aim is to raise the capacity of these coalitions to assume more responsibility in sector policy dialogue and processes and expand coalition networks and coordination, as agreed in 2000 in the Dakar Framework for Action.

**Box 19. Civil Society Education Fund**

- The CSEF has paved the way for civil society to become a credible and influential partner in education sector dialogue through its work with national education coalitions representing local CSOs within countries.
- The CSEF was created by the Global Campaign for Education in 2009 to support the core work of national education coalitions so that civil society is able to become fully engaged and track the progress of national governments and donor groups in seeking to realize the goals of Education for All.
- The GPE provided US$17.6 million to the CSEF in 2009–12, while the Australian government supplied US$5 million in 2012.
- National education coalitions in 45 developing countries in Africa, Asia and the Pacific, and Latin America have benefited from the CSEF, which has helped strengthen their capacity to advocate for quality education for all.

*Source*: Global Campaign for Education.

### 2.5.4 Sector Coordination and the Principles of Aid Effectiveness

*In 2010, the majority of partner countries had identified principles or a cooperation framework to assist in the coordination of the activities of government, domestic, and international stakeholders in the education sector*. Partnership principles were included in memorandums of understanding, joint financing arrangements, or directly in education plans. Among the first countries to draft a sector coordination document was the Kyrgyz Republic, in 2003. Some countries have revised the coordination instruments over the years. Ghana developed partnership principles for the education plan in 2003 and for the revised education plan in 2010. Sri Lanka produced several sector coordination documents between 2005 and 2009, including a memorandum of understanding and partnership principles with donors, as well as annual work plan agreements with AusAID, GIZ, and UNICEF.

*Aid effectiveness targets have been set in the education sectors in 19 partner countries,* for example The Gambia, Lao PDR, Madagascar, Moldova, Mongolia, Mozambique, Togo, Vietnam, and Zambia. These targets were regularly monitored through the JSRs in 12 countries, and 13 countries had monitored the progress in achieving aid effectiveness targets during the previous two years (2009–10). This activity by governments and development partners in the education sector is often guided by joint assistance strategies, national development strategies, or other

[36] For future research it would be interesting to analyze the relation between the size of an LEG relative to its inclusiveness. The LEG in Guinea-Bissau is reported to have only 10 members.

national level development coordination efforts. The aid effectiveness agenda and the related monitoring are not new phenomena, but the familiarity of participating governments and donors with the indicators and the related terms and definitions vary within and across countries. Thus, it appears that the overall OECD survey process and the monitoring of aid effectiveness are not managed by the same departments within government agencies or donor country offices. This may have generated, for example, inconsistencies in the reporting for the monitoring exercise but may also have an effect on the prioritization of the aid effectiveness principles in general in the sector.

*In only 13 countries sector partnership principles include guiding principles of engagement with CSOs*, though such principles are important in establishing an enabling environment and a clear understanding of the importance of CSOs in the sector. Only five ministries of education reported that increased collaboration with CSOs is a target for improved aid effectiveness. The lack of such principles of engagement has been identified as a challenge for CSOs to assume their roles in the sector dialogue among other partners, for example when it comes to information sharing.

- In Cambodia, the joint technical working group (Ministry of Education, Youth, and Sports) and partners in the education sector working group (CSOs, donors, and NGOs) adopted principles on aid effectiveness in 2010. These are consistent with the proposals in the Paris Declaration and the Accra Agenda. The joint technical working group has also served as a platform for sharing analysis and promoting harmonization, alignment, and coordination in support of the country's National Strategic Development Plan (2009–13).
- In Vietnam, the Ministry of Education signed a memorandum of understanding and development partners in 2008 that addresses the principles of engagement with civil society in education by the government and donors. The government and donors have also agreed on aid effectiveness targets in education. Progress in reaching the targets has been assessed by the government and donors since 2009. On a rotating basis, a donor partner co-chairs the Aid Effectiveness Forum with the Ministry of Planning and Investment.

# 3. CONCLUSION

This synthesis report on the GPE 2011 Monitoring Exercise on Aid Effectiveness in the Education Sector is based on data provided by 245 partners in 36 countries. It describes a wealth of experience and practice in aid delivery and cooperation in education. It underlines that aid effectiveness derives from a collective effort, and this emphasizes the importance of strong sector partnerships.

The following are *four sector policy and coordination pillars* that also provide *structured arrangements for mutual accountability in the education sector*: (1) national education plans, (2) LEGs, (3) a results-oriented framework, and (4) JSRs. Although these four pillars are not equally developed or equally effective in each country analyzed in this report, the monitoring exercise nonetheless shows that they have been established in each country and that domestic partners and donors also recognize the importance of structured development cooperation in the education sector. The related processes are guided by the principles of aid effectiveness and the national vision of development. Strengthening the structures of cooperation is essential in the effort to realize four objectives of development cooperation in education, as follows:

1. The *country ownership of education development*, including ownership of the support for a sturdy framework for domestic accountability

2. *Inclusive and effective partnerships* in education development

3. *Strengthening national systems* by designing aligned aid modalities and harmonized approaches

4. Delivering and accounting for the *results in education*.

These areas embody important principles of the GPE. This synthesis report shows that aid is being delivered and managed in partner countries at levels below the expectations of the 2010 Paris targets. The results are especially poor in the use of country systems, PBAs, and aid predictability. Because the aid effectiveness agenda is so broad and complex in each of five key areas (ownership, alignment, harmonization, managing for results, and mutual accountability), it is no surprise that the results are mixed across partner countries.

On several issues, the available information is insufficient for meaningful discussion and mutual learning. Among these issues is the design and structure of aid modalities to support the four objectives mentioned above. Although relevant studies have been carried out, more information is needed on financial management and donor cooperation to meet standards in analysis that would be acceptable to the majority of donors providing education aid. More study of what works and what does not work will also be needed to inform the practice in countries that are facing challenges because of weak capacity and inadequate aid structures and education systems, especially in states that are fragile or affected by conflict. The GPE will be increasingly engaging with these and other partner countries, and governments, donors, and CSO partners

will need to be creative in identifying ways to fulfill the principles of aid effectiveness as a vehicle for achieving better results in education.

This report on the monitoring exercise is a contribution to a mutual learning process within the Global Partnership for Education. In areas in which knowledge gaps have been pinpointed, it is hoped that the report will help encourage additional research. It is also hoped that partners will be inspired to improve aid effectiveness through their independent efforts. Partners are encouraged to continue the aid effectiveness discussion beyond this exercise and include new donor and civil society partners.

The GPE is well placed to support the strengthening of the four pillars of sector policy and coordination in partner countries and to enhance the arrangements for mutual accountability so as to advance toward the achievement of the four objectives of development cooperation in education. Indeed, the GPE strategic plan; the new GPE M&E strategy, including the Results Framework and the accountability matrix; the improved country support; and the structures and principles of the GPE Fund will continue to be focused on strengthening the four pillars in support of improved development effectiveness in the education sector.

**IMPROVING DEVELOPMENT EFFECTIVENESS**

THE GLOBAL PARTNERSHIP HAS STRONGLY ADHERED TO THE PRINCIPLES OF AID AND DEVELOPMENT EFFECTIVENESS AGREED ON IN PARIS AND ACCRA AND REINFORCED IN BUSAN IN NOVEMBER 2011. THE GLOBAL PARTNERSHIP COUNTRY-LED MODEL WORKS EFFECTIVELY. BY JOINING THE GLOBAL PARTNERSHIP, DEVELOPING COUNTRIES, DONORS, INTERNATIONAL ORGANIZATIONS, CIVIL SOCIETY, THE PRIVATE SECTOR, AND PRIVATE FOUNDATIONS COMMIT TO DEVELOPMENT EFFECTIVENESS. THIS COMMITMENT MEANS A COUNTRY-LED PROCESS THAT SUPPORTS DEVELOPING COUNTRY PARTNER GOVERNMENTS TO PLAN EFFECTIVELY FOR RESULTS, TAKE THE LEAD ON DELIVERY, AND EFFECTIVELY MANAGE THEIR FINANCES WHILE BEING SUPPORTED BY PREDICTABLE AND TIMELY DISBURSEMENTS FROM DONORS. THIS FOCUS WILL CONTINUE TO REINFORCE THE MANNER IN WHICH THE GLOBAL PARTNERSHIP FUNCTIONS AT ALL LEVELS.

SOURCE. GPE STRATEGIC PLAN 2012 – 2015, PAGE 19.

# PART 2

## Statistical Appendix

## Appendix A: Information about the Data and the Indicators

*Information about the Data*

*The tables in the statistical appendix* present the data collected on the situation in 2010 through the GPE 2011 Monitoring Exercise on Aid Effectiveness in the Education Sector. The data were collected on 11 of the 14 indicators associated with the Paris Declaration on Aid Effectiveness (indicators 3, 4, 5a, 5b, 6, 7, 9, 10a, 10b, 11, and 12). These indicators have been especially adapted by the GPE to the education sector. The indicators have been measured based on data for 2010 on 36 GPE partner countries (see appendix B, tables B.2–B.13). Information on indicator 2 is also presented based on 2011 OECD survey data to assist in the analysis of indicator 5a. The tables in appendix B include, for comparison, data on eight GPE partner countries that participated in the GPE 2008 Pilot Survey on Monitoring the Paris Indicators in the Education Sector and data on all 36 countries that were obtained through the 2011 OECD Survey on Monitoring the Paris Declaration, which was aimed at gathering information on development cooperation more generally. The data published here represent the best information available.

*Data submissions and the scope* of the 2011 monitoring exercise are represented in table B.1. Of the 36 partner countries on which data were used in this monitoring exercise, 31 were GPE partner countries in 2010; 5 current partner countries were not partners then. Three partner countries—the Democratic Republic of Congo, Honduras, and Kenya—submitted data, but considered the data set too narrow for accurate representation. Donors in all three partner countries submitted data at an earlier stage of the monitoring exercise.

*The data are based on self-reporting by ministry of education and donor partners.* The data tables include the most recent available information as provided by ministries of education and donors and compiled through our reviews of the questionnaires and the individual country profiles. A light touch was adopted in dealing with data collection and analysis: participation and self-reporting by country partners were encouraged, but considered voluntary. For each country, all DAC donors who had provided education aid were included in the exercise. The GPE Secretariat does not take responsibility for the accuracy of the data.

*The tables include results on eight partner countries that participated in the 2008 pilot survey* (Burkina Faso, Cambodia, Ethiopia, Honduras, Mauritania, Mozambique, Nicaragua, and Rwanda), which collected data on the situation in 2007, to allow comparisons with the 2010 data collected through the 2011 exercise. However, any comparison should be taken with caution because not all indicators are assessed according to the same methodology in the two surveys. The three partner countries that participated in the 2008 pilot survey, but not in the 2011 monitoring exercise are Honduras, Mauritania, and Nicaragua.

*Some local and international CSOs contributed to the monitoring exercise* by submitting a donor questionnaire (Togo) or by providing an explanatory note in addition to the one submitted by development partners (Burkina Faso). Despite the good appraisal of these actors by the GPE and the recognition that they have played a central role in the design and implementation of national education strategies and plans, the quantitative data they submitted

were not taken into account in the assessment of the Paris indicators on aid effectiveness. This decision follows the OECD methodology, which only accounts for the aid provided by DAC bilateral and multilateral country partners. However, the information provided by these CSOs and by the NGOs Ajuda de Desenvolvimento de Povo para Povo (Development Aid from People to People) and SNV Netherlands Development Organisation (in Guinea-Bissau), Oxfam (in Niger), and the Aga Khan Foundation and the Open Society Foundation (in the Kyrgyz Republic and Tajikistan) was included in the explanations of the results on aid effectiveness in the respective country profiles.

*Of the 36 partner countries surveyed during the exercise, 13 are considered to be in a fragile or conflict-affected situation*: Burundi, the Central African Republic, Chad, the Comoros, the Democratic Republic of Congo, Guinea-Bissau, Haiti, Liberia, Sierra Leone, Somalia, South Sudan, Timor-Leste, and Togo). Seven of these countries—Burundi, Chad, Guinea-Bissau, Liberia, Sierra Leone, Somalia, and Togo—also took part in the Monitoring Survey on the Principles for Good International Engagement in Fragile States and Situations, which collected data on the situation in 2010.

*Readers seeking further information* might consult Aid Effectiveness 2005-10: Progress in implementing the Paris Declaration (OECD 2011a), the country reports from the monitoring exercise, and the Evaluation of the Implementation of the Paris Declaration Phase II (Wood et al. 2011), including the country evaluation reports, as well as the report on the monitoring survey in fragile states.[37]

*Data Limitations*

*The data sets for measuring results are narrow*. In most countries, all donor partners providing aid in the education sector did not participate in the monitoring exercise. In Guinea-Bissau, The Gambia, Liberia, Sierra Leone, and Somalia, the database was particularly narrow though donors did participate. Data gaps are a challenge in the measurement of accurate results on individual indicators, and missing information from donors may have a significant impact on the results. Some questionnaires were also returned incomplete, which leaves data gaps. The explanatory note that was designed to accompany the questionnaire was not always returned, which added to the difficulty of preparing accurate country profiles in terms of analysis and background information. The amount and quality of the feedback for the country profiles varied widely across countries.

*Standard definitions and other issues of consistency*: Ensuring that a shared, standard definition is used for each indicator at least by each participating donor partner within each country was a key challenge in the monitoring exercise and in the 2011 OECD survey. Inconsistencies in this area were mentioned repeatedly by donors across countries. This affected the results. The exercise was designed assuming that there was a coordinated approach in countries to ensure a shared understanding of questionnaires. However, this assumption was valid only in some countries, such as Benin, Burundi, Ethiopia, Guinea, Lao PDR, Nepal, Papua

[37] See "2011 Survey of the Fragile States Principles," Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/document/49/0,3746,en_21571361_42277499_46007153_1_1_1_1,00.html.

New Guinea, Madagascar, Malawi, Mozambique, and Togo, where the LEGs attempted to ensure data consistency among all participating partners.

*Individual donor scores*: The performance of each donor should be examined in considering the overall result for a country. The individual country profiles give a much more detailed picture of the state of aid effectiveness. There is significant variation across donors within each country score for each indicator, and the scores of individual donors may be higher or lower than the overall country result. Indeed, aid effectiveness varies among donors within and across countries. Moreover, the performance of donors depends heavily on the country context. This is an important lesson in terms of (1) the practical value of the indicators and (2) the overall interpretation of the data.

*Median results*: There was wide variation in the performance of donors and other education stakeholders in the 36 partner countries. Rather than presenting an average for the number of PIUs or for other indicators, we therefore decided to use the median result to capture more accurately the relative position of countries on each indicator by preventing extreme values from influencing the results.

*Additional burden and complexity*: The monitoring exercise took place in parallel with the 2011 OECD survey to take advantage of the established data collection structures. However, the collection of education sector data involved a separate group of individuals in country offices with respect to the OECD survey; so, the synergy was not as great as had been anticipated.

*The participation of CSOs, NGOs, and private foundations*: The instructions for the implementation of the exercise within countries encouraged the inclusion of CSOs, NGOs, and private sector partners in the exercise. The main constraint was that there was no specific questionnaire designed for these partners. Nonetheless, in countries such as Benin, Niger, Tajikistan, and Togo, these sorts of partners responded using the donor questionnaire. In this case, the country profiles reflect this participation. However, for consistency and to remain faithful to the OECD methodology, these data were disregarded in determining the results on indicators.

The symbols used in the tables in appendix B are as follows:

| Symbol | Explanation |
|---|---|
| / | No result available; not possible to determine the result because of missing data |
| n.i. | No information provided |
| n.a. | Not applicable as explained by the donor |
| . | No information available (no participation in survey) |
| • | Questionnaire submitted |
| • | Questionnaire not submitted |
| - | Country profile has been shared with country partners; but will not be posted online |

# Appendix B: Partner Country Results by Indicator

## Table B.1. Data Submission and Scope

| | | Monitoring exercise tools | | | Donors, 2010 | | Country profile |
|---|---|---|---|---|---|---|---|
| Country | | Ministry of education questionnaire | Explanatory note | Number of donor responses | Number in LEG | Education aid, respondents US$, millions | Online |
| 1. | Afghanistan | ● | ● | 9 | 16 | 195.8 | yes |
| 2. | Benin | ● | ● | 10 | 10 | 53.06 | yes |
| 3. | Burkina Faso[a] | ● | ● | 8 | 10 | 66.17 | yes |
| 4. | Burundi | ● | ● | 6 | 7 | 52.06 | yes |
| 5. | Cambodia | ● | ● | 11 | 13 | 66.18 | yes |
| 6. | Cameroon | ● | ● | 6 | 6 | 23.49 | yes |
| 7. | Chad | ● | ● | 6 | 11 | 8.27 | no |
| 8. | Ethiopia | ● | ● | 13 | 14 | 321.59 | Yes |
| 9. | Gambia, The | ● | ● | Collective | >7 | 2.8 | no |
| 10. | Georgia | ● | ● | 4 | 6 | 16 | no |
| 11. | Ghana[b] | ● | ● | 7 | 7 | 113.01 | yes |
| 12. | Guinea[c] | ● | ● | 4 | 7 | 10.85 | yes |
| 13. | Guinea-Bissau | ● | ● | 4 | 5 | 14.67 | no |
| 14. | Kyrgyz Republic | ● | ● | 4 | 7 | 9.4 | yes |
| 15. | Lao PDR | ● | ● | 9 | 22 | 42.45 | yes |
| 16. | Lesotho | ● | ● | 3 | 8 | 9.61 | yes |
| 17. | Liberia | ● | ● | 3 | 5 | 46.82 | yes |
| 18. | Madagascar[d] | ● | ● | 10 | 10 | 38.4 | yes |
| 19. | Malawi | ● | ● | 9 | 10 | 69.31 | yes |
| 20. | Mali | ● | ● | 7 | 16 | 70.38 | yes |
| 21. | Moldova | ● | ● | 2 | 2 | 3.44 | no |
| 22. | Mongolia | ● | ● | 4 | 6 | 31.8 | no |
| 23. | Mozambique | ● | ● | 10 | 22 | 178.98 | no |
| 24. | Nepal | ● | ● | 12 | 12 | 145.59 | yes |
| 25. | Niger | ● | ● | 7 | 12 | 18.9 | yes |
| 26. | Papua New Guinea | ● | ● | 5 | 6 | 99.29 | yes |
| 27. | Rwanda | ● | ● | 5 | 13 | 60.27 | no |
| 28. | Senegal | ● | ● | 5 | 12 | 74.05 | no |
| 29. | Sierra Leone | ● | ● | 7 | 11 | 20.8 | yes |
| 30. | Somalia[e] | ● | ● | 3 | 5 | 36.8 | yes |
| 31. | Sri Lanka | ● | ● | 4 | 8 | 34.28 | no |
| 32. | Tajikistan | ● | ● | 6 | 6 | 24.27 | yes |
| 33. | Togo | ● | ● | 4 | 6 | 10.38 | yes |
| 34. | Vietnam | ● | ● | 8 | 11 | 117.75 | yes |
| 35. | Zambia | ● | ● | 7 | 9 | 55.4 | yes |
| 36. | Zimbabwe[f] | ● | ● | Collective | n.i. | 51.3 | yes |

Sources: Ministry of education questionnaires; World Bank (2011b).
Note: Green = submitted; red = not submitted
a. Two explanatory notes were submitted, one by donors and another by CSOs.
b. The World Bank submitted a questionnaire as supervising entity of GPE funding and another on its assistance.
c. The World Food Programme submitted a single donor questionnaire as the coordinating agency.
d. Ministry of National Education, Secretariat of State in Charge of Technical Education and Vocational Training, and the Ministry of Higher Education and Scientific Research responded to the questionnaire. Only the responses of the Ministry of National Education was used.
e. Somaliland and Puntland's ministries of education each submitted questionnaires, while donors provided information on all areas of Somalia.
f. The European Union submitted a single donor questionnaire as the coordinating agency.

## Table B.2. Indicator 2: Reliable Country Systems (for reference only)

### How reliable are national PFM (2a) and procurement systems (2b)?

| Country | 2011 OECD survey | | | |
|---|---|---|---|---|
| | Indicator 2a | | Indicator 2b | |
| | 2007 | 2010 | 2007 | 2010 |
| | for reference | for reference | for reference | for reference |
| 1. Afghanistan | 3.0 | 3.5 | C | . |
| 2. Benin | 3.5 | 3.5 | . | . |
| 3. Burkina Faso | 4.0 | 4.5 | . | . |
| 4. Burundi | 3.0 | 3.0 | . | . |
| 5. Cambodia | 3.0 | 3.5 | . | C |
| 6. Cameroon | . | . | B | . |
| 7. Chad | 2.0 | 2.0 | . | . |
| 8. Ethiopia | 4.0 | 3.5 | . | . |
| 9. Gambia, The | 3.0 | 3.5 | . | . |
| 10. Georgia | . | . | . | . |
| 11. Ghana | 4.0 | 3.5 | C | . |
| 12. Guinea | . | . | . | . |
| 13. Guinea-Bissau | 2.5 | 2.5 | . | . |
| 14. Honduras[a] | 4.0 | 3.5 | . | . |
| 15. Kyrgyz Republic | 3.0 | 3.5 | . | . |
| 16. Lao PDR | 3.0 | 3.5 | C | . |
| 17. Lesotho | 3.0 | 3.5 | . | . |
| 18. Liberia | n.a. | 2.5 | . | . |
| 19. Madagascar | 3.5 | 2.5 | . | . |
| 20. Malawi | 3.0 | 3.0 | C | . |
| 21. Mali | 3.5 | 3.5 | . | . |
| 22. Mauritania[a] | 2.5 | 3.0 | . | . |
| 23. Moldova | 4.0 | 4.0 | . | C |
| 24. Mongolia | 4.0 | 4.0 | C | . |
| 25. Mozambique | 3.5 | 4.0 | . | . |
| 26. Nepal | 3.5 | 2.5 | . | . |
| 27. Nicaragua[a] | . | . | . | . |
| 28. Niger | 3.5 | 3.5 | B | . |
| 29. Papua New Guinea | 3.5 | 3.0 | . | . |
| 30. Rwanda | 4.0 | 4.0 | B | . |
| 31. Senegal | 3.5 | 3.5 | B | . |
| 32. Sierra Leone | 3.5 | 3.5 | B | . |
| 33. Somalia (Somaliland) | . | . | . | . |
| 34. Sri Lanka | . | . | . | . |
| 35. Tajikistan | 3.0 | 3.5 | . | . |
| 36. Togo | 2.0 | 3.0 | . | . |
| 37. Vietnam | 4.0 | 4.0 | C | . |
| 38. Zambia | 3.5 | 3.5 | C | . |
| 39. Zimbabwe | . | . | . | . |
| **Total, average** | **3.3** | **3.3** | | **C** |
| **Total, median** | **3.5** | **3.5** | | **C** |

*Source*: GPE compilation based on data of the 2011 OECD survey.
*Note*: Indicator 2a is drawn from the World Bank CPIA, which reviews the quality of country policies and is based on a 0–5 point scale. Indicator 2b, where available, is based on the DAC methodology for assessing procurement systems.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.3. Indicator 3: Alignment of Aid Flows to Education on National Priorities, 2010

### Are government budget estimates comprehensive and realistic?

| Country | Monitoring exercise | | | | Indicator 3, % | | | |
|---|---|---|---|---|---|---|---|---|
| | Government budget estimates of aid flows, 2010, US$ | Aid disbursed by donors in for the government sector, 2010, US$ | Total aid disbursed, 2010, US$ | Share of total aid for the execution of plan activities, 2010, % | Monitoring exercise 2010 | | GPE pilot survey 2007 | 2011 OECD survey 2010 |
| | a | b | for reference | for reference | c = a/b | c = b/a | for reference | for reference |
| 1. Afghanistan | n.i. | 120,399,735 | 195,813,038 | 76 | / | . | . | 27 |
| 2. Benin | 60,475,291 | 53,066,004 | 53,066,004 | n.i. | / | 88 | . | 43 |
| 3. Burkina Faso | 24,649,484 | 53,822,126 | 66,174,714 | 95 | 46 | . | / | 84 |
| 4. Burundi | 41,011,605 | 41,152,369 | 52,065,037 | 100 | 99.7 | . | . | 52 |
| 5. Cambodia | 73,880,075 | 45,588,380 | 66,185,969 | 70 | . | 62 | 50 | 88 |
| 6. Cameroon | n.i. | 22,209,765 | 23,497,736 | 34 | / | . | . | 84 |
| 7. Chad | 13,483,000 | 6,455,612 | 8,270,024 | 39 | . | 48 | . | 43 |
| 8. Ethiopia | 320,021,000 | 288,639,378 | 321,596,048 | 76 | . | 90 | / | 48 |
| 9. Gambia, The | 18,875,682 | 2,800,000 | 2,800,000 | 100 | . | 15 | . | 33 |
| 10. Georgia | 6,830,174 | 14,040,000 | 16,000,000 | 63 | 49 | . | . | . |
| 11. Ghana | 71,655,328 | 88,699,229 | 113,012,392 | 79 | 81 | . | . | 93 |
| 12. Guinea | 9,470,098 | 9,343,198 | 10,857,198 | 100 | . | 99 | . | . |
| 13. Guinea-Bissau | 2,300,000 | 2,109,319 | 14,670,909 | 67 | . | 92 | . | 39 |
| 14. Honduras[a] | . | . | . | . | . | . | / | (44) |
| 15. Kyrgyz Republic | n.i. | 7,200,000 | 9,419,300 | / | / | . | . | 24 |
| 16. Lao PDR | 34,600,000 | 34,641,010 | 42,459,513 | 85 | 100 | . | . | 88 |
| 17. Lesotho | 6,426,700 | 9,416,451 | 9,610,500 | 91 | 68 | . | . | 66 |
| 18. Liberia | n.i. | 3,316,000 | 46,826,000 | 100 | / | . | . | 5 |
| 19. Madagascar | 5,927,000 | 28,087,476 | 38,409,555 | 58 | 21 | . | . | 46 |
| 20. Malawi | 24,330,402 | 51,937,080 | 69,313,777 | 100 | 47 | . | . | 90 |
| 21. Mali | n.i. | 51,268,674 | 70,381,427 | 70 | / | . | . | 66 |
| 22. Mauritania[a] | . | . | . | . | . | . | / | (.) |
| 23. Moldova | 3,500,000 | 3,402,045 | 3,447,867 | 100 | | 97 | . | / |
| 24. Mongolia | 7,200,000 | 16,008,350 | 31,877,662 | 60 | 45 | . | . | 92 |
| 25. Mozambique | 114,611,716 | 178,984,118 | 178,984,918 | 85 | 64 | . | / | 19 |
| 26. Nepal | 148,780,000 | 144,254,801 | 145,591,000 | 99 | . | 97 | . | 90 |
| 27. Nicaragua[a] | . | . | . | . | . | . | / | (.) |
| 28. Niger | n.i. | 9,238,676 | 18,992,089 | 71 | / | . | . | 85 |
| 29. Papua New Guinea | 70,362,500 | 77,053,995 | 99,294,505 | 68 | 91 | . | . | 71 |
| 30. Rwanda | 51,290,000 | 57,021,232 | 60,274,785 | 99 | 90 | . | / | 71 |
| 31. Senegal | 37,162,783 | 58,963,172 | 74,050,194 | 74 | 63 | . | . | 67 |
| 32. Sierra Leone | n.i. | 13,735,672 | 20,801,780 | 100 | / | . | . | 52 |
| 33. Somalia | n.i. | 3,500,000 | 36,800,000 | 100 | / | . | . | . |
| 34. Sri Lanka | 35,757,476 | 28,441,655 | 34,288,176 | 71 | . | 80 | . | . |
| 35. Tajikistan | n.i. | 13,094,120 | 24,272,326 | 86 | / | . | . | 50 |
| 36. Togo | 7,733,796 | 7,968,925 | 10,389,031 | 100 | 97 | . | . | 89 |
| 37. Vietnam | 128,000,000 | 110,231,550 | 117,753,300 | 69 | . | 86 | . | 88 |
| 38. Zambia | 51,100,309 | 37,653,602 | 55,409,478 | 88 | . | 74 | . | 52 |
| 39. Zimbabwe | n.i. | 44,078,883 | 51,352,393 | 78 | / | . | . | . |
| **Total, average** | | | | **81** | **73** | | **50** | **63** |
| **Total, median** | | | | **85%** | **80%** | | **50%** | **66%** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.4. Indicator 4: Coordinated Technical Cooperation in Education, 2010

### How much technical assistance is coordinated with country programs and among donors?

| Country | Monitoring exercise | | Indicator 4, % | | |
|---|---|---|---|---|---|
| | Coordinated technical cooperation, 2010, US$ | Total technical cooperation, 2010, US$ | Monitoring exercise 2010 | GPE pilot survey 2007 | 2011 OECD survey 2010 |
| | a | b | c = a / b | for reference | for reference |
| 1. Afghanistan | 21,165,382 | 27,779,337 | 76 | . | 24 |
| 2. Benin | 7,374,529 | 9,112,601 | 81 | . | 82 |
| 3. Burkina Faso | 2,509,040 | 3,937,229 | 64 | 91 | 49 |
| 4. Burundi | 871,778 | 6,074,462 | 14 | . | 53 |
| 5. Cambodia | 12,886,653 | 13,155,168 | 98 | 90 | 27 |
| 6. Cameroon | 1,753,014 | 3,020,780 | 58 | . | 34 |
| 7. Chad | 306,000 | 1,830,804 | 17 | . | 90 |
| 8. Ethiopia | 19,213,202 | 21,023,430 | 91 | 59 | 86 |
| 9. Gambia, The | n.i. | 5,718,869 | / | . | 68 |
| 10. Georgia | 720,000 | 2,420,000 | 30 | . | . |
| 11. Ghana | 9,897,746 | 19,208,374 | 52 | . | 59 |
| 12. Guinea | 1,565,500 | 2,610,888 | 60 | . | . |
| 13. Guinea-Bissau | 50,000 | 100,000 | 50 | . | 82 |
| 14. Honduras[a] | . | . | . | 99 | (70) |
| 15. Kyrgyz Republic | 2,800,000 | 4,638,000 | 60 | . | 81 |
| 16. Lao PDR | 2,800,000 | 4,638,000 | 60 | . | 89 |
| 17. Lesotho | 11,614,425 | 15,345,761 | 76 | . | 96 |
| 18. Liberia | 1,366,564 | 3,258,400 | 42 | . | 77 |
| 19. Madagascar | 37,416,000 | 37,566,000 | 99 | . | 82 |
| 20. Malawi | 1,993,330 | 6,422,259 | 31 | . | 66 |
| 21. Mali | 3,614,320 | 9,015,289 | 40 | . | 62 |
| 22. Mauritania[a] | . | . | . | 100 | (72) |
| 23. Moldova | 539,107 | 562,089 | 96 | . | 71 |
| 24. Mongolia | 2,743,393 | 3,393,393 | 81 | . | 81 |
| 25. Mozambique | (7,566,360) | (15,307,993) | (49)b | 27 | 28 |
| 26. Nepal | 5,053,700 | 5,155,892 | 98 | . | 40 |
| 27. Nicaragua[a] | . | . | . | 92 | (.) |
| 28. Niger | 1,151,161 | 7,501,161 | 15 | . | 55 |
| 29. Papua New Guinea | 16,169,825 | 20,175,106 | 80 | . | 98 |
| 30. Rwanda | 4,351,990 | 5,025,910 | 87 | 90 | 92 |
| 31. Senegal | 10,537,141 | 27,333,527 | 39 | . | 80 |
| 32. Sierra Leone | 80,543 | 148,043 | 54 | . | 86 |
| 33. Somalia | 4,600,000 | 10,502,723 | 44 | . | . |
| 34. Sri Lanka | 5,177,364 | 5,189,364 | 99 | . | . |
| 35. Tajikistan | 8,881,120 | 8,881,120 | 100 | . | 50 |
| 36. Togo | 837,652 | 837,652 | 100 | . | 37 |
| 37. Vietnam | 1,766,856 | 7,077,180 | 25 | . | 59 |
| 38. Zambia | 11,121,328 | 11,693,390 | 95 | . | 79 |
| 39. Zimbabwe | 1,218,222 | 1,218,222 | 100 | . | . |
| **Total, average** | - | - | **64** | **81** | **67** |
| **Total, median** | - | - | **60** | **90** | **71** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.
b. A major share of technical cooperation in Mozambique is channeled through the education sector support fund. This is not reflected in the 49 percent shown here. Technical cooperation in the table reflects only assistance not coordinated through the support fund.

## Table B.5. Indicator 5a: Use of Country PFM Systems in Education, 2010

### How much aid for the government sector relies on national PFM systems?

| Country | Monitoring exercise | | | | Indicator 5a, % | | |
|---|---|---|---|---|---|---|---|
| | Aid disbursed by donors for the government sector, 2010, US$ | Public financial management, 2010, US$ | | | Monitoring exercise | GPE pilot survey | 2011 OECD survey |
| | | Budget execution | Financial reporting | Auditing | 2010 | 2007 | 2010 |
| | a | b | c | d | avg (b,c,d) / a | for reference | for reference |
| 1. Afghanistan | 120,399,735 | 64,491,009 | 18,080,000 | 18,100,000 | 28 | . | 25 |
| 2. Benin | 53,066,004 | 32,674,047 | 21,326,326 | 8,049,638 | 39 | . | 29 |
| 3. Burkina Faso | 53,822,126 | 52,005,362 | 46,062,092 | 32,930,059 | 81 | 36 | 53 |
| 4. Burundi | 41,152,369 | 16,082,243 | 16,082,243 | 16,082,243 | 39 | . | 23 |
| 5. Cambodia | 45,588,380 | 2,400,000 | 2,400,000 | 0 | 4 | 5 | 21 |
| 6. Cameroon | 22,209,765 | 8,589,014 | 8,589,014 | 0 | 26 | . | 11 |
| 7. Chad | 6,455,612 | 0 | 0 | 0 | 0 | . | 7 |
| 8. Ethiopia | 288,639,378 | 239,888,095 | 226,339,650 | 226,339,650 | 80 | 53 | 69 |
| 9. Gambia, The | n.i. | n.i. | n.i. | n.i. | / | . | 12 |
| 10. Georgia | 14,040,000 | 12,560,000 | 7,000,000 | 7,000,000 | 63 | . | . |
| 11. Ghana | 88,699,229 | 40,713,325 | 36,966,000 | 36,966,000 | 43 | . | 60 |
| 12. Guinea | 9,343,198 | 0 | 0 | 0 | 0 | . | . |
| 13. Guinea-Bissau | 2,109,319 | 1,409,319 | 1,003,503 | 1,003,503 | 54 | . | 15 |
| 14. Honduras[a] | . | . | . | . | . | 49 | (30) |
| 15. Kyrgyz Republic | 3,500,000 | 0 | 0 | 0 | 0 | . | 32 |
| 16. Lao PDR | 36,141,010 | 13,267,144 | 7,753,512 | 7,753,512 | 27 | . | 41 |
| 17. Lesotho | 9,716,451 | 7,316,451 | 7,316,451 | 7,316,451 | 78 | . | 38 |
| 18. Liberia | 3,316,000 | 0 | 0 | 0 | 0 | . | 42 |
| 19. Madagascar | 28,087,476 | 5,539,482 | 5,539,482 | 5,539,482 | 20 | . | 12 |
| 20. Malawi | 51,937,080 | 17,060,000 | 0 | 3,000,000 | 13 | . | 66 |
| 21. Mali | 51,268,674 | 39,078,800 | 39,078,800 | 39,494,590 | 76 | . | 32 |
| 22. Mauritania[a] | . | . | . | . | . | 12 | (31) |
| 23. Moldova | 3,402,045 | 505,351 | 765,961 | 765,961 | 20 | . | 70 |
| 24. Mongolia | 16,008,350 | 0 | 0 | 0 | 0 | . | 27 |
| 25. Mozambique | 178,984,118 | 154,376,607 | 148,576,607 | 44,415,190 | 65 | 44 | 47 |
| 26. Nepal | 144,254,801 | 134,476,282 | 137,318,609 | 137,318,609 | 95 | . | 62 |
| 27. Nicaragua[a] | . | . | . | . | . | 93 | (.) |
| 28. Niger | 9,238,676 | 0 | 0 | 0 | 0 | . | 29 |
| 29. Papua New Guinea | 77,053,989 | 2,616,162 | 2,301,250 | 314,912 | 2 | . | 23 |
| 30. Rwanda | 57,021,232 | 45,700,000 | 42,600,000 | 45,700,000 | 78 | 95 | 50 |
| 31. Senegal | 58,963,172 | 26,493,897 | 33,153,036 | 28,887,115 | 50 | . | 29 |
| 32. Sierra Leone | 13,735,672 | 5,000,000 | 0 | 0 | 12 | . | 37 |
| 33. Somalia | 3,500,000 | 0 | 0 | 0 | 0 | . | . |
| 34. Sri Lanka | 28,441,655 | 26,191,655 | 26,191,655 | 26,191,655 | 92 | . | . |
| 35. Tajikistan | 13,094,120 | 4,552,343 | 4,552,343 | 4,552,343 | 32 | . | 31 |
| 36. Togo | 7,968,925 | 0 | 0 | 0 | 0 | . | 54 |
| 37. Vietnam | 110,231,550 | 58,544,365 | 58,544,365 | 57,476,655 | 53 | . | 62 |
| 38. Zambia | 37,653,602 | 37,085,555 | 37,085,555 | 37,085,555 | 98 | . | 52 |
| 39. Zimbabwe | 44,078,883 | 0 | 0 | 0 | 0 | . | . |
| **Total, average** | | | | | **36** | **48** | **38** |
| **Total, median** | | | | | **28** | **47** | **38** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.6. Indicator 5b: Use of Country Procurement Systems in Education, 2010

### How much aid for the government sector uses country procurement systems?

| Country | Monitoring exercise | | Indicator 5b, % | | |
|---|---|---|---|---|---|
| | Aid disbursed by donors for the government sector, 2010, US$ | Procurement systems, 2010, US$ | Monitoring exercise | GPE pilot survey | 2011 OECD survey |
| | | | 2010 | 2007 | 2010 |
| | a | b | b / a | for reference | for reference |
| 1. Afghanistan | 120,399,735 | 67,471,009 | 56 | . | 11 |
| 2. Benin | 53,066,004 | 30,606,621 | 58 | . | 40 |
| 3. Burkina Faso | 53,822,126 | 53,305,767 | 99 | 54 | 60 |
| 4. Burundi | 41,152,369 | 21,838,795 | 53 | . | 31 |
| 5. Cambodia | 45,588,380 | 1,065,786 | 2 | 40 | 24 |
| 6. Cameroon | 22,209,765 | 8,589,014 | 39 | . | 23 |
| 7. Chad | 6,455,612 | 4,550,000 | 70 | . | 5 |
| 8. Ethiopia | 288,639,378 | 108,406,275 | 38 | 23 | 55 |
| 9. Gambia, The | n.i. | n.i. | / | . | 33 |
| 10. Georgia | 14,040,000 | 7,156,000 | 51 | . | . |
| 11. Ghana | 88,699,229 | 38,339,985 | 43 | . | 56 |
| 12. Guinea | 9,343,198 | - | 0 | . | . |
| 13. Guinea-Bissau | 2,109,319 | 1,003,503 | 48 | . | 8 |
| 14. Honduras[a] | . | . | . | 34 | (22) |
| 15. Kyrgyz Republic | 3,500,000 | - | 0 | . | 28 |
| 16. Lao PDR | 36,141,010 | 7,753,512 | 21 | . | 38 |
| 17. Lesotho | 9,716,451 | 4,583,610 | 49 | . | 42 |
| 18. Liberia | 3,316,000 | | 0 | . | 32 |
| 19. Madagascar | 28,087,476 | 5,613,432 | 20 | . | 13 |
| 20. Malawi | 51,937,080 | 3,720,876 | 7 | . | 62 |
| 21. Mali | 51,268,674 | 39,494,590 | 77 | . | 36 |
| 22. Mauritania[a] | . | . | . | 62 | (34) |
| 23. Moldova | 3,402,045 | 765,961 | 23 | . | 71 |
| 24. Mongolia | 16,008,350 | 2,404,612 | 15 | . | 21 |
| 25. Mozambique | 178,984,118 | 67,818,557 | 38 | 68 | 56 |
| 26. Nepal | 144,254,801 | 134,613,282 | 93 | . | 35 |
| 27. Nicaragua[a] | . | . | . | 100 | (.) |
| 28. Niger | 9,238,676 | 3,183,676 | 34 | . | 23 |
| 29. Papua New Guinea | 77,053,989 | 8,786,045 | 11 | . | 30 |
| 30. Rwanda | 57,021,232 | 50,350,353 | 88 | 95 | 64 |
| 31. Senegal | 58,963,172 | 35,544,969 | 60 | . | 38 |
| 32. Sierra Leone | 13,735,672 | 5,000,000 | 36 | . | 21 |
| 33. Somalia | 3,500,000 | - | 0 | . | . |
| 34. Sri Lanka | 28,441,655 | 20,819,382 | 73 | . | . |
| 35. Tajikistan | 13,094,120 | 3,946,000 | 30 | . | 30 |
| 36. Togo | 7,968,925 | 2,144,675 | 27 | . | 47 |
| 37. Vietnam | 110,231,550 | 9,230,785 | 8 | . | 66 |
| 38. Zambia | 37,653,602 | 34,004,876 | 90 | . | 54 |
| 39. Zimbabwe | 44,078,883 | 0 | 0 | . | . |
| **Total, average** | | | **39** | **60** | **37** |
| **Total, median** | | | **38** | **58** | **36** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.7. Indicator 6: Number of Parallel PIUs Used in Education, 2010

### How many parallel PIUs are in place?

| Country | Indicator 6, number | | |
|---|---|---|---|
| | Monitoring exercise | GPE pilot survey | 2011 OECD survey |
| | 2010 | 2007 | 2010 |
| | PIUs | for reference | for reference |
| 1. Afghanistan | 4 | . | 28 |
| 2. Benin | 3 | . | 58 |
| 3. Burkina Faso | 1 | 4 | 47 |
| 4. Burundi | 11 | . | 84 |
| 5. Cambodia | 4 | 3 | 66 |
| 6. Cameroon | 3 | . | 20 |
| 7. Chad | 18 | . | 5 |
| 8. Ethiopia | 6 | 2 | 49 |
| 9. Gambia, The | 0 | . | 16 |
| 10. Georgia | 1 | . | . |
| 11. Ghana | 4 | . | 5 |
| 12. Guinea | 3 | . | . |
| 13. Guinea-Bissau | 3 | . | 8 |
| 14. Honduras[a] | . | 5 | (47) |
| 15. Kyrgyz Republic | 2 | . | 80 |
| 16. Lao PDR | 0 | . | 22 |
| 17. Lesotho | 2 | . | 12 |
| 18. Liberia | 1 | . | 4 |
| 19. Madagascar | 7 | . | 56 |
| 20. Malawi | 2 | . | 26 |
| 21. Mali | 3 | . | 82 |
| 22. Mauritania[a] | . | 1 | (84) |
| 23. Moldova | 0 | . | 18 |
| 24. Mongolia | 6 | . | 52 |
| 25. Mozambique | 6 | 2 | 5 |
| 26. Nepal | 0 | . | 68 |
| 27. Nicaragua[a] | . | 2 | (.) |
| 28. Niger | 11 | . | 53 |
| 29. Papua New Guinea | 3 | . | 23 |
| 30. Rwanda | 1 | 0 | 26 |
| 31. Senegal | 2 | . | 11 |
| 32. Sierra Leone | 0 | . | 3 |
| 33. Somalia | 0 | . | . |
| 34. Sri Lanka | 0 | . | 0 |
| 35. Tajikistan | 1 | . | 15 |
| 36. Togo | 0 | . | 9 |
| 37. Vietnam | 12 | . | 18 |
| 38. Zambia | 2 | . | 30 |
| 39. Zimbabwe | 1 | . | 78 |
| **Total, average** | **4** | **2** | **32** |
| **Total, median** | **3** | **2** | **23** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.8. Indicator 7: The Predictability of Aid in Education, 2010

### Are disbursements on schedule and recorded by government?

| Country | Monitoring exercise | | | | Indicator 7, % | | | |
|---|---|---|---|---|---|---|---|---|
| | Disbursements recorded by the government, 2010, US$ | Aid scheduled by donors for disbursement, 2010, US$ | Aid disbursed by donors for the government sector, 2010, US$ | Total aid disbursed, 2010, US$ | Monitoring exercise | | GPE pilot survey | 2011 OECD survey |
| | | | | | 2010 | | 2007 | 2010 |
| | a | b | for reference | for reference | c = a / b | c = b / a | for reference | for reference |
| 1. Afghanistan | n.i. | 1,324,715,533 | 120,399,735 | 195,813,038 | / | . | . | 23 |
| 2. Benin | 28,310,087 | 31,818,571 | 53,066,004 | 53,066,004 | 89 | . | . | 18 |
| 3. Burkina Faso | 16,240,132 | 38,158,649 | 53,822,126 | 66,174,714 | 43 | . | / | 75 |
| 4. Burundi | 20,626,458 | 61,324,703 | 41,152,369 | 52,065,037 | 34 | . | . | 48 |
| 5. Cambodia | 66,185,969 | 65,093,505 | 45,588,380 | 66,185,969 | . | 98 | / | 90 |
| 6. Cameroon | n.i. | 22,251,039 | 22,209,765 | 23,497,736 | / | . | . | 36 |
| 7. Chad | 16,483,427 | 10,701,056 | 6,455,612 | 8,270,024 | . | 65 | . | 84 |
| 8. Ethiopia | 320,021,000 | 256,310,095 | 278,839,378 | 311,796,048 | / | 80 | / | 86 |
| 9. Gambia, The | 20,955,339 | 6,676,671 | n.i. | 2,800,000 | . | 32 | . | 8 |
| 10. Georgia | 6,830,174 | 14,300,000 | 14,040,000 | 16,000,000 | 48 | . | . | . |
| 11. Ghana | n.i. | 89,520,426 | 88,699,229 | 113,012,392 | / | / | . | 67 |
| 12. Guinea | 9,470,098 | 39,842,571 | 7,956,098 | 9,470,098 | 24 | . | . | . |
| 13. Guinea-Bissau | n.i. | 4,536,616 | 2,109,319 | 14,670,909 | / | . | . | 22 |
| 14. Honduras[a] | . | . | . | . | . | . | / | (75) |
| 15. Kyrgyz Republic | n.i. | 4,440,800 | 7,200,000 | 9,419,300 | / | . | . | 44 |
| 16. Lao PDR | 34,600,000 | 31,480,707 | 36,141,010 | 42,459,513 | | 91 | . | 50 |
| 17. Lesotho | 7,006,985 | 7,454,708 | 9,416,451 | 9,610,500 | 94 | . | . | 25 |
| 18. Liberia | n.i. | 52,486,000 | 3,316,000 | 46,826,000 | / | . | . | 2 |
| 19. Madagascar | 23,208,000 | 44,421,219 | 28,087,476 | 38,409,555 | 52 | . | . | 59 |
| 20. Malawi | 21,500,000 | 50,376,964 | 51,937,080 | 69,313,777 | 43 | . | . | 96 |
| 21. Mali | n.i. | 66,394,763 | 51,268,674 | 70,381,427 | / | . | . | 34 |
| 22. Mauritania[a] | . | . | . | . | . | . | / | (/) |
| 23. Moldova | 1,500,000 | 3,614,402 | 3,402,045 | 3,447,867 | 42 | . | . | 81 |
| 24. Mongolia | 16,150,000 | 20,398,401 | 16,008,350 | 31,877,662 | 79 | . | . | 30 |
| 25. Mozambique | 93,904,631 | 180,278,902 | 178,984,118 | 178,984,918 | 52 | . | / | 84 |
| 26. Nepal | 148,780,000 | 110,677,192 | 144,254,801 | 145,591,000 | . | 74 | . | 55 |
| 27. Nicaragua[a] | . | . | . | . | . | . | / | (.) |
| 28. Niger | n.i. | 23,334,123 | 9,238,676 | 18,992,089 | / | . | . | 72 |
| 29. Papua New Guinea | 21,452,900 | 95,588,967 | 77,053,989 | 99,294,505 | 22 | . | . | 35 |
| 30. Rwanda | 51,290,000 | 26,300,000 | 57,021,232 | 60,274,785 | . | 51 | / | 74 |
| 31. Senegal | n.i. | 76,131,356 | 58,963,172 | 74,050,194 | / | . | . | 62 |
| 32. Sierra Leone | n.i. | 18,812,000 | 13,735,672 | 20,801,780 | / | . | . | 58 |
| 33. Somalia | 4,880,000 | 37,800,000 | 3,500,000 | 36,800,000 | 13 | . | . | . |
| 34. Sri Lanka | 33,536,358 | 27,069,382 | 28,441,655 | 34,288,176 | . | 81 | . | . |
| 35. Tajikistan | 2,730,740 | 17,735,070 | 14,427,120 | 25,605,326 | 15 | . | . | 91 |
| 36. Togo | 7,733,796 | 9,384,582 | 7,968,925 | 10,389,031 | 82 | . | . | 46 |
| 37. Vietnam | 108,000,000 | 89,164,098 | 110,231,550 | 117,753,300 | . | 83 | . | 84 |
| 38. Zambia | 37,604,876 | 60,370,478 | 37,653,602 | 55,409,478 | 62 | . | . | 0 |
| 39. Zimbabwe | n.i. | 32,255,390 | 44,078,883 | 51,352,393 | / | . | . | . |
| **Total, average** | | | | | **58** | | **/** | **55** |
| **Total, median** | | | | | **52** | | **/** | **55** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.9. Indicator 9: Share of Education Aid Provided through PBAs, 2010

### How much aid was program-based?

| Country | Monitoring exercise: PBAs, 2010, US$ | | | Monitoring exercise: Total aid disbursed, 2010, US$ | Indicator 9, % | | |
|---|---|---|---|---|---|---|---|
| | | | | | Monitoring exercise | GPE pilot survey | 2011 OECD survey |
| | | | | | 2010 | 2007 | 2010 |
| | a | b | c = a + b | d | e = c / d | for reference | for reference |
| 1. Afghanistan | 64,491,009 | 11,000,000 | 75,491,009 | 195,813,038 | 39 | . | 37 |
| 2. Benin | 17,093,988 | 13,809,717 | 30,903,705 | 53,066,004 | 58 | . | 50 |
| 3. Burkina Faso | 3,741,777 | 29,062,307 | 32,804,084 | 66,174,714 | 50 | 72 | 50 |
| 4. Burundi | 21,134,389 | 1,310,520 | 22,444,909 | 52,065,037 | 43 | . | 49 |
| 5. Cambodia | 2,400,000 | 35,288,800 | 37,688,800 | 66,185,969 | 57 | 48 | 35 |
| 6. Cameroon | 4,604,214 | 0 | 4,604,214 | 23,497,736 | 20 | . | 28 |
| 7. Chad | 0 | 4,700,000 | 4,700,000 | 8,270,024 | 57 | . | 11 |
| 8. Ethiopia | 0 | 293,169,823 | 293,169,823 | 321,596,048 | 91 | 37 | 61 |
| 9. Gambia, The | n.i. | n.i. | n.i. | 2,800,000 | / | . | 12 |
| 10. Georgia | 7,104,000 | 0 | 7,104,000 | 16,000,000 | 44 | . | . |
| 11. Ghana | 72,845,725 | 3,884,000 | 76,729,725 | 113,012,392 | 68 | . | 57 |
| 12. Guinea | 0 | 4,999,900 | 4,999,900 | 10,857,198 | 46 | . | . |
| 13. Guinea-Bissau | 1,003,503 | 1,088,590 | 2,092,093 | 14,670,909 | 14 | . | 31 |
| 14. Honduras[a] | . | . | . | . | . | 53 | (44) |
| 15. Kyrgyz Republic | 0 | 4,700,000 | 4,700,000 | 9,419,300 | 50 | . | 21 |
| 16. Lao PDR | 2,900,000 | 4,306,018 | 7,206,018 | 42,459,513 | 17 | . | 18 |
| 17. Lesotho | 1,000,000 | 3,400,000 | 4,400,000 | 9,610,500 | 46 | . | 43 |
| 18. Liberia | 0 | 2,976,000 | 2,976,000 | 46,826,000 | 6 | . | 12 |
| 19. Madagascar | 0 | 9,707,676 | 9,707,676 | 38,409,555 | 25 | . | 9 |
| 20. Malawi | 32,760,000 | 21,630,000 | 54,390,000 | 69,313,777 | 78 | . | 51 |
| 21. Mali | 20,687,666 | 7,900,000 | 28,587,666 | 70,381,427 | 41 | . | 44 |
| 22. Mauritania[a] | . | . | . | . | . | 100 | (27) |
| 23. Moldova | 505,351 | 0 | 505,351 | 3,447,867 | 15 | . | 51 |
| 24. Mongolia | 0 | 4,300,000 | 4,300,000 | 31,877,662 | 13 | . | 32 |
| 25. Mozambique | 44,415,190 | 118,781,063 | 164,996,619 | 178,984,918 | 92 | 66 | 51 |
| 26. Nepal | 41,555,327 | 57,035,474 | 98,590,801 | 145,591,000 | 68 | . | 31 |
| 27. Nicaragua[a] | . | . | . | . | . | 90 | (.) |
| 28. Niger | 0 | 9,453,723 | 9,453,723 | 18,992,089 | 50 | . | 41 |
| 29. Papua New Guinea | 0 | 74,622,135 | 74,622,135 | 99,294,505 | 75 | . | 29 |
| 30. Rwanda | 42,600,000 | 3,700,000 | 46,300,000 | 60,274,785 | 77 | 61 | 67 |
| 31. Senegal | 24,493,897 | 9,509,003 | 34,002,900 | 74,050,194 | 46 | . | 42 |
| 32. Sierra Leone | 0 | 5,892,000 | 5,892,000 | 20,801,780 | 28 | . | 34 |
| 33. Somalia | 0 | 0 | 0 | 36,800,000 | 0 | . | . |
| 34. Sri Lanka | 28,161,655 | 4,591,137 | 32,752,792 | 34,371,586 | 95 | . | . |
| 35. Tajikistan | 2,000,000 | 1,400,000 | 3,400,000 | 24,272,326 | 14 | . | 8 |
| 36. Togo | 0 | 0 | 0 | 10,389,031 | 0 | . | 35 |
| 37. Vietnam | 26,530,000 | 1,067,710 | 27,597,710 | 117,753,300 | 23 | . | 62 |
| 38. Zambia | 2,648,860 | 40,959,179 | 43,608,039 | 55,409,478 | 79 | . | 45 |
| 39. Zimbabwe | 0 | 0 | 0 | 51,352,393 | 0 | . | . |
| **Total, average** | | | | | **43** | **66** | **37** |
| **Total, median** | | | | | **46** | **64** | **37** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.10. Indicator 10a: Joint Missions in Education, 2010

### How many field missions were coordinated?

| Country | Monitoring exercise | | Indicator 10a, % | | |
|---|---|---|---|---|---|
| | Coordinated missions | Total missions | Monitoring exercise | GPE pilot survey | 2011 OECD survey |
| | number, 2010 | number, 2010 | 2010 | 2007 | 2010 |
| | a | b | average donor scores | for reference | for reference |
| 1. Afghanistan | 4 | 20 | 28 | . | 6 |
| 2. Benin | 15 | 33 | 64 | . | 19 |
| 3. Burkina Faso | 7 | 10 | 79 | 65 | 18 |
| 4. Burundi | 2 | 25 | 6 | . | 14 |
| 5. Cambodia | 10 | 25 | 41 | 26 | 19 |
| 6. Cameroon | 8 | 22 | 38 | . | 12 |
| 7. Chad | 3 | 8 | 50 | . | 12 |
| 8. Ethiopia | 15 | 22 | 75 | 34 | 25 |
| 9. Gambia, The | 2 | 2 | 100 | . | 8 |
| 10. Georgia | 3 | 5 | 50 | . | . |
| 11. Ghana | 4 | 15 | 28 | . | 15 |
| 12. Guinea | 3 | 3 | 100 | . | . |
| 13. Guinea-Bissau | 4 | 9 | 50 | . | 17 |
| 14. Honduras[a] | . | . | . | 48 | (30) |
| 15. Kyrgyz Republic | 2 | 8 | 13 | . | 20 |
| 16. Lao PDR | 14 | 104 | 22 | . | 26 |
| 17. Lesotho | 0 | 7 | 0 | . | 12 |
| 18. Liberia | 6 | 6 | 100 | . | 12 |
| 19. Madagascar | 5 | 15 | 36 | . | 7 |
| 20. Malawi | 5 | 18 | 46 | . | 22 |
| 21. Mali | 7 | 17 | 49 | . | 17 |
| 22. Mauritania[a] | . | . | . | 100 | (23) |
| 23. Moldova | 6 | 8 | 75 | . | 23 |
| 24. Mongolia | 4 | 12 | 67 | . | 10 |
| 25. Mozambique | 4 | 11 | 38 | 0 | 15 |
| 26. Nepal | 32 | 34 | 90 | . | 21 |
| 27. Nicaragua[a] | . | . | . | 41 | (.) |
| 28. Niger | 8 | 10 | 83 | . | 3 |
| 29. Papua New Guinea | 2 | 12 | 13 | . | 13 |
| 30. Rwanda | 11 | 21 | 40 | 37 | 44 |
| 31. Senegal | 12 | 28 | 41 | . | 25 |
| 32. Sierra Leone | 26 | 26 | 100 | . | 14 |
| 33. Somalia | 0 | 41 | 0 | . | . |
| 34. Sri Lanka | 3 | 5 | 67 | . | . |
| 35. Tajikistan | 7 | 7 | 100 | . | 22 |
| 36. Togo | 6 | 8 | 75 | . | 12 |
| 37. Vietnam | 18 | 21 | 80 | . | 11 |
| 38. Zambia | 8 | 12 | 55 | . | 27 |
| 39. Zimbabwe | 1 | 1 | 50 | | |
| **Total, average** | | | **53** | **44** | **17** |
| **Total, median** | | | **50** | **39** | **15** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.11. Indicator 10b: Joint Analysis Undertaken in Education, 2010

### How many education sector analyses were coordinated?

| Country | Monitoring exercise | | Indicator 10b. % | | |
|---|---|---|---|---|---|
| | Coordinated analysis | Total analysis | Monitoring exercise | GPE pilot survey | 2011 OECD survey |
| | number, 2010 | number, 2010 | 2010 | 2007 | 2010 |
| | a | b | average donor scores | for reference | for reference |
| 1. Afghanistan | 6 | 12 | 61 | . | 35 |
| 2. Benin | 7 | 13 | 40 | . | 61 |
| 3. Burkina Faso | 9 | 11 | 89 | 56 | 48 |
| 4. Burundi | 7 | 22 | 34 | . | 41 |
| 5. Cambodia | 4 | 11 | 48 | 53 | 35 |
| 6. Cameroon | 0 | 9 | 0 | . | 40 |
| 7. Chad | 3 | 13 | 40 | . | . |
| 8. Ethiopia | 10 | 13 | 64 | 30 | 52 |
| 9. Gambia, The | 3 | 3 | 100 | . | 54 |
| 10. Georgia | 4 | 4 | 100 | . | . |
| 11. Ghana | 8 | 10 | 78 | . | 42 |
| 12. Guinea | 2 | 2 | 100 | . | . |
| 13. Guinea-Bissau | 1 | 1 | 100 | . | 44 |
| 14. Honduras[a] | . | . | . | 63 | (52) |
| 15. Kyrgyz Republic | 3 | 7 | 67 | . | 22 |
| 16. Lao PDR | 10 | 23 | 54 | . | 53 |
| 17. Lesotho | 5 | 5 | 100 | . | 44 |
| 18. Liberia | 14 | 14 | 100 | . | 43 |
| 19. Madagascar | 6 | 9 | 54 | . | 29 |
| 20. Malawi | 6 | 10 | 56 | . | 51 |
| 21. Mali | 12 | 13 | 80 | . | 40 |
| 22. Mauritania[a] | . | . | . | 50 | (50) |
| 23. Moldova | 6 | 6 | 100 | . | 38 |
| 24. Mongolia | 1 | 4 | 33 | . | 21 |
| 25. Mozambique | 6 | 7 | 67 | 0 | 35 |
| 26. Nepal | 7 | 7 | 100 | . | 47 |
| 27. Nicaragua[a] | . | . | . | 15 | (.) |
| 28. Niger | 4 | 5 | 83 | . | 34 |
| 29. Papua New Guinea | 1 | 8 | 33 | . | 15 |
| 30. Rwanda | 7 | 11 | 74 | 60 | 82 |
| 31. Senegal | 3 | 11 | 23 | . | 54 |
| 32. Sierra Leone | 5 | 5 | 100 | . | 34 |
| 33. Somalia | 2 | 2 | 100 | . | . |
| 34. Sri Lanka | 2 | 3 | 50 | . | . |
| 35. Tajikistan | 10 | 11 | 94 | . | 50 |
| 36. Togo | 9 | 10 | 90 | . | 43 |
| 37. Vietnam | 10 to 27 | 10 to 27 | 100 | . | 41 |
| 38. Zambia | 12 | 21 | 55 | . | 50 |
| 39. Zimbabwe | 4 | 4 | 100 | . | . |
| **Total, average** | | | **69** | **41** | **42** |
| **Total, median** | | | **71** | **52** | **42** |

*Source:* GPE compilation.
*Note:* The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.12. Indicator 11: Results-Oriented Framework in the Education Sector, 2010

### Is a performance assessment framework established in the education sector that can be monitored?

| | Indicator 11 [a] | | |
|---|---|---|---|
| **Country** | **Monitoring exercise** | **GPE pilot survey** | **2011 OECD survey** |
| | 2010 | 2007, for reference | 2010, for reference |
| 1. Afghanistan | Yes | . | C |
| 2. Benin | Yes | . | D |
| 3. Burkina Faso | (Yes)[b] | C | C |
| 4. Burundi | Yes | . | D |
| 5. Cambodia | Yes | A | C |
| 6. Cameroon | n.i. | . | B |
| 7. Chad | n.i. | . | D |
| 8. Ethiopia | Yes | C | B |
| 9. Gambia, The | No | . | D |
| 10. Georgia | Yes | . | . |
| 11. Ghana | Yes | . | C |
| 12. Guinea | Yes | . | . |
| 13. Guinea-Bissau | No | . | D |
| 14. Honduras[c] | . | B | (B) |
| 15. Kyrgyz Republic | Yes | . | C |
| 16. Lao PDR | Yes | . | C |
| 17. Lesotho | No | . | C |
| 18. Liberia | n.i. | . | C |
| 19. Madagascar | Yes | . | D |
| 20. Malawi | Yes | . | C |
| 21. Mali | (Yes)[b] | . | C |
| 22. Mauritania[c] | . | B | (C) |
| 23. Moldova | Yes | . | B |
| 24. Mongolia | Yes | . | C |
| 25. Mozambique | Yes | B | C |
| 26. Nepal | Yes | . | B |
| 27. Nicaragua[c] | . | B | (.) |
| 28. Niger | Yes | . | C |
| 29. Papua New Guinea | Yes | . | D |
| 30. Rwanda | Yes | A | C |
| 31. Senegal | Yes | . | C |
| 32. Sierra Leone | n.i. | . | C |
| 33. Somalia | No | . | . |
| 34. Sri Lanka | Yes | . | . |
| 35. Tajikistan | No | . | C |
| 36. Togo | Yes | . | C |
| 37. Vietnam | Yes | . | B |
| 38. Zambia | Yes | . | C |
| 39. Zimbabwe | No | . | . |
| **Total, yes, %** | **82%** | **75%** | **86%** |
| **Total, no, %** | **18%** | **25%** | **14%** |

*Source*: GPE compilation.

*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.

a. The scoring of indicator 11 is conducted by the World Bank using assessment criteria established in World Bank (2007) and is based on data provided through the government questionnaire of the OECD survey. This results in the allocation of a score on a scale running from a high score of A to a low score of E (OECD 2011b). The final 18 percent represent all countries rated between A and B.

b. Information reported not through the explanatory note or in the feedback for the country profile rather than the ministry of education

questionnaire. The information is included in the end result of 81 percent.
c. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.13. Indicator 12: Mutual Accountability of Progress in Education, 2010

### Is there a JSR process and was it carried out in 2010?

| Country | Indicator 12 | | |
|---|---|---|---|
| | Monitoring exercise | GPE pilot survey | 2011 OECD survey |
| | JSR in place | Joint qualitative assessment | Mutual accountability reviews |
| | 2010 | 2007, for reference | 2010, for reference |
| 1. Afghanistan | No[a] | . | No |
| 2. Benin | Yes | . | Yes |
| 3. Burkina Faso | (Yes)[b] | Yes | No |
| 4. Burundi | No | . | No |
| 5. Cambodia | Yes | Yes | Yes |
| 6. Cameroon | (Yes)[b] | . | No |
| 7. Chad | No | . | No |
| 8. Ethiopia | Yes | Yes | Yes |
| 9. Gambia, The | Yes | . | No |
| 10. Georgia | No | . | . |
| 11. Ghana | Yes | . | Yes |
| 12. Guinea | Yes | . | . |
| 13. Guinea-Bissau | No | . | No |
| 14. Honduras[c] | . | Yes | (No) |
| 15. Kyrgyz Republic | Yes | . | Yes |
| 16. Lao PDR | Yes | . | Yes |
| 17. Lesotho | Yes | . | No |
| 18. Liberia | n.i. | . | No |
| 19. Madagascar | Yes | . | No |
| 20. Malawi | Yes | . | Yes |
| 21. Mali | (Yes)[b] | . | Yes |
| 22. Mauritania[c] | . | n.i. | (No) |
| 23. Moldova | Yes | . | Yes |
| 24. Mongolia | No | . | Yes |
| 25. Mozambique | Yes | No | Yes |
| 26. Nepal | Yes | . | Yes |
| 27. Nicaragua[c] | . | Yes | (.) |
| 28. Niger | Yes | . | No |
| 29. Papua New Guinea | Yes | . | No |
| 30. Rwanda | Yes | No | Yes |
| 31. Senegal | Yes | . | Yes |
| 32. Sierra Leone | (Yes)[b] | . | No |
| 33. Somalia | No | . | . |
| 34. Sri Lanka | No | . | . |
| 35. Tajikistan | No | . | No |
| 36. Togo | Yes[a] | . | No |
| 37. Vietnam | Yes | . | Yes |
| 38. Zambia | Yes | . | No |
| 39. Zimbabwe | No | . | . |
| **Total, yes, %** | **71%** | **71%** | **42%** |
| **Total, no, %** | **29%** | **29%** | **58%** |

*Source*: GPE compilation.
*Note*: The parentheses indicate that the 2011 OECD survey results are not included in the final result for the indicator.
a. The first JSR was carried out in 2011 or a JSR scheduled for 2010 was postponed to 2011. The results are not included in the final result for this indicator.
b. Information reported not through the explanatory note or in the feedback for the country profile rather than the ministry of education questionnaire. The information is included in the final result.

c. Honduras, Mauritania, and Nicaragua participated in the 2008 pilot survey, but not the 2011 monitoring exercise.

## Table B.14. Summary Donor Table, 2010

| Donor partner country/agency | Countries reported | Countries, number | Disbursed education aid, US$, millions | Disbursed education aid to the government sector, US$, millions | Paris indicator, average result, % | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | 3 | 4 | 5a | 5b | 6[a] | 7 | 9 | 10a | 10b |
| | | | | For reference: 2010 Paris target | 85 | 50 | 55 | - | - | - | 66 | 40 | 66 |
| | | | | For reference: collective (median) results 2011 monitoring exercise | 80 | 60 | 28 | 38 | 3 | 52 | 46 | 50 | 71 |
| 1. African Development Bank | Burundi, Cameroon, Chad, The Gambia, Malawi | 5 | 16,909,953 | 16,188,141 | 82 | 100[b] | 37 | 50 | 3 | 78 | 50 | 0 | 0 |
| 2. Asian Development Bank | Afghanistan, Cambodia, Lao PDR, Mongolia, Nepal | 5 | 84,344,611 | 0 | 73 | 67 | 67 | 100 | 4 | 59 | 39 | 53 | 67 |
| 3. Australia (AusAID) | Lao PDR, Nepal, Papua New Guinea, Sri Lanka, Zimbabwe | 5 | 74,573,665 | 51,131,216 | 87 | 47 | 40 | 41 | 3 | 63 | 49 | 50 | 42 |
| 4. Belgium (Belgian Development Agency) | Afghanistan, Burundi, Cambodia, Niger, Vietnam | 5 | 16,796,464 | 9,121,197 | 42 | 50 | 0 | 70 | 6 | 74 | 0 | 63 | 43 |
| 5. Canada (CIDA) | Burkina Faso, Malawi, Mali, Mozambique, Senegal, Vietnam | 6 | 117,632,070 | 99,483,435 | 35 | 74 | 59 | 78 | 3 | 68 | 89 | 31 | 58 |
| 6. Denmark (Danish International Development Agency) | Benin, Burkina Faso, Nepal, Zimbabwe | 4 | 55,739,568 | 53,097,929 | 57 | 91 | 73 | 88 | 1 | 54 | 68 | 58 | 75 |
| 7. European Union | Afghanistan, Burkina Faso, Burundi, Cambodia, Ethiopia, Georgia, Guinea-Bissau, Kyrgyz Republic, Lao PDR, Madagascar, Mali, Nepal, Papua New Guinea, Sierra Leone, Somalia, Tajikistan, Zimbabwe | 17 | 161,889,217 | 143,032,627 | 67 | 90 | 64 | 62 | 4 | 62 | 66 | 56 | 86 |
| 8. Finland | Ethiopia, Mozambique, Nepal, Zimbabwe | 4 | 26,621,479 | 25,562,479 | 62 | 0 | 90 | 72 | 1 | 58 | 70 | 100 | 100 |
| 9. France (Embassy, Agence Française de Développement) | Afghanistan, Benin, Burkina Faso, Burundi, Cameroon, Chad, Guinea, Guinea-Bissau, Madagascar, Mali, Mozambique, Niger, Senegal, Togo | 14 | 60,520,136 | 48,719,019 | 60 | 69 | 48 | 54 | 13 | 51 | 42 | 42 | 44 |
| 10. Germany (GIZ, KfW) | Benin, Ethiopia, Guinea, Kyrgyz Republic, Lao PDR, Malawi, Mali, Mozambique, Niger, Sierra Leone, Sri Lanka, Tajikistan, Togo, Zimbabwe | 14 | 102,018,030 | 97,814,193 | 39 | 88 | 22 | 26 | 5 | 61 | 37 | 56 | 63 |
| 11. GPE | Cambodia, Ethiopia, The Gambia, Ghana, Guinea, Lesotho, Lao PDR, Mali, Mongolia, Mozambique, Tajikistan | 11 | 133,615,208 | 133,615,208 | 67 | 100 | 43 | 29 | 2 | 62 | 89 | 83 | 100 |
| 12. International Labor Organization | Madagascar | 1 | 4,170,000 | 0 | / | / | / | / | 0 | 0 | 32 | 0 | 0 |
| 13. Ireland | Lesotho, Mozambique | 2 | 32,483,624 | 31,887,598 | 66 | 0 | 91 | 68 | 0 | 66 | 67 | 0 | 67 |
| 14. Islamic Development Bank | Benin | 1 | 0 | 0 | / | / | / | / | / | / | 0 | 0 | 0 |
| 15. Italian Cooperation | Ethiopia, Mozambique, Senegal | 3 | 18,183,165 | 18,182,365 | 73 | 50 | 80 | 91 | 2 | 71 | 91 | 100 | 0 |
| 16. Japan (JICA, MOFA) | Benin, Burkina Faso, Cambodia, Cameroon, Ethiopia, The Gambia, Ghana, Guinea-Bissau, Lao PDR, Madagascar, | 20 | 88,972,419 | 63,036,519 | 37 | 67 | 6 | 12 | 5 | 28 | 31 | 31 | 43 |

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Malawi, Mali, Mongolia, Mozambique, Nepal, Niger, Papua New Guinea, Sierra Leone, Vietnam, Zimbabwe | | | | | | | | | | | | |
| 17. Netherlands | Afghanistan, Burkina Faso, Burundi, Ethiopia, Guinea-Bissau, Mali, Zimbabwe | 7 | 82,815,834 | 61,215,198 | 78 | 75 | 61 | 67 | 0 | 71 | 54 | 50 | 100 |
| 18. New Zealand | Zimbabwe | 1 | 1,725,987 | 1,334,033 | / | 0 | 0 | 0 | 0 | / | 0 | 0 | 0 |
| 19. Norway | Afghanistan, Burundi, Madagascar, Nepal, Zimbabwe | 5 | 19,913,446 | 17,168,605 | 51 | 100 | 100 | 100 | 1 | 81 | 50 | 100 | 100 |
| 20. Portugal | Guinea-Bissau, Mozambique | 2 | 20,660,052 | 10,648,348 | / | / | / | / | 0 | / | 0 | 0 | 0 |
| 21. Spain | Mozambique | 1 | 4,517,172 | 4,517,172 | 93 | / | 80 | 41 | 0 | 69 | 100 | / | / |
| 22. Sweden (SIDA) | Cambodia, Sierra Leone, Zimbabwe | 3 | 48,415,034 | 7,085,034 | / | / | 0 | 0 | 0 | 100 | 40 | 63 | 50 |
| 23. Switzerland | Benin, Burkina Faso, Chad, Niger | 4 | 15,287,340 | 12,470,377 | 0 | 0 | 50 | 67 | 8 | / | 0 | 50 | 61 |
| 24. United Kingdom (DFID) | Afghanistan, Burundi, Ethiopia, The Gambia, Ghana, Malawi, Mozambique, Nepal, Sierra Leone, Vietnam, Zimbabwe | 11 | 179,769,275 | 172,971,427 | 68 | 60 | 69 | 88 | 6 | 55 | 78 | 64 | 92 |
| 25. UNESCO | Benin, Cambodia, Cameroon, Chad, Ethiopia, Lesotho, Lao PDR, Madagascar, Papua New Guinea, Sri Lanka, Vietnam, Zimbabwe | 12 | 6,321,344 | 5,219,409 | 34 | 97 | 19 | 0 | 3 | 100 | 25 | 50 | 67 |
| 26. UNICEF | Benin, Burkina Faso, Burundi, Cambodia, Cameroon, Chad, Ethiopia, The Gambia, Georgia, Ghana, Guinea, Guinea-Bissau, Kyrgyz Republic, Lesotho, Liberia, Lao PDR, Madagascar, Malawi, Moldova, Mongolia, Mozambique, Nepal, Niger, Papua New Guinea, Senegal, Rwanda, Sierra Leone, Somalia, Sri Lanka, Tajikistan, Togo, Vietnam, Zambia, Zimbabwe | 34 | 170,302,085 | 121,837,482 | 60 | 64 | 29 | 32 | 11 | 50 | 35 | 68 | 74 |
| 27. United States (USAID) | Benin, Cambodia, Ethiopia, The Gambia, Georgia, Ghana, Liberia, Malawi, Mali, Nepal, Senegal, Somalia, Tajikistan, Vietnam, Zimbabwe | 15 | 144,816,819 | 25,349,127 | 31 | 49 | 15 | 43 | 16 | 52 | 33 | 73 | 56 |
| 28. World Bank | Afghanistan, Benin, Burundi, Cambodia, Cameroon, Chad, Ethiopia, The Gambia, Georgia, Ghana, Guinea, Kyrgyz Republic, Liberia, Lao PDR, Madagascar, Malawi, Moldova, Mongolia, Nepal, Papua New Guinea, Sierra Leone, Sri Lanka, Tajikistan, Togo, Vietnam | 25 | 445,742,820 | 434,592,357 | 75 | 65 | 41 | 35 | 15 | 63 | 55 | 55 | 77 |
| 29. World Food Programme | Afghanistan, Benin, Burundi, Cambodia, Ethiopia, The Gambia, Ghana, Lao PDR, Madagascar, Nepal, Niger, Sierra Leone, Tajikistan | 13 | 61,163,076 | 11,829,745 | 38 | 40 | 0 | 0 | 6 | 81 | 25 | 59 | 71 |
| 30. International Organization for Migration | Zimbabwe | 1 | 381,000 | 0 | / | / | / | / | / | / | 0 | 0 | 0 |

*Source*: GPE compilation.

a. The number shown for indicator 6—on the number of parallel PIUs used by the donor—represents the total across the country on which the donor reported.

b. This result is based on a narrow database; for half or more of the country scores there was no (/) result, and the average result here represents an average score from less than half of the countries on which donors reported.

## Table B.15. Overview Results of Country Groups in 2010

| Paris Indicator | 3 | 4 | 5a | 5b | 6 (number) | 7 | 9 | 10a | 10b | 11 | 12 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 2010 Paris target, % | 85 | 50 | 55 | - | - | - | 66 | 40 | 66 | - | 100 |
| Overall (36 countries surveyed)<br>2011 OECD survey | 66 | 71 | 38 | 36 | 23 | 55 | 37 | 15 | 42 | 86 | 42 |
| **Overall (36 countries surveyed)**<br>2011 monitoring exercise | 80 | 60 | 28 | 38 | 3 | 52 | 46 | 50 | 71 | 82 | 71 |
| **GPE-endorsed countries (31 countries surveyed)**<br>2011 monitoring exercise | 81 | 62 | 31 | 37 | 3 | 52 | 46 | 50 | 74 | 77 | 80 |
| **GPE-eligible countries (5 countries surveyed)**<br>2011 monitoring exercise | 80 | 49 | 0 | 53 | 1, average 6 | 49 | 43 | 50 | 50 | 33 | 0 |

*Source*: GPE compilation.

# TERMS AND DEFINITIONS

*The following terms and definitions are in line with terms and definitions provided by DAC for the 2011 OECD survey.*

The *appraisal and endorsement of a national education plan* takes place at the country level through the development partner group. Endorsement of the education plan is based on the appraisal of the plan. The appraisal processes is reviewed along with the plan by the GPE Secretariat. Once the appraisal report is finalized and the education plan satisfactory the education plan can be endorsed by the development partner group at the country level (GPE 2012c).

According to the DAC network on governance, *capacity development* is the process whereby people, organizations, and society unleash, strengthen, create, adapt, and maintain capacity over time. Recent research shows that capacity development is more likely to be effective if (1) capacity development is treated as a goal in its own right and that increased efforts are undertaken to identify the objectives of capacity development; (2) support for capacity development addresses three dimensions: human capacity, organizational capacity, and broader institutional capacity; and (3) capacity development is country owned rather than donor driven.

*Civil society organization* (CSO) is an umbrella term for the wider group of stakeholders in civil society. In this report, domestic or national CSOs are NGOs that are based and registered in a single country and that are active only in that country. International NGOs are regarded as development partners. We make this distinction to emphasize the different lines of accountability among these organizations, especially domestic accountability.

*Country analysis* encompasses the analysis and advice necessary to strengthen policy dialogue and develop and implement national strategies in support of sound development assistance. Good analysis is essential for well-focused development policy and programs. It should include major studies such as (1) diagnostic reviews (for example, country procurement assessment reports, country financial accountability assessments, and so on), (2) sectoral studies and strategies, (3) sectoral evaluations, and (4) cross-cutting analysis such as gender assessments.

The World Bank's *country policy and institutional assessment* (CPIA) is carried out annually on all borrowing countries. It has evolved into a set of criteria that are grouped into four clusters: (1) economic management, (2) structural policies, (3) policies for social inclusion and equity, and (4) public sector management and institutions. The number of criteria, currently 16, represents a balance: not overburdening the evaluation process, while ensuring that all key factors that foster pro-poor growth and poverty alleviation are captured. The ratings for each of the criteria reflect a variety of indicators, observations, and judgments. They focus on the quality of each country's current policies and institutions, which are the main determinants of the current prospects of aid effectiveness. To underscore the importance of the CPIA in IDA performance-based allocations, the overall country score is referred to as the IDA resource allocation index.

*Development partners* are all external partners, including bi- and multilateral donors, development banks, United Nations agencies, international NGOs, and private foundation partners. Donor partners are also called development partners. In this report, donor partners are the main development partners because other development partners were not included in the monitoring exercise.

*Direct budget support* is a method of financing a country's budget through the transfer of resources from a donor to the partner government's national treasury. The funds thus transferred are managed in accordance with the recipient's budgetary procedures. Funds transferred to the national treasury to finance programs or projects managed according to different budgetary procedures from those of the partner country with the intention of earmarking the resources for specific uses are therefore excluded. The definition includes general budget support and sector budget support.

A *disbursement to the government sector* is ODA disbursed in the context of an agreement with administrations (ministries, departments, agencies, or municipalities) authorized to receive revenue or undertake expenditures on behalf of a central government.

*General budget support* is a subcategory of direct budget support. In the case of general budget support, the dialogue between donors and partner governments focuses on overall policy and budget priorities.

*Joint sector reviews* (JSRs) are processes for the mutual assessment of progress in the education sector. These reviews engage, at the national level, partner government authorities, development partners, and national civil society in a review of performance in the education sector.

The *local education group* (LEG) is the foundation of GPE governance within countries. The typical group includes representatives of the government, development partners in education, and civil society partners who work together to develop, appraise, endorse, implement, monitor, and evaluate the national education plan. The architecture of the LEG, including the composition, title, and working arrangements, vary from country to country.

*The medium-term expenditure framework* (MTEF) combines, in a coherent manner, a medium-term fiscal framework (lasting, typically, three to five years), medium-term sectoral strategies for the key sectors of the economy, and medium-term indicative expenditure plans or ceilings for each sector.

*Monitoring and evaluation* (M&E) are two complementary, but distinct processes. Monitoring focuses on systematically tracking inputs, outputs, outcomes, and impacts as interventions are implemented. Evaluation systematically assesses the efficiency, effectiveness, sustainability, and impact of the interventions (typically after they have been implemented). Together, monitoring and evaluation allow policy makers to track results, suggest corrections or improvements during implementation, and assess success. M&E systems can also promote the ownership of reforms and accountability. An M&E framework builds on sound statistical data and open access to information and produces data on the progress achieved in realizing desired inputs, outputs, and outcomes that are identified in the national education sector development strategy.

*Official development assistance* (ODA) includes all transactions as defined in the DAC Statistical Reporting Directives (OECD 2010c), including official transactions that (1) are administered with the main objective of promoting the economic development and welfare of developing countries and (2) are concessional in character and convey a grant element of at least 25 percent, excluding debt reorganization, humanitarian assistance, and support for regional programs.

A *project implementation unit* (PIU) is parallel if it has been created and operates outside existing country institutional and administrative structures at the behest of a donor. In practice, there is a continuum between parallel and integrated PIUs. The criteria below have been designed to help donors and partner authorities draw a line within this continuum and identify parallel PIUs with greater certainty.

The *partner countries* are all developing countries, including GPE-endorsed countries and GPE-eligible, but not GPE-endorsed countries. The five partner countries that are in the latter category are eligible for both GPE membership and GPE Fund resources.

*Technical cooperation* and technical assistance involve the provision of expertise through the supply of personnel, training, and research, including coverage of the associated costs (OECD 2010c). Through donor financing, it comprises (1) activities that augment the level of knowledge, skills, technical expertise, or productive aptitudes of people in developing countries; and (2) services such as consultancy, technical support, or expertise that contribute to the execution of a capital project. Technical cooperation can be provided to governmental or nongovernmental entities and includes freestanding technical cooperation and technical cooperation that is embedded in investment programs or included in PBAs. To report on this issue, donors are invited to review their portfolio of projects and programs and estimate the share of the technical cooperation involved.

The degree of the *use of national systems*, specifically PFM (auditing, budget execution and financial reporting procedures) and procurement systems by donor partners is determined as follows according to OECD-DAC:

- *Auditing procedures*: Do donors impose additional requirements on governments in auditing?
- *Budget execution procedures*: Do donors use national budget execution procedures if the funds they provide are managed according to the national budgeting procedures established in general legislation and implemented by the government? This means that programs supported by donors are subject to normal country budgetary execution procedures, namely, procedures for authorization, approval, and payment.
- *Financial reporting*: Do donors impose additional requirements on governments for financial reporting? In particular, do donors require (1) the maintenance of a separate accounting system to satisfy donor reporting demands or (2) the creation of a separate chart of accounts to record the use of donor funds.
- *Procurement systems*: Do donors use national procurement systems if the funds they provide for the implementation of projects and programs are managed according to the national procurement procedures as established in general legislation and implemented by the government? The use of national procurement procedures means that donors do not make additional or special demands on governments for the procurement of works, goods, and services.

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