

GLOBAL
PARTNERSHIP
for EDUCATION

GPE PORTFOLIO REVIEW REPORT

2013

October 2013

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PURPOSE

The purpose of this report is to satisfy the requirements described in the Terms of Reference of the Financial Advisory Committee (FAC) to:

(e) Provide annual reports on the grant portfolio (including program implementation grants, education plan and program development grants and Global and Regional Activities), including disbursements, budgets and implementation progress and make recommendations on future funding priorities and strategies.

The Secretariat prepares the report on behalf of the FAC and considering the input of the FAC. The FAC are then expected to submit the report to the Board along with any recommendations or comments resulting from the Review that can be incorporated in the FAC Report to the Board.

EXECUTIVE SUMMARY

This report focuses primarily on the active GPE grants and therefore on progress rather than on results and impact. The ***Results for Learning*** Report focuses on overall progress in the Education Sector in Member Countries, which is the principal concern of the Global Partnership. The Monitoring and Evaluation team is also preparing a ***Grant Performance Report*** addressing results from closed grants, due to be published in 2014. Furthermore, a report being prepared for the **GPE Partner Results Meeting** in November focuses on GPE's added value at the global and country level, illustrated through country examples.

The value and size of the portfolio has significantly increased over the past year (particularly in fragile contexts), along with an increasing diversification of Supervising (SEs) and Managing Entities (MEs). The Portfolio Review Report is based on inputs from Supervising and Managing Entities including progress reports and additional communication with responsible parties. The Report provides an overall analysis of the Portfolio to the extent this is possible with the current level and comparability of information available. It has a number of positive findings.

For the majority of active GPE grants, disbursements are on track in terms of the percentage of the grant amount disbursed versus the grant implementation period elapsed, while implementation progress in terms of advancement of grant activities outlined in the proposal is also on track for the majority, based on the information provided by SEs and MEs.

The report highlights that there is a shift in funding post-2011 from access-related activities towards quality of education, literacy, early childhood care and education, and capacity building.

The report also provides country-specific grant information for a number of grants to illustrate the variety of ways in which the Global Partnership for Education contributes to tangible results in education sector progress.

However the report also identifies a number of challenges. A number of grants are delayed, more focus on implementation readiness is required, progress needs to be made on using the most aligned modalities, there needs to be improvements in the ability to report results and better analyze performance, the role of SE and ME needs to be examined to better reflect the implementation arrangements and their roles and responsibilities, and there needs to be greater clarity provided to the LEGs on FAC recommendations and their follow-up.

With the growth in the Secretariat, significant additional resources have been deployed in order to improve the quality of this report from the previous version prepared in 2012. However in collecting and analyzing the information, the Secretariat has faced considerable challenges in that the information provided by SEs and MEs is not standardized and may not be sufficient to meet the needs of the FAC in terms of the depth of information on results, aid effectiveness, and overall grant performance.

While a move to standardized reporting would facilitate analysis of the portfolio and improve communication on results, consideration needs to be given to the downsides of having increased GPE specific requirements.

For the grants that are slightly behind or delayed, the Secretariat has provided information on the reasons but does not recommend that any grants be cancelled at this stage, as those that can be considered for cancellation (approved after December 2011) have not been implementing for a sufficient length of time and it is too early to tell whether or not performance will continue to be delayed.

It is important to note that some of the issues identified in this report—particularly around results and performance, aid effectiveness, implementation arrangements and modalities—are also touched on in other FAC papers for consideration at the next meeting of the FAC in October 2013. In addition, GPE has already taken a number of measures that are expected to help address these challenges:

- Increasing the number of SEs/MEs will provide more flexibility and options to ensure the most appropriate entity is selected to be SE or ME for a given country context.
- The introduction of the Quality Assurance Review just over one year ago ensures greater attention to the alignment with Education Sector Plans and GPE strategic objectives.
- An increase in resources for the Secretariat's Country Support team allows for greater engagement with Developing Partner Countries and their Local Education Groups.

- The establishment of the Monitoring & Evaluation team is expected to bring a greater emphasis on results to GPE-supported activities.

The issues identified in this report, however, point to the need to ensure that the initial design of any GPE-supported program is appropriate. The Secretariat is therefore recommending in its review of the indicative allocation model (FAC/2013/10 DOC03) that there should be a redesign of the model for the next replenishment period (2015-2018) that not only addresses the need for predictability of funding for Developing Country Partner countries based on a predictable supply of contributions to GPE Fund, but also allows incentives to be built into the model to encourage aid effectiveness, value for money, and a greater focus on results.

1. OVERVIEW

The Global Partnership for Education (GPE) active grant portfolio consists of 54 current Program Implementation Grants in 2013 (nine of these approved but not yet commenced); including 23 GPE Fund grants, 28 Catalytic Fund grants, and three funded from both. In addition, there are 24 Education Plan Development Grants, 24 Program Development Grants, 16 Global and Regional Activities Grants and one grant from the Civil Society Education Fund. This report focuses on current grants. The ***Grant Performance Report*** under preparation will provide information on grants that closed by December 31, 2012.

This Portfolio Review addresses grant implementation progress as well as issues around financing, modalities and reporting. **Section 2** presents a list of **Issues and Recommendations** emanating from the various analyses, which are detailed in **Section 3, Portfolio Overview**.

Section 3.1: Program Implementation Grant - Growth and Diversification of the Portfolio addresses the overall trends in the approval of Program Implementation Grants and diversification in Supervising and Managing Entities, as well as projected disbursement increases. Following the January 2012 announcement of Indicative Allocations to eligible countries, there has been a steep increase in the number of countries applying for a Program Implementation Grant. Applications reached a peak in 2013: 14 in the first round and 15 in the second application round. Nearly US$1 billion has been allocated between July 2012 and June 2013; an almost 50 percent growth in the value of grants approved in one single year compared to the entire amount approved between 2003 and 2011. Total approvals now stand at over US$3.1 billion. With the 15 grant applications submitted for the current round, the Global Partnership will potentially approve close to US$700 million more in allocations before the end of the year. The number of countries applying will then decrease in 2014 and the next peak is expected in 2016-2017 if implementation of the 2013 cohort stays on track.

Section 3.2: Program Implementation Grant – Timelines for Grant Processing and Disbursements highlights issues related to the timelines for grant preparation, approval, grant

signing and disbursement. The analysis focuses on grants approved since December 2011 to take into account the Global Partnership's more recent processes and procedures. Key issues arising from this analysis include the need to pay closer attention to implementation readiness during the approval stage; the need to facilitate the monitoring of disbursements from SE/ME to countries (currently only the disbursement from Trustee to SE/ME is visible to the Secretariat for partners other than the World Bank); and the need to monitor the length of the period between grant approval and the first disbursement.

Section 3.3: Program Implementation Grant – Disbursements and Implementation Status gives an overview by grant of disbursement and implementation progress. As of August 2013, the active portfolio of Program Implementation Grants was at 54 (45 signed or started and nine grants approved but not yet signed). In terms of the disbursement rates, eight of the 45 grants are considered to be delayed and a further three grants are considered slightly behind. Overall, this means that nearly one quarter of active program implementation grants are disbursing slower than the planned grant period. While disbursement rates provide a useful indicator of progress, they provide limited information on programmatic progress in terms of implementation status. Based on the Secretariat's knowledge of each of the grants, five are considered delayed in terms of implementation, nine are slightly behind and the rest are on track.

Section 3.4: Program Implementation Grant - Implementation Modalities and Instruments provides an overview of the modalities used to implement GPE-financed programs. These can be broadly categorized into general budget support, sector budget support, pooled funding and stand-alone projects. Out of a total of 78 grants approved since 2003, one grant has used general budget support, two used sector budget support, 14 used pooled funds and 61 used a project modality, including those that used a Managing Entity modality. The extent to which grants use national administrative systems varies a great deal. However, this information is not always clear in program documents and the Secretariat will therefore require more time and consultation with Supervising and Managing Entities to analyze this aspect of alignment.

When comparing grants awarded between 2003 and 2010 and those awarded in 2011-2013, there does not seem to be a clear trend towards more aligned modalities. The substantial increase in support to countries classified as fragile must be taken into consideration when analyzing progress towards greater alignment, although pooled funding should also be pursued in fragile contexts.

There is not always a clear distinction between SE and ME in terms of implementation arrangements. For example, both SEs and MEs may use government systems, and within both categories there are grants implemented in project mode. The Secretariat recommends revisiting this terminology to assess whether it would be feasible to streamline cost-recovery arrangements while ensuring due attention to fiduciary responsibilities and the identification of appropriate implementation arrangements for optimal aid effectiveness as appropriate in each context.

Section 3.5: Program Implementation Grant – Components Supported provides an overview of the kinds of components or activities supported by GPE grants. The degree to which it is possible to identify concrete activities depends on the modality used. Budget support does not allocate the Global Partnership's resources to particular budgets; pooled funding may ensure that the funds support particular objectives but will normally not track funds at component or activity level. However, in both cases it is possible to attribute a proportion of the results achieved to GPE support. Projects provide the greatest opportunity for attributing the implementation of particular activities—and corresponding results—to the Global Partnership's support. There is therefore a trade-off between using the most aligned modalities and linking GPE funds to particular components or inputs, although there are methodologies for calculating attribution with the more aligned modalities.

The level of information available on planned components and activities also depends on the quality and level of detail of results frameworks. The Global Partnership operates on the principle that SEs and MEs use their own procedures and standards for program development, monitoring and reporting.

The section on grant components, although it is affected by the limitations in information cited above, indicates a shifting trend in the use of GPE funds. Among grants where funds are allocated to particular components, the percentage of grant amounts planned for school construction and classroom furniture has declined from 41 percent for grants approved pre-2011 to 27 percent post-2011[1]. Another major decrease is the funding for textbooks and school supplies. On the other hand, there is an increase in funds allocated to activities to improve the quality of education (other than textbooks), literacy, Early Childhood Care and Education, and capacity building.

Section 3.6: Program Implementation Grant – Outputs analyzes the information available on outputs achieved through GPE's support within ongoing grants. 26 grants approved from 2006 until 2012 have been examined in this report. For grants approved for the second round of 2012 and in 2013, there are no reports to date.

A number of issues arise when trying to determine outputs attributed to GPE support. First, not all activities in the program documents have an indicator clearly linked to the components, and some progress reports focus on Program Development Objective level indicators such as the gross enrollment rate. While this is not a problem in and of itself, it makes it difficult to compile information across grants. Secondly, grants that have very general components such as "improving enrolment and retention" or "improving access and equity" have the most difficulty

[1] Due to the limited availability of information at the time of analysis, approximately 6 percent of grant amounts pre-2011 and 13 percent of grant amounts post-2011 are not included in this calculation. These grants could have aspects of school construction and refurbishment. In addition, school grants are grouped under school construction but the use of school grants could vary from country to country. Thus, the trends outlined in this report are only supported by the information available to the Secretariat at the time of writing.

reporting on progress. Thirdly, it is not possible to derive comprehensive figures across grants on key areas such as classrooms or schools constructed, teachers trained, textbooks distributed and other outputs based on the information available.

The focus on overall sector improvement as well as the modality used is expected to have an impact on the degree to which specific outputs can be attributed to GPE support. However, given the high number of grants that use a project modality, there is a need for reflection around the level of information currently available to the Secretariat on outputs from GPE grants.

In addition to reports by the SE or ME, Joint Sector Review Reports constitute a primary source of information on Education Sector Progress, and the Secretariat compiles these along with other country reports. Harmonized reporting assists Developing Country Partners in using streamlined monitoring and reporting structures. If minimum reporting standards or more specific formats for results frameworks and reporting on GPE grants are desirable in order to provide the Global Partnership with the information it needs to report on results, information needs must be weighed against efficiency and harmonization. A compromise solution may be a simple format to be filled in by SEs and MEs for the annual Portfolio Review, to facilitate compilation of comparable information across grants.

Sections 3.7 and 3.8 provide brief summaries of the ***Education Plan Development Grant and Program Development Grant***, respectively. As of August 2013, 24 Education Plan Development Grants have been approved with a combined value of US$5.1 million. 24 Program Development Grants have been approved with a total value of US$4.7 million.

Section 3.9 summarizes the status of the **Global and Regional Activities (GRA) grant and the Civil Society Education Fund (CSEF)**. To date, 16 GRA concept notes have been approved in two batches (February 2013 and July 2013) with a combined value of US$33 million. As of August, seven out of eight concept notes from the first batch have been finalized, and disbursements have been made for one.

The first CSEF grant was completed in 2012. The second CSEF grant was approved by the Board in December 2012 for US$14.5 million, with UNESCO as Supervising Entity. 50% of the funds have been transferred to UNESCO, and UNESCO has recently concluded a grant agreement with the Global Campaign for Education.

Finally, ***Section 4: Country Highlights*** provides selected country-specific grant information to illustrate the variety of ways in which the Global Partnership for Education contributes to tangible results in education sector progress.

2. Issues and Recommendations

Reporting requirements, modality choice and implementation readiness, and the quality and clarity of results frameworks are key issues that emerge from this review.

The issues and recommendations in this section of the report point to the overall need to re-examine the design of the current funding model. The Secretariat is proposing to develop options for a redesign of the model for the next replenishment period (2015-2018). The Secretariat sees the need for a model that not only addresses predictability of funding for developing country partner countries based on a predictable supply of contributions to GPE Fund, but also includes incentives to encourage development effectiveness, value for money, and a greater focus on results.

It is expected that this redesign of the funding model can address many of the issues that are raised in this report, particularly around promoting more aligned modalities, ensuring that proposals are realistic and implementable within a short period of Board approval, and ensuring that results frameworks are appropriately established and that monitoring and reporting systems are functioning appropriately in order to be able to track implementation and report results.

Issue 1 – Implementation Arrangements

There is little evidence of progression towards increased use of the most aligned modalities, with the majority of the portfolio using a Project modality and within these, only a small number fully using national systems.

Further reflection is needed around implementation arrangements and potential strategies and incentives to optimize the use of context-appropriate modalities that maximize capacity building through the use of country systems. This should include increased use of pooled funding in fragile contexts.

The Secretariat proposes that any revision to the funding model for the next replenishment period include analysis of the options and implications of built-in incentives for optimal aid effectiveness, capacity building and the use of country systems.

Issue 2 – Implementation Readiness

There continues to be a significant gap between the date of Board approval and when implementation actually commences

Closer attention to implementation readiness during the program approval stage is one area that should be addressed more strongly as part of the Quality Assurance Review (QAR) and FAC review stage.

Consideration might also need to be given to additional scrutiny of grant signing timeframes, but also to monitoring the date that implementation actually commences at the country level.

The Secretariat proposes that the QAR be adjusted to include agreed benchmarks for implementation readiness, including completion of previous grants and the availability of appraised Sector Action Plans that clearly spell out the Program actions within the broader Sector program.

Issue 3 – Supervising versus Managing Entity

The terminology around grant supervision should be reviewed, since the distinction between Supervising Entities (SE) and Managing Entities (ME) is not always clear and both use a range of implementation arrangements. At present, SEs are entitled to supervision allocations that are additional to the grant amount, while MEs cover their costs from within the grant amount. Both SEs and MEs may use government systems, and within both categories there are grants implemented in project mode.

As GPE relies on the policies and procedures of its partner organizations, there are differences in the approach taken to these roles, and it is recommended that further analysis be undertaken and guidance provided as to whether these roles are distinct, or rather the role is essentially the same, but with differences in implementation and oversight arrangements based on the partner organization involved and the characteristics of the country and grant.

The Secretariat proposes that further analysis of the roles of SEs and MEs take place to develop a clear definition on each and/or develop alternate terminology to better reflect the roles. The Secretariat would report back to FAC/Successor Committee at its next face-to-face meeting and would include a recommendation on whether costs are included within the overall allocation or should be additional to it. Further information on SE and ME costs are included in the FAC paper (FAC/2013/10 DOC 04)

Issue 4 – Reporting Requirements

GPE policy to date is to rely on the policies and procedures of its partner organizations, including those related to reporting requirements. As the Global Partnership is not prescriptive in terms of the requirements of what to report, when to report it, and in what format, there is a significant challenge for the Secretariat and demand on human resources in collecting information, analyzing it, and reporting back to FAC and Board of Directors in a way that meets their needs. As the Global Partnership continues to diversify the number of SEs and MEs, this challenge will grow.

An example of this is tracking disbursements. As GPE is hosted within the World Bank, the Secretariat can access disbursement information from the World Bank to Developing Country Partners in real time. Where entities other than the World Bank are SE or ME, the Secretariat can track disbursements from GPE to those Entities in real time, but it does not have a systematic way of obtaining information on expenditure or disbursement of funds to those Developing Country Partners other than in cases where the SE or ME reports this information to the Secretariat based on their own reporting formats and frequency.

A potential way to address this issue is to introduce standardized reporting requirements or be more prescriptive in the information required of SEs/MEs and Developing Country Partners both in the application documents and in reporting on implementation and use of funds. However, due consideration needs to be considered to the trade-off between additional requirements for SE/MEs and Government partners on the one hand, and promoting greater harmonization and alignment on the other. Further consideration needs to be given to the need to report on GPE-specific grant funding versus the Education Sector, taking into account that in the more aligned modalities, reporting on Education Sector Progress in general will be the norm, given that GPE funds are not allocated to specific activities.

Organizations such as the Global Fund deal with this issue by setting minimum requirements and providing standardized templates with mandatory reporting required before disbursement of funds can be made. Results Frameworks containing core indicators (that have been agreed with partner organizations globally) are submitted by the applicants along with a national monitoring and evaluation plan that contains information on how the results will be collected and verified. Progress against the results framework is reported every six months typically at output level (impact and outcome results must also be reported but the reporting period can be longer) along with basic information and analysis of the usage of funds and cash requirements for the next period. The result is that the Global Fund is extremely effective at being able to report results both at a national level and results that are directly tied to its resources.

The imposition of Global Fund specific requirements raised concerns over harmonization and alignment, and involves significant transaction costs. However it was felt that other principles of aid effectiveness such as managing for results was more important, especially considering that without the ability to report on Global Fund-related activities, it was very difficult to raise additional funding. Technical Partners such as UNAIDS, Stop TB, and Rollback Malaria adapted to the Global Fund's requirements to support countries with satisfying these demands.

For disbursement information, the Secretariat recommends that all SEs and MEs on a quarterly basis aligned with the calendar year report within 30 days after the end of each quarter, the funds that have either been utilized themselves (ME) or disbursed to implementing partners. It is recommended that this take effect from the first quarter of 2014 (i.e. By April 30 2014, SEs and MEs would report on information in Q1 2014) to align with the Secretariat's standardized quarterly reporting to the Board. This timeframe will allow time for a template to be circulated, and to provide sufficient notice to SEs and MEs expected to prepare this information of the change. As this is basic financial information that all organizations should possess, it is not expected that this will involve significant additional burden on the SEs and MEs.

For results-reporting, it is recommended that the Board request the Secretariat to develop minimum standards for reporting and evaluation.

Issue 5 - FAC recommendations

While the FAC provides comments to the LEG with each proposal that the Board approves, there is evidence that some of these comments may not be clear to the LEG or may be counterproductive considering the context. As a result, the follow-up of FAC comments has not been consistent across the portfolio.

The Secretariat recommends that the FAC provide greater clarity in the comments in order for the LEG to take action on them, and for the FAC to set clear expectations on whether a comment is purely for consideration and may be rejected after due consideration by the LEG, or is a

critical issue that the FAC expects to be implemented. In these latter cases, comments should be specific and actionable with implications on funding if the issue is not appropriately addressed.

The FAC could also consider introducing a process whereby the LEG would have the opportunity and responsibility to formally consider and respond to the FAC comments.

The Secretariat recognizes that it needs to improve its guidance to the FAC when comments are being formulated at the FAC meetings in order to alert the FAC to any unintended consequences that these comments may create.

3. PORTFOLIO OVERVIEW

3.1 Program Implementation Grant - Growth and Diversification of the Portfolio

The Portfolio has grown significantly since the last portfolio review was completed in June 2012. Close to US$1 billion has been allocated between July 2012 and June 2013, which is an almost 50% growth in the value of grants approved in one year compared to the entire amount approved between 2003 and 2011. Total approvals now stand at over US$3.1 billion. The pace of Program Implementation Grant approvals is expected to continue with potentially close to US$700 million more in allocations before the end of 2013.

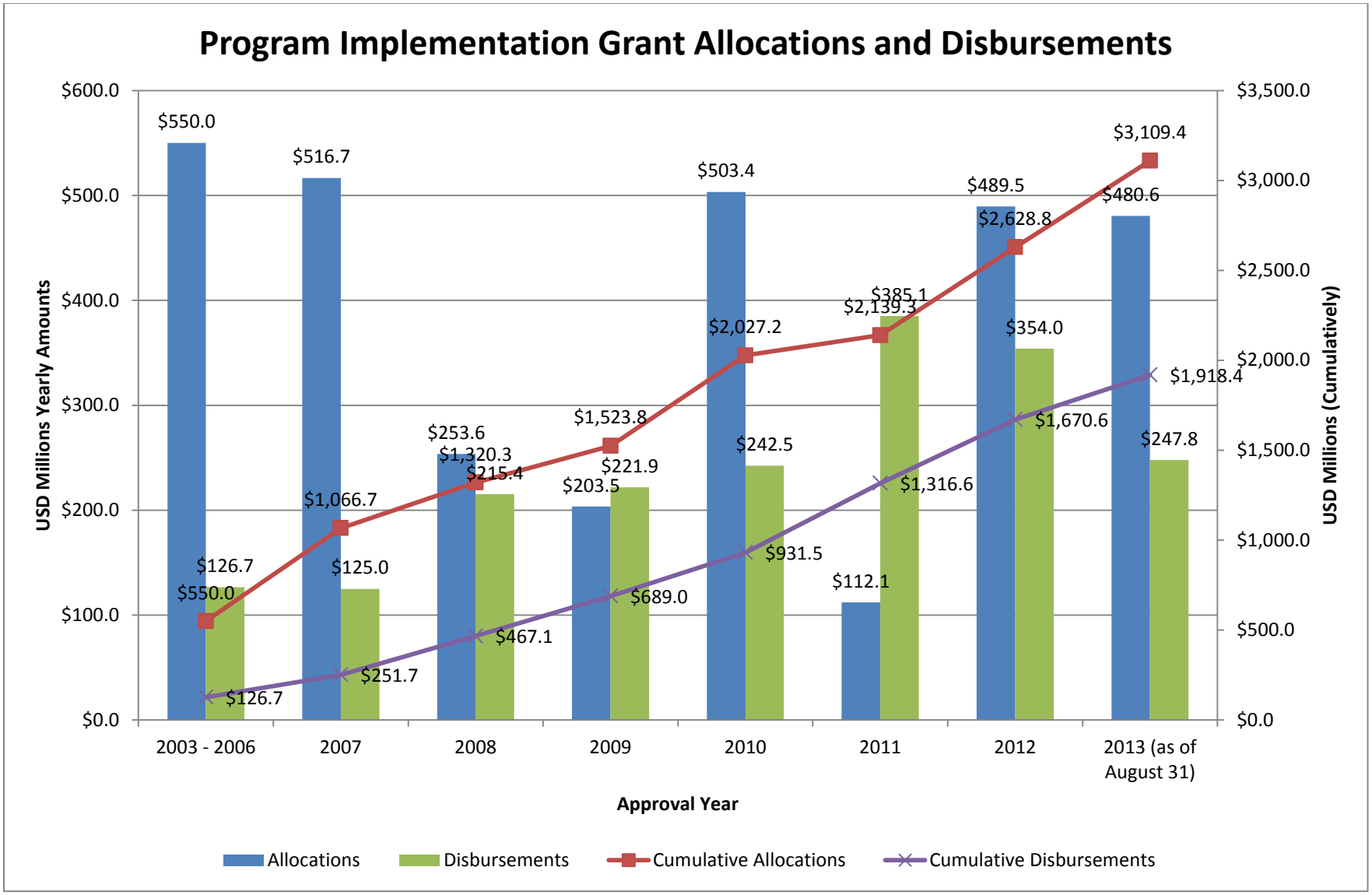
While the rate of program implementation grant disbursements has been increasing, disbursements in 2012 of US$354 million was a relatively modest figure and in fact represented a reduction on the amount disbursed in 2011 of US$385 million. The main cause of the reduction was the very low value of new allocations in 2011 with only US$126.3 million approved for six grants, which impacted the value of disbursements in 2012. With the significant level of approvals made in 2012/2013 and indeed expected to be made in 2014, the value of disbursements will grow significantly over the next three years and will easily exceed US$0.5 billion per year from 2014 through 2016. These numbers could grow significantly higher based on the outcomes of the next replenishment conference in June 2014.

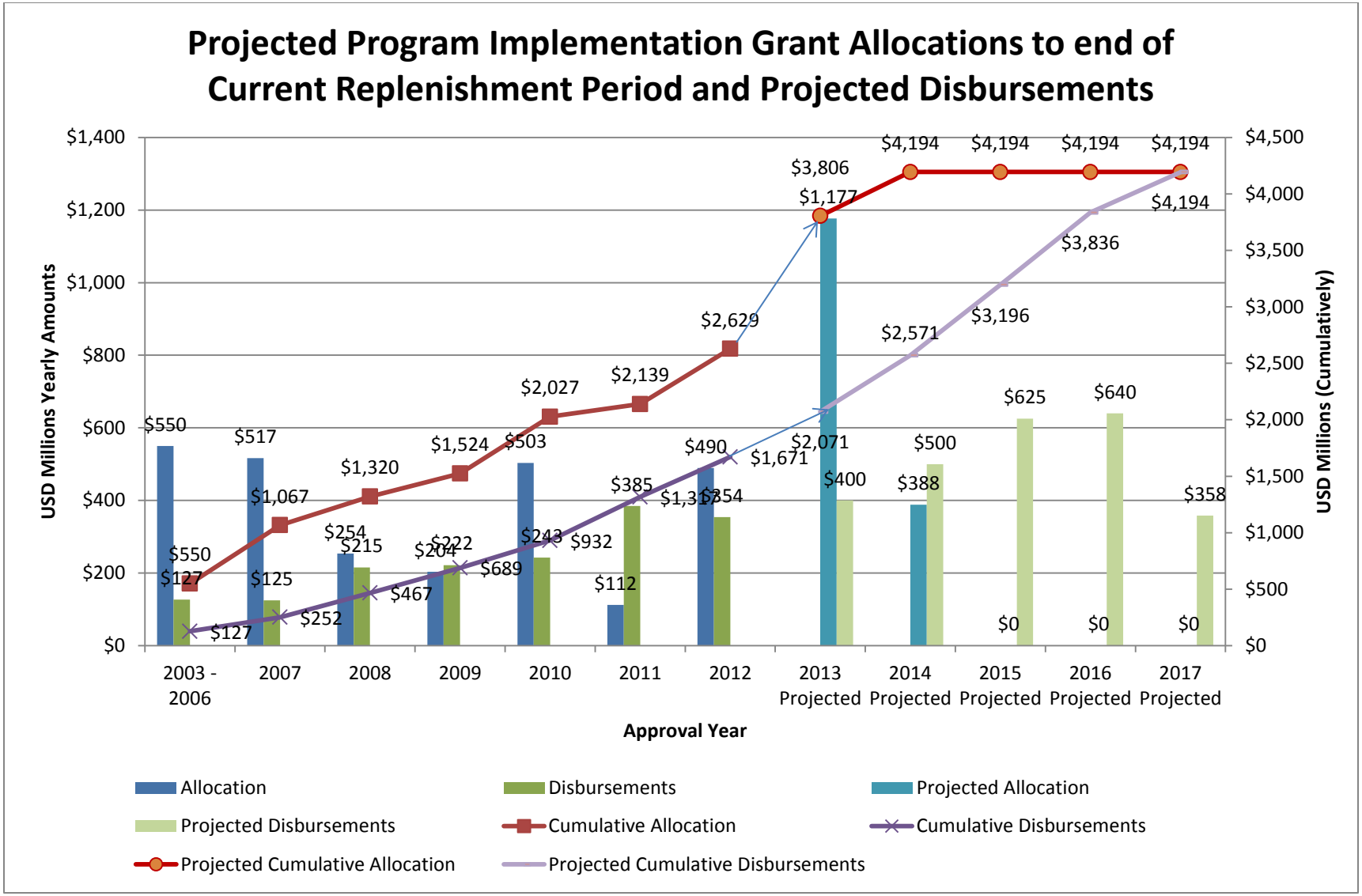
2013 is expected to be a year of modest growth. With disbursements reaching just under $250 million as of August 2013 and over US$1.9 billion cumulatively, the overall disbursement figure should exceed that of 2012 and come close to if not exceed US$400 million in annual disbursements for the first time.

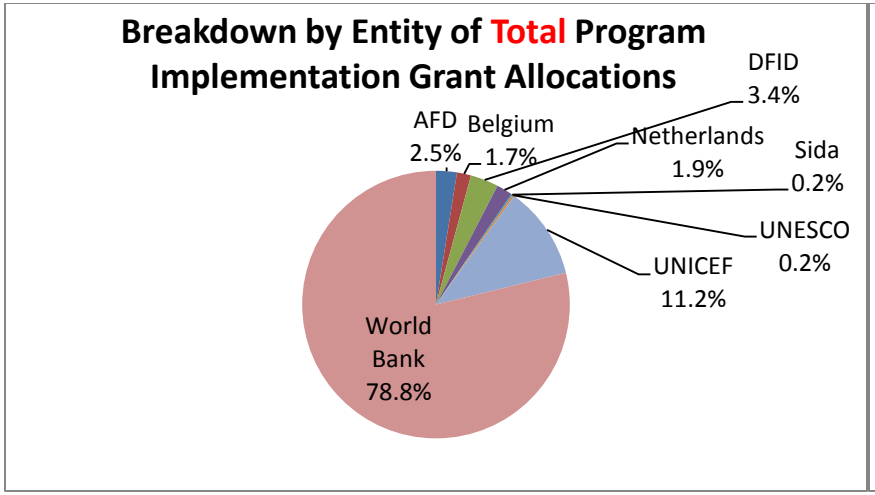
While the overall value of the portfolio in absolute US dollars has increased significantly over the past year, so has the geographic reach of GPE resources with 50 countries now approved for program implementation grant funding, a 25% increase in the number of countries in the space of just one year. It is expected that before the end of 2014, the number of countries will have increased to 55.

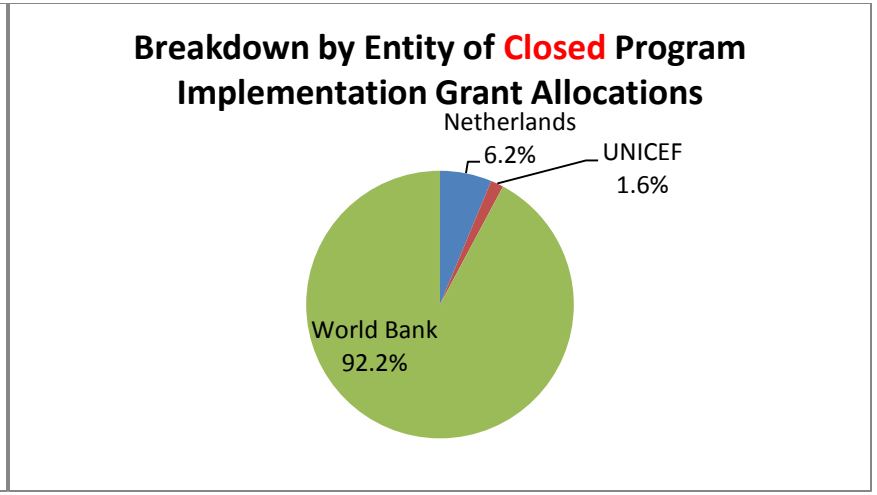
In addition, during the past year, the number of Supervising and Managing Entities has doubled with UNESCO, SIDA, Belgium, and AFD joining the World Bank, UNICEF, DFID, and the Netherlands. As a result of the diversification in Supervising and Managing Entities, the value of the active grant portfolio that flows through the World Bank as Supervising Entity has fallen significantly to 73 percent. As a comparison, 92 percent of the value of funds for closed grants had World Bank Supervising Entity arrangements.

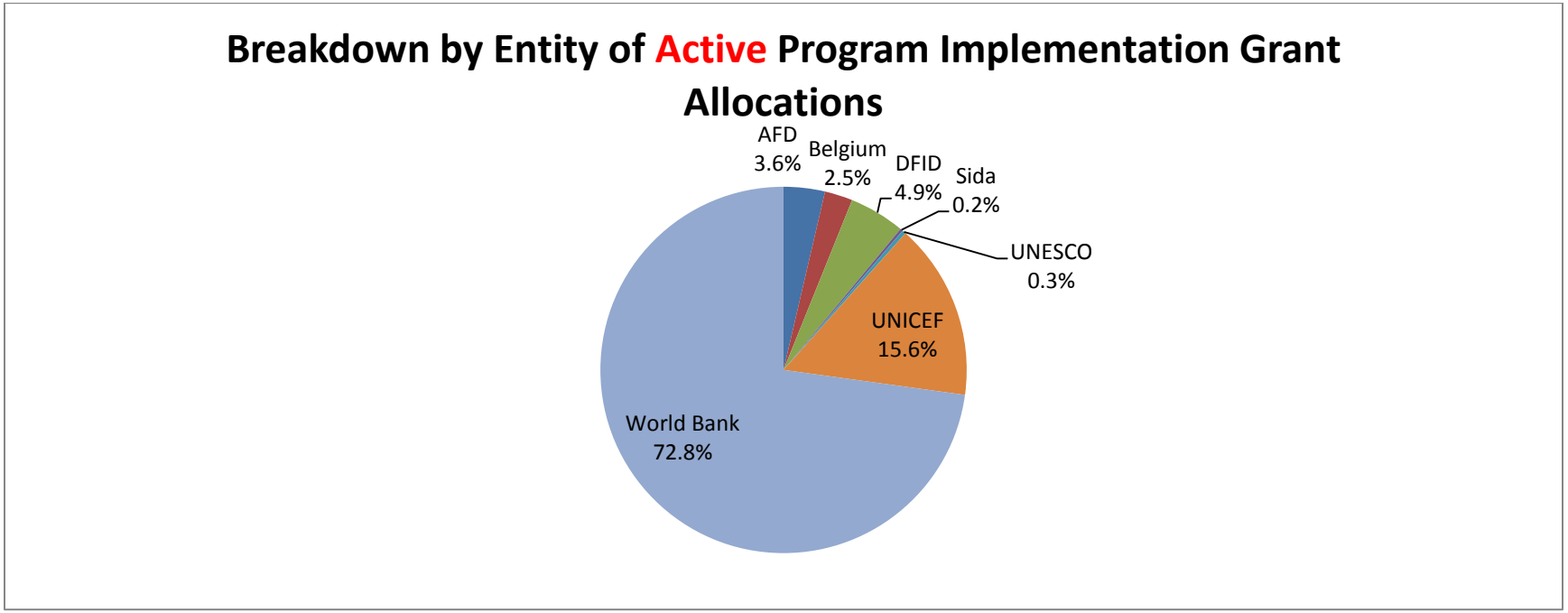
The Charts on the next pages illustrate some of the changes and projected changes in the portfolio.


Program Implementation Grant Allocations and Disbursements
USD Millions Yearly Amounts
USD Millions (Cumulatively)
$600.0
$500.0
$400.0
$300.0
$200.0
$100.0
$0.0
$3,500.0
$3,000.0
$2,500.0
$2,000.0
$1,500.0
$1,000.0
$500.0
$0.0
$550.0
$516.7
$503.4
$489.5
$480.6
$126.7
$125.0
$253.6
$215.4
$203.5
$221.9
$242.5
$112.1
$385.1
$354.0
$247.8
$550.0
$1,066.7
$1,320.3
$1,523.8
$2,027.2
$2,139.3
$2,628.8
$3,109.4
$126.7
$251.7
$467.1
$689.0
$931.5
$1,316.6
$1,670.6
$1,918.4
2003 - 2006
2007
2008
2009
2010
2011
2012
2013 (as of August 31)
Approval Year
Allocations
Disbursements
Cumulative Allocations
Cumulative Disbursements


Projected Program Implementation Grant Allocations to end of Current Replenishment Period and Projected Disbursements
USD Millions Yearly Amounts
USD Millions (Cumulatively)
$1,400
$1,200
$1,000
$800
$600
$400
$200
$0
$4,500
$4,000
$3,500
$3,000
$2,500
$2,000
$1,500
$1,000
$500
$0
$550
$517
$1,320
$1,524
$503
$2,027
$2,139
$2,629
$3,806
$1,177
$4,194
$4,194
$4,194
$4,194
$4,194
$3,836
$3,196
$2,571
$2,071
$1,671
$1,067
$254
$215
$204
$222
$243
$932
$385
$1,31
$354
$490
$400
$388
$500
$625
$640
$358
$550
$127
$125
$252
$467
$689
$112
$0
$0
$0
2003 - 2006
2007
2008
2009
2010
2011
2012
2013 Projected
2014 Projected
2015 Projected
2016 Projected
2017 Projected
Approval Year
Allocation
Disbursements
Projected Allocation
Projected Disbursements
Cumulative Allocation
Cumulative Disbursements
Projected Cumulative Allocation
Projected Cumulative Disbursements


Breakdown by Entity of Total Program Implementation Grant Allocations
AFD 2.5%
Belgium 1.7%
DFID 3.4%
Netherlands 1.9%
Sida 0.2%
UNESCO 0.2%
UNICEF 11.2%
World Bank 78.8%


Breakdown by Entity of Closed Program Implementation Grant Allocations
Netherlands 6.2%
UNICEF 1.6%
World Bank 92.2%


Breakdown by Entity of Active Program Implementation Grant Allocations
AFD 3.6%
Belgium 2.5%
DFID 4.9%
Sida 0.2%
UNESCO 0.3%
UNICEF 15.6%
World Bank 72.8%

3.2 Program Implementation Grant – Timelines for Grant Processing and Disbursements

The Grant Life Cycle charts on page 17 and 18 provide overviews of the time taken from the moment a country initiates the process of developing a program for a Program Implementation Grant to the first disbursement[2]. The charts are provided separately for the grants with the World Bank as SE and those that use other SEs and MEs.

For the World Bank, the Secretariat has information on when disbursements to countries occur. However, many of the grants are pre-QAR and the starting dates for grant preparation are best estimates.

For other SEs and MEs, disbursements to SEs and MEs are indicated but not disbursements to countries, since this information is currently not available to the Secretariat. In some cases, disbursements to the SE/ME have been made before the grant agreement is in place; in other cases the program falls under an existing agreement with the country so no additional grant agreement is required.

The Grant Life Cycle timelines illustrate that the program development phase, from the time a SE/ME is selected to the submission of the application to the Secretariat, is considerable for many countries. This is due to various circumstances. For example, Mali's program preparation process in 2010-2011 was delayed as a result of incomplete costing of the education sector plan, and Mauritania's program preparation in 2012 was extended to improve the design and content of the program. A lengthy program preparation process is not negative in and of itself, as it may lead to programs that are better planned and prepared, ensuring implementation readiness. However, if long preparation processes are followed by long periods before grant agreements are signed and disbursements made, this is problematic.

The period from the time an application is submitted to the Secretariat to the time when the Board of Directors makes its decision is fairly constant, since this depends on standard timelines set for the Final Readiness Review, FAC assessment and Board preparation.

For grants that require a Grant Agreement between the SE and the recipient Government, there is some variance in timelines, and efforts may be needed to promote the preparation of draft agreements earlier on in the process to promote earlier grant signing. In nine out of 24 grants with Supervising Entity modalities, the grant agreement was signed close to the six-month deadline. An additional five grants (Afghanistan, Burundi, Mali, Nicaragua and Sudan) were signed after a three-month extension beyond the initial six months was granted.

The time from grant signing to the first disbursement varies greatly from grant to grant. Apart from extreme circumstances where political instability or other contextual problems are to

[2] This analysis focuses only on grants that were approved by the GPE Board of Directors since 2011. The analysis will be updated to track the full cycle as grants are fully completed.

blame, this trend points to the need for greater attention to implementation readiness. There may also be a link between this issue and the appropriateness of the modality or implementation arrangements, as well as the degree to which the Education Sector Plan on which the program is based is well planned, detailed and costed.

It should also be noted that sometimes a delay between Board approval and the first disbursement is built into the planning. For instance, although Zimbabwe's Program Implementation Grant was approved in May 2013, the program is scheduled to start in January 2014. The Ministry of Education and its partners have the assurance that the funds will be available and can therefore move forward with preparatory activities supported by other funds. The lack of a disbursement therefore does not mean it is off track.

Since December 2011, 27 countries have received a GPE grant to implement their Education Sector Plans with a combined value of just under US$ 1.1 billion[3]. As of August 2013, just under US$ 100 million or 9 percent of that amount has been disbursed[4]. On average, the time from Board decision to first disbursement is 241 days for the grants that have the World Bank as Supervising Entity. For other agencies, the average is 130 days from Board approval to disbursement to the agency, but since the Secretariat does not have information on disbursements to country level, the two figures are not comparable.

Initially seven countries received allocations in December 2011. Mali's approval later expired as the grant was not signed because of the Coup d'Etat in early 2012. It was subsequently re-approved in February 2013. Disbursements have been made for the remaining six countries (Afghanistan, Cote d'Ivoire, Moldova, Mongolia, Timor Leste, and Guinea Bissau[5]). Disbursements as of August 2013 represent 14 percent (US$17. 3 million) of the total US$ 126.3[6] million approved in 2011.

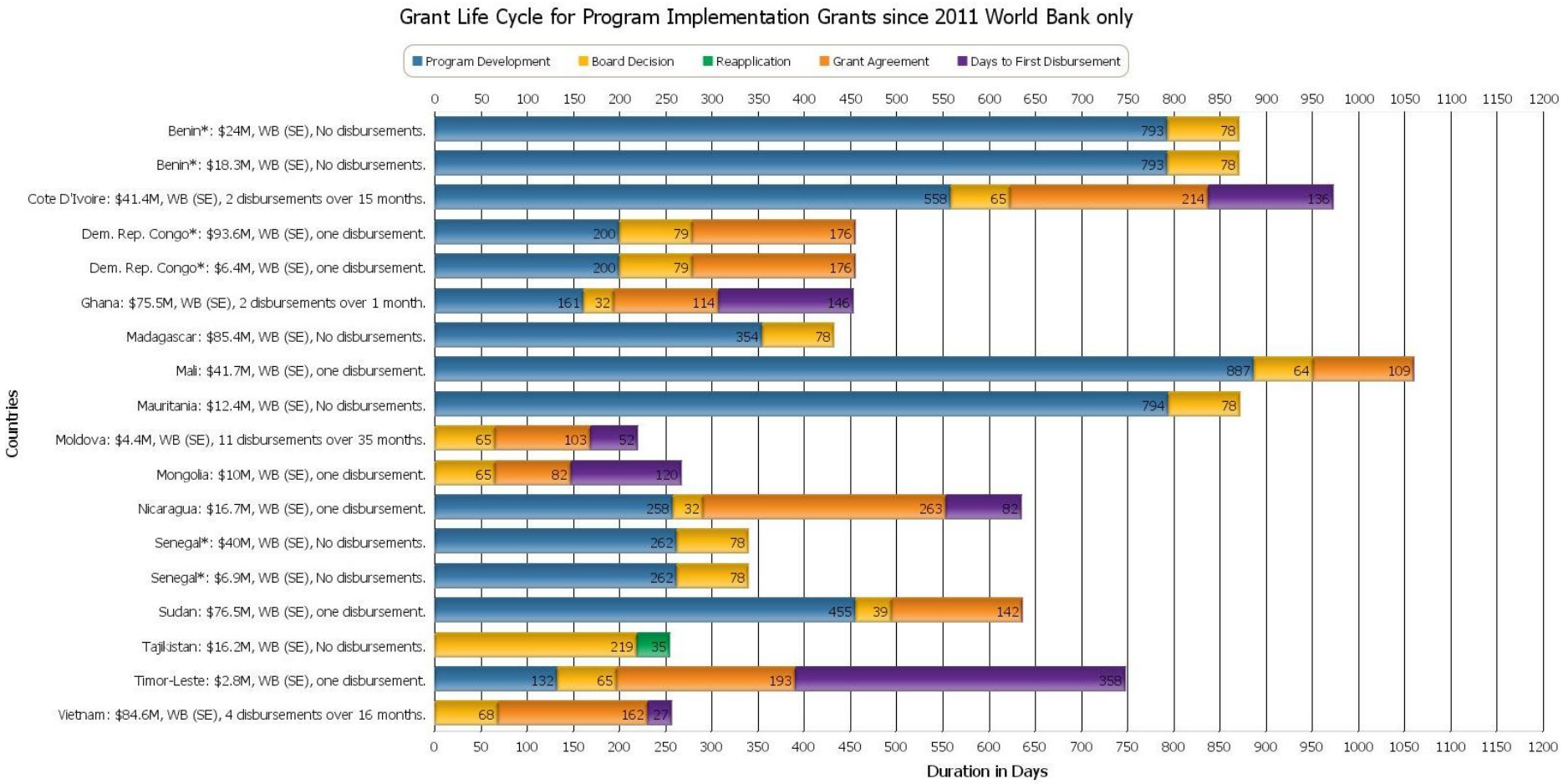
In 2012, Program Implementation Grants for eight countries were approved. Disbursements have been made for five of these. Two of the three grants without disbursements were approved in November 2012 (Burundi and Democratic Republic of Congo); one was partially approved in July with final approval in November (Sudan). All three countries now have a grant agreement signed.

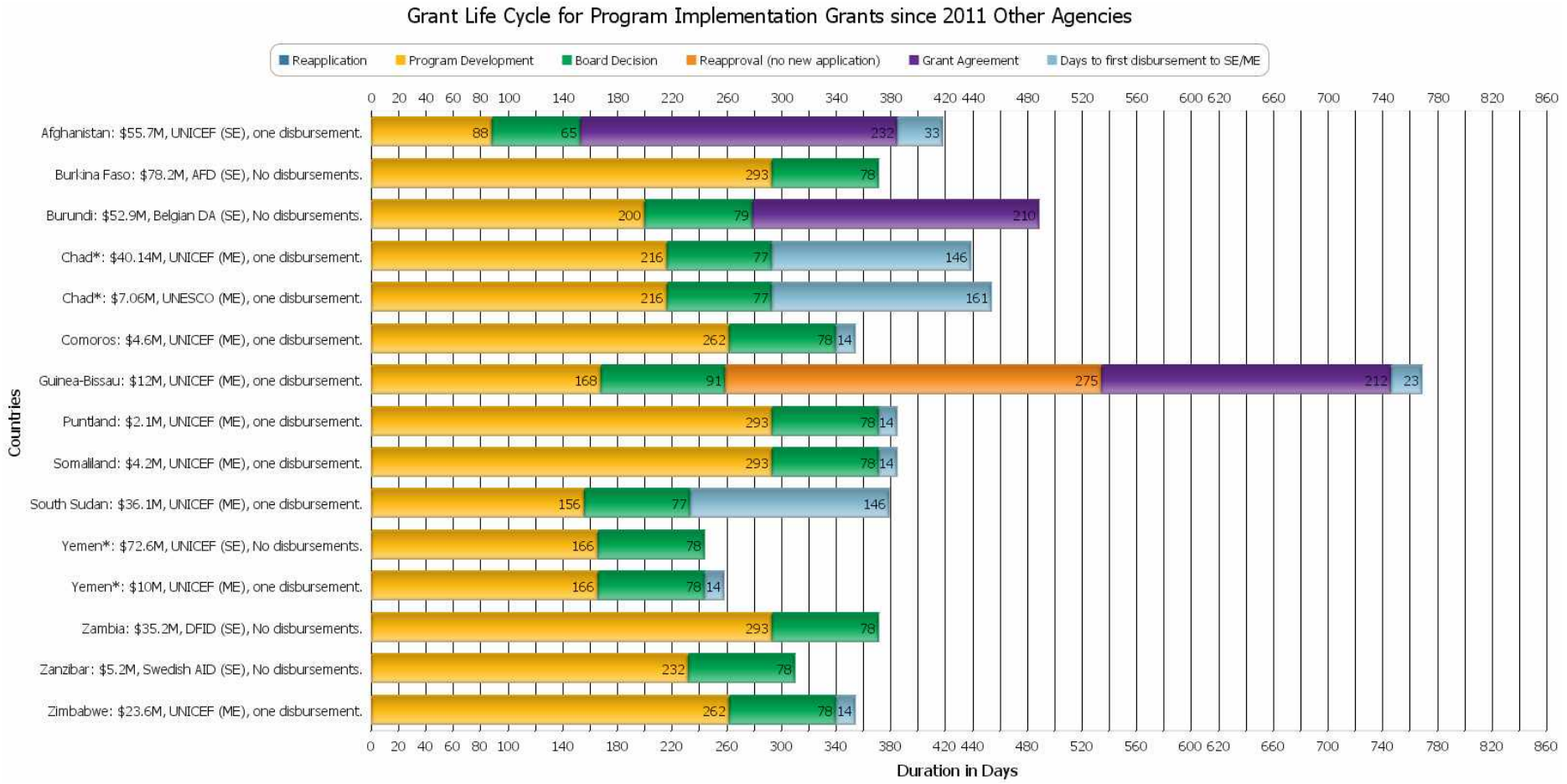
Although it is premature to analyze the disbursement progress for grants approved for the 13 countries in May 2013, five countries have already received an initial disbursement for a total of US$ 22.1 million. UNICEF is Managing Entity for four of these grants (Comoros, Somalia,

[3] This figure excludes agency fees.
[4] This figure includes the disbursements of the 27 countries.
[5] Guinea Bissau was originally approved in December 2011 with the World Bank as Supervising Entity. Following the Coup d'Etat, the Board approved a change to a Managing Entity arrangement with UNICEF in September 2012. The grant was further delayed until the Financial Procedures Agreement was signed in April 2013.
[6] Information showing annual approvals in 2011 will show a lower amount as there was a reduction made in total allocations related to a reduction of $14.2m in an allocation originally made to Ghana.

Yemen and Zimbabwe) and the Swedish International Development Agency (SIDA) is the SE for Zanzibar. However, disbursements to the SE or ME do not necessarily mean that disbursements have been made to countries. The Secretariat needs better monitoring mechanisms to differentiate between disbursement to SE/ME and disbursement to the country when the entity is not the World Bank.

Even if it is too early to draw final conclusions from this initial analysis, key questions remain on what needs to be adjusted in terms of standards and procedures, keeping in mind that the objective should be to optimize implementation readiness at the time of Board approval through robust sector planning and program preparation.


Grant Life Cycle for Program Implementation Grants since 2011 World Bank only
Program Development
Board Decision
Reapplication
Grant Agreement
Days to First Disbursement
Countries
Duration in Days
0 50 100 150 200 250 300 350 400 450 500 550 600 650 700 750 800 850 900 950 1000 1050 1100 1150 1200
Benin*: $24M, WB (SE), No disbursements. 793 78
Benin*: $18.3M, WB (SE), No disbursements. 793 78
Cote D'Ivoire: $41.4M, WB (SE), 2 disbursements over 15 months. 558 65 214 136
Dem. Rep. Congo*: $93.6M, WB (SE), one disbursement. 200 79 176
Dem. Rep. Congo*: $6.4M, WB (SE), one disbursement. 200 79 176
Ghana: $75.5M, WB (SE), 2 disbursements over 1 month. 161 32 114 146
Madagascar: $85.4M, WB (SE), No disbursements. 354 78
Mali: $41.7M, WB (SE), one disbursement. 887 64 109
Mauritania: $12.4M, WB (SE), No disbursements. 794 78
Moldova: $4.4M, WB (SE), 11 disbursements over 35 months. 65 103 52
Mongolia: $10M, WB (SE), one disbursement. 65 82 120
Nicaragua: $16.7M, WB (SE), one disbursement. 258 32 263 82
Senegal*: $40M, WB (SE), No disbursements. 262 78
Senegal*: $6.9M, WB (SE), No disbursements. 262 78
Sudan: $76.5M, WB (SE), one disbursement. 455 39 142
Tajikistan: $16.2M, WB (SE), No disbursements. 219 35
Timor-Leste: $2.8M, WB (SE), one disbursement. 132 65 193 358
Vietnam: $84.6M, WB (SE), 4 disbursements over 16 months. 68 162 27


Grant Life Cycle for Program Implementation Grants since 2011 Other Agencies
Reapplication
Program Development
Board Decision
Reapproval (no new application)
Grant Agreement
Days to first disbursement to SE/ME
Countries
Duration in Days
Afghanistan: $55.7M, UNICEF (SE), one disbursement.
Burkina Faso: $78.2M, AFD (SE), No disbursements.
Burundi: $52.9M, Belgian DA (SE), No disbursements.
Chad*: $40.14M, UNICEF (ME), one disbursement.
Chad*: $7.06M, UNESCO (ME), one disbursement.
Comoros: $4.6M, UNICEF (ME), one disbursement.
Guinea-Bissau: $12M, UNICEF (ME), one disbursement.
Puntland: $2.1M, UNICEF (ME), one disbursement.
Somaliland: $4.2M, UNICEF (ME), one disbursement.
South Sudan: $36.1M, UNICEF (ME), one disbursement.
Yemen*: $72.6M, UNICEF (SE), No disbursements.
Yemen*: $10M, UNICEF (ME), one disbursement.
Zambia: $35.2M, DFID (SE), No disbursements.
Zanzibar: $5.2M, Swedish AID (SE), No disbursements.
Zimbabwe: $23.6M, UNICEF (ME), one disbursement.
0 20 40 60 80 100 140 180 220 260 300 340 380 420 440 480 520 560 600 620 660 700 740 780 820 860
88 65 232 33
293 78
200 79 210
216 77 146
216 77 161
262 78 14
168 91 275 212 23
293 78 14
293 78 14
156 77 146
166 78
166 78 14
293 78
232 78
262 78 14

3.3 Program Implementation Grant – Disbursements and Implementation Status

As of August 2013, there were 45 active grants and 9 grants approved but not yet signed. In attempting to evaluate the implementation status of each grant, the Secretariat considered the disbursement rate for each grant as well as the latest information from available reports on programmatic performance.

In terms of the disbursement rates, 8 of the 45 grants are considered to be delayed, meaning that the percentage of the grant period elapsed is at least 25 percent higher than the percentage of the grant amount that has been disbursed. A further 3 grants are considered slightly behind, meaning that the difference is somewhere between 15 percent and 25 percent. Overall, this means that close to one quarter of active program implementation grants are disbursing slower than the grant period.

The situation is actually slightly worse in that a significant number of older grants that are still active have already received grant extensions and this has been factored into the elapsed period. On the other hand, if we look at the overall percentage disbursed of these active grants and compare it to the average age of the active grant portfolio, the portfolio is broadly on track with 55 percent of the grant amount disbursed with 55 percent of the average grant period elapsed.

While disbursement rates provide a useful indicator of progress, it is limited in terms of the ability to analyze programmatic progress. Based on the Secretariat's knowledge of each of the grants through information provided by the SEs and MEs (e.g. progress reports and extension requests) five of the 45 are considered to be delayed, nine are slightly behind and the rest are on track.

Not surprisingly, the grants that have disbursement delays are mostly the grants experiencing delays in implementation progress, although there are a few grants that have disbursed on time but where implementation is delayed.

The grants that are considered to have the most serious issues are described in further detail below.

Country	Entity	Grant Approval Date	Grant Agreement Date	Closing Date	Grant Amount	Cumulative Disbursed	Undisbursed	% Grant Period Elapsed	% Grant Amount Disbursed [7]	Disbursement Status	Implementation Status
Afghanistan	UNICEF	Dec 2011	08/03/2012	09/30/2015	56,257,000	9,090,000	47,167,000	34%	16%	Slightly Behind	Slightly Behind
Burundi	Belgium	Nov 2012	06/18/2013	06/17/2016	52,900,000	0	52,900,000	7%	0%	On Track	On track
Central African Republic	World Bank	Dec 2008	04/06/2009	06/30/2013	37,800,000	35,770,333	2,029,667	100%	95%	On Track	Complete
Chad	UNICEF	Nov 2012	04/15/2013	04/14/2016	40,140,000	6,000,000	34,140,000	13%	15%	On Track	On track
Chad	UNESCO	Nov 2012	04/30/2013	04/29/2016	7,060,000	2,359,881	4,700,119	11%	33%	On Track	On track
Comoros	UNICEF	May 2013	06/04/2013	06/03/2016	4,600,000	1,828,751	2,771,249	8%	40%	On Track	On track
Congo DR	World Bank	Nov 2012	05/15/2013	08/31/2016	100,000,000	0	100,000,000	9%	0%	On Track	On track
Cote d'Ivoire	World Bank	Dec 2011	07/16/2012	09/30/2015	41,400,000	2,404,985	38,995,015	35%	6%	Delayed	Slightly Behind
Djibouti	World Bank	May 2010	10/30/2010	03/31/2013	4,000,000	4,000,000	0	100%	100%	Complete	On track
Ethiopia	World Bank	Dec 2007	11/21/2008	09/30/2013	70,000,000	69,043,870	956,130	97%	99%	On Track	On track
Ethiopia	World Bank	May 2010	07/26/2010	09/30/2013	98,000,000	94,463,156	3,536,844	98%	96%	On Track	On track
Gambia, The	World Bank	Dec 2008	08/06/2009	06/30/2013	28,000,000	28,000,000	0	100%	100%	Complete	Complete
Ghana	World Bank	Jul 2012	11/22/2012	10/31/2015	75,500,000	14,961,000	60,539,000	26%	20%	On Track	On Track
Guinea	World Bank	Dec 2007	08/13/2008	12/31/2013	40,000,000	38,674,985	1,325,015	94%	97%	On Track	Delayed
Guinea	UNICEF	May 2010	08/28/2010	12/31/2013	24,000,000	24,000,000	0	90%	100%	Complete	Delayed
Guinea-Bissau	UNICEF	Dec 2011[8]	05/08/2013	05/07/2016	12,000,000	2,560,107	9,439,893	11%	21%	On Track	On track
Haiti	World Bank	Mar 2010	06/10/2010	10/31/2015	22,000,000	20,539,258	1,460,742	60%	93%	On Track	On track
Lao People's Democratic Republic	World Bank	May 2010	08/12/2010	08/31/2014	30,000,000	20,564,672	9,435,328	75%	69%	On Track	On track
Lesotho	World Bank	Nov 2009	08/25/2010	11/30/2014	20,000,000	7,900,000	12,100,000	71%	40%	Delayed	Delayed
Liberia	World Bank	May 2010	09/29/2010	06/29/2015	40,000,000	9,202,678	30,797,322	62%	23%	Delayed	Delayed
Madagascar	UNICEF	Dec 2011	01/13/2012	12/31/2013	26,982,000	26,982,000	0	83%	100%	Complete	On track
Madagascar	UNICEF	Aug 2010	11/18/2010	12/31/2013	22,018,000	22,018,000	0	89%	100%	Complete	On track

[7] As of 31 August 2013
[8] Approved in December 2011 but changed to ME arrangement in September 2012

Country	Entity	Grant Approval Date	Grant Agreement Date	Closing Date	Grant Amount	Cumulative Disbursed	Undisbursed	% Grant Period Elapsed	% Grant Amount Disbursed [7]	Disbursement Status	Implementation Status
Malawi	World Bank	May 2010	11/22/2010	12/30/2014	90,000,000	62,255,300	27,744,700	68%	69%	On Track	On track
Mali	World Bank	Feb 2013	05/27/2013	12/30/2016	41,700,000	0	41,700,000	7%	0%	On Track	On track
Moldova	World Bank	Dec 2011	03/27/2012	10/29/2014	4,400,000	926,335	3,473,665	55%	21%	Delayed	Slightly Behind
Mongolia	World Bank	Dec 2011	03/06/2012	06/30/2014	10,000,000	2,000,000	8,000,000	64%	20%	Delayed	Slightly Behind
Mongolia	World Bank	Dec 2006	03/16/2007	12/31/2013	29,400,000	29,400,000	0	95%	100%	Complete	On track
Mozambique	World Bank	Nov 2010	07/18/2011	07/31/2014	90,000,000	46,739,739	43,260,261	70%	52%	Slightly Behind	Slightly behind
Nepal	World Bank	Nov 2009	12/07/2010	12/15/2014	120,000,000	112,624,308	7,375,692	68%	94%	On Track	On Track
Nicaragua	World Bank	Jul 2012	04/20/2013	04/30/2016	16,700,000	800,000	15,900,000	12%	5%	On Track	On Track
Niger	World Bank	Nov 2009	10/15/2009	05/31/2012	8,000,000	7,642,592	357,408	100%	96%	On Track	Complete
Papua New Guinea	World Bank	Nov 2010	03/03/2011	06/30/2014	19,200,000	5,064,675	14,135,325	75%	26%	Delayed	Delayed
Rwanda	DFID	Nov 2010	09/12/2011	09/30/2014	70,300,000	70,300,000	0	65%	100%	Complete	Complete
Senegal	World Bank	Dec 2007	07/29/2009	09/30/2013	81,500,000	65,084,070	16,415,930	98%	80%	Slightly Behind	Slightly behind
Somalia (Puntland)	UNICEF	May 2013	06/04/2013	06/03/2016	2,100,000	685,582	1,414,418	8%	33%	On Track	On track
Somalia (Somaliland)	UNICEF	May 2013	06/04/2013	06/03/2016	4,200,000	2,280,645	1,919,355	8%	54%	On Track	On track
South Sudan	UNICEF	Nov 2012	04/15/2013	04/14/2016	36,100,000	11,060,200	25,039,800	13%	31%	On Track	Slightly delayed
Sudan	World Bank	Nov 2012	04/11/2013	02/28/2017	76,500,000	0	76,500,000	10%	0%	On Track	On track
Tajikistan	World Bank	Nov 2009	01/19/2010	06/30/2013	13,500,000	12,986,972	513,028	100%	96%	On Track	On Track
Timor-Leste	World Bank	Dec 2011	06/25/2012	07/31/2015	2,800,000	300,000	2,500,000	38%	11%	Delayed	Slightly delayed
Togo	World Bank	May 2010	10/29/2010	05/01/2014	45,000,000	23,901,534	21,098,466	81%	53%	Delayed	Slightly delayed
Vietnam	World Bank	Jul 2012	01/09/2013	05/31/2016	84,600,000	22,768,483	61,831,517	19%	27%	On Track	On Track
Yemen, Republic of	UNICEF	May 2013	06/04/2013	06/04/2014	10,000,000	10,000,000	0	24%	100%	Complete	On track
Yemen, Republic of	World Bank	Nov 2006	09/30/2009	08/31/2013	20,000,000	20,000,000	0	100%	100%	Complete	Complete

Country	Entity	Grant Approval Date	Grant Agreement Date	Closing Date	Grant Amount	Cumulative Disbursed	Undisbursed	% Grant Period Elapsed	% Grant Amount Disbursed [7]	Disbursement Status	Implementation Status
Zimbabwe	UNICEF	May 2013	06/04/2013	06/03/2016	23,600,000	6,300,212	17,299,788	8%	27%	On Track	On Track

Approved Grants – Status Unsigned			
Country	**Entity**	**Grant Approval Date**	**Grant Amount**
Benin	World Bank	May 2013	42,300,000
Burkina Faso	AFD	May 2013	78,200,000
Madagascar	World Bank	May 2013	85,400,000
Mauritania	World Bank	May 2013	12,400,000
Senegal	World Bank	May 2013	46,900,000
Tajikistan	World Bank	May 2013	16,200,000
Yemen, Republic of	UNICEF	May 2013	72,600,000
Zambia	DFID	May 2013	35,200,000
Zanzibar	SIDA	May 2013	5,200,000

Definition for Disbursement Status	Criteria
Complete	100% of Grant Funds have been Disbursed
On Track	Period Elapsed % is not more than 15% higher than % Disbursed
Slightly Behind	Period Elapsed % is between 15% and 25% higher than % Disbursed
Delayed	Period Elapsed % is more than 25% higher than the % Disbursed

Disbursements: Where the entity is the World Bank, disbursements refer to transfers of funds from the World Bank to the implementing partners. In all other cases, disbursements refer to transfers of funds from the GPE Funds to those Entities.

For Disbursement Status, It should be noted that the status of "on track" relates to the period elapsed per the grant agreement or the implementation period (ME arrangement). Therefore it does not assess the percentage disbursed versus the original grant period, nor does it consider the time taken from Board approval to grant agreement date. Section 3.2 examines this in further detail.

EXPLANATIONS FOR DELAYS BY COUNTRY:

AFGHANISTAN

The GPE program is an on-budget program which follows the Government's existing financial, procurement, HR, and administrative procedures. Many departments are involved in the implementation of the program and it has been difficult to bring all the departments together over certain issues. Coordination within the Ministry and with the provinces and districts would need to be strengthened. An urgent task is to finalize operational guidelines, the procurement plan, training calendar, and policy documents related to the program.

The initial fund transfer to the Government was late which delayed the implementation significantly. Security remains a major challenge for the Ministry to set up implementation mechanisms, and recruit and train new staff in remote and insecure districts. With 125 social mobilizers hired, implementation is expected to pick up momentum. The social mobilizers are the key to the success of the program. They will conduct community mobilization work linked to expanding multiple pathways to education. Bi-monthly meetings at the provincial level are held to provide ongoing training and mentoring and respond to local challenges in the delivery of education services. It is important that female social mobilizers are hired to reach female learners. MoE is also struggling to recruit female teachers in the GPE-supported provinces and districts. National awareness campaigns for female teachers are ongoing.

The Ministry is fully behind the program and fortnightly coordination meetings are taking place at MoE with the participation of MoE directors, GPE task team and UNICEF (SE). Given the security conditions and remoteness of the target districts, implementation of the program is moving. To keep

up with implementation targets of the program, it was discussed and agreed to frontload some of the year two targets to year one. During the next six months activities related to components one and two will be expedited, and actions will be taken to further strengthen horizontal and vertical coordination among program and support departments and enhance monitoring and reporting.

The GPE program received US$ 9 million for 2013. During the first six months, the expenses incurred were around half a million US dollars due to delays described above. With the proposed accelerated targets and action plan, the remaining funds are expected to be disbursed more efficiently.

COTE D'IVOIRE

The grant agreement was signed in July 2012, and the program became effective in October 2012. The disbursement rate (6%) is expected to reach 27% by December 2013, taking into account the bidding currently in the process of attribution.

The main component, Restoring and increasing access to basic education services for US$ 20 million, has moved slowly. 80% of the 1000 classrooms planned to be built will be constructed through a community-based approach. A pilot process to put in place and train school based-management committees took longer than expected, but is now completed. The approach will now be scaled up.

The two other components (quality issues for US$ 12 million and reinforcing capacity for US$ 9.4 million) have not yet started. For the quality component, the SE and Government are clarifying the responsibilities for each activity and aim to create a steering committee to supervise the main reforms.

The first joint sector review will be organized in November 2013 to assess the Medium Term Action Plan implementation (PaTM). As part of the PaTM, the issues mentioned above will also be discussed.

GUINEA

UNICEF-managed grant: Delays are related mainly to the complexity of working through contracting firms that have insufficient financial contingency capacity for school construction. Addressing these measures initially added a year to the implementation period, and it is now estimated that the grant will close in June 2014. All disbursements from the Trustee have already occurred.

World Bank-supervised grant: Delays are related mainly to the complexity of working through contracting firms that have insufficient financial contingency capacity for school construction.

Addressing the delays has already added 12 months to the implementation period, and the SE has signaled that it plans to extend by an additional 12 months to close in December 2014.

LESOTHO

A significant delay in starting up the activities was caused by the time taken to clear up misuse of funds issues from the previous (closed) FTI grant. On April 2, 2013, the World Bank issued a letter to the Minister of Finance requesting the reimbursement of US$ 234,226, based on the conclusions that three schools which had been paid in full were not completed; in one of these, 5% of civil works was completed; in the other two, 70% was completed. These funds were reimbursed in September 2013.

Project implementation is fully mainstreamed in the Ministry of Education and Training (MoET) and has proven challenging. A Mid-Term Review in late 2012 identified bottlenecks and solutions to accelerate implementation and improve project outcomes. A set of benchmarks to trigger the extension of the project beyond the original closing date of May 31, 2013, were agreed. Based on this, an extension to November 30, 2014 has been granted. The changes are related to revisions in terms of scope, which take into account MoET's implementation capacity, and it is expected that this will facilitate satisfactory progress in implementation. The Supervising Entity and Secretariat are in regular contact to monitor progress and the next update will be available in mid-October.

LIBERIA

The project implementation performance was very weak between 2010 and 2012. In response, the SE restructured the project in May 2012. Although project performance has improved following the restructuring, implementation continued to be slow for three reasons: (i) weak leadership in the government (deputy ministers) and unclear lines of authority, (ii) weak donor coordination and collaboration, and (iii) insufficient skilled personnel in the project management unit. The first two issues have been addressed and the third is in the process of being addressed. With the support of the President of Liberia, the Minister replaced all three deputy ministers in March 2013 and the Deputy Minister of Planning Research and Development is in charge of the GPE-financed project. The Deputy Minister is in the process of replacing/recruiting staff in the project management unit.

An international school construction management firm (AECOM Davis Langdon) is hired to oversee all construction activity. Construction in 17 sites was tendered and due to inconsistencies in the evaluation of the bids, there has been some delay. However, this has been resolved and the contracts for these sites signed. Agreement with the Government was reached on community construction activities. Bid preparation and procurement is underway for Grades 5-9 textbooks. The Guidelines for School Grants is finalized and approved. The School Grants pilot was launched in four counties and orientation training conducted in 413 schools. Of these, 402 have opened Bank accounts and submitted approved School Grant Utilization Plans. The amount allocated per capita is $4. The project team estimates that between $15 million to $20 million will be spent by the end of 2013.

MOLDOVA

Moldova faced delays in implementation due to a longer than estimated timeline for launching innovative activities such as the kindergarten based teacher training/mentoring program, clarifying best ways for implementation, coordinating with local administration levels, as well as for ensuring their sustainability. Some delays were also accumulated because of the need to re-launch bids due to lack of applicants or, more recently, due to higher than estimated prices. The grant was extended to October 29, 2014 given that the Government has a realistic action plan in place to complete all activities within the current implementation framework. Disbursements to date have reached 25.6 percent, but major contracts are currently under signing which is expected to result in significant increases in disbursements the next months.

The actions taken by the World Bank, as SE, to support implementation progress include ongoing technical support to the Ministry of Education to advance activities in the context of the grant extension, including through direct assistance provided by Bank staff, frequent teleconferences with the Task team leader based in Romania, and constant coordination with UNICEF as Coordinating Agency in Moldova.

As a result, there is significant progress as evidenced by the completion of rehabilitation for 21 kindergartens benefiting about 1,000 children who did not previously have access to pre-school services. The Government continues rehabilitations in about 15 additional localities, which are expected to increase the number of beneficiaries and exceed the initial target of 1,200 children. In addition, activities advanced in promotion of inclusive education through revised legislation and norms, parental programs, provision of didactical materials to all pre-school teachers in Moldova, training of national and local mentors to be involved shortly in the nationwide kindergarten teacher training program. At the same time, a school readiness piloting exercise was launched and advances, and the contract for a major procurement of teaching and learning materials is expected to be signed in early October. The project has gained strong visibility at national level.

The Moldova GPE grant is expected to catch up with the initial delays in the coming months. The SE will provide the Secretariat with a detailed update on the progress of the Grant activities following its upcoming supervision mission currently scheduled for October 2013.

MONGOLIA

Eight months after the Grant Agreement was signed, the Mongolian Ministry of Finance requested a restructuring of the project. The following changes were proposed: (i) adjust the results framework indicators and targets to facilitate measuring progress towards achieving the Project Development Objective (PDO); (ii) reallocate the Grant Proceeds; and (iii) amend the Financing Agreement. The price escalation of raw materials needed to construct kindergartens affected the project's ability to finance all originally planned kindergartens, leading to a reduction in project scope and an

adjustment of project financing and indicator targets. An adjustment of the results framework was also necessary to specify that attendance rates and parental satisfaction rates will be tracked for the mobile kindergartens. The proposed changes to the results framework and the reallocation across expenditure categories have been discussed and agreed with the Ministry of Education and Science (MES).

Since then, MES has expedited project implementation by completing the detailed drawings and documents required for submission to the relevant authorities for their approvals and for the preparation of bidding documents. The project's implementation status and progress towards achieving the Program Development Objective have been rated respectively "Moderately Satisfactory" and "Satisfactory". This rating reflects the initial delays in finalizing the kindergarten design with the Client Construction Unit (CCU) of MES. However, the project is currently on track to begin construction of the kindergartens. 20 percent of grant proceeds have been disbursed and the objectives of the project remain achievable.

Third party monitoring has been recommended to be put in place before the start of construction and remain in place until the completion of school construction. A mid-term review is planned for early November. The Project Implementation Unit is expected to prepare a status report for this review. Whether an extension is needed for the project will be discussed after the mid-term review.

MOZAMBIQUE

The project, which includes both the GPE grant of US$ 90 million and an IDA credit of US$ 71 million, was approved on April 28, 2011. However, the GPE grant only became effective in July 2012 due to delays in obtaining the legal opinion from the Ministry of Planning and Development. Delays in obtaining legal opinions (and therefore in declaring projects effective) is a systemic issue in Mozambique across sectors and independent of the will and capacity of the Ministry of Education (MINED) to implement the GPE grant.

The GPE grant contributes to a pooled fund (FASE) to which a total of 10 donors contribute. Many of the other donors in the pool (especially the bilaterals) do not have disbursement flexibility from year to year. MINED has therefore chosen to prioritize disbursements from other partners to prevent losing these funds, especially in the context of the Global/European economic crisis, while asking the World Bank for flexibility in the disbursement of both GPE and IDA funds.

This strategy has allowed MINED to maintain more or less constant financing for the overall FASE pool from year to year (between 130 and 150 million USD per calendar year). Within this, disbursements from the GPE grant reached almost US$ 20 million in 2012 and nearly US$ 27 million so far in 2013. This leaves about US$ 43 million left to disburse.

A mid-term review will be carried out in the next weeks and following the review it is likely that MINED will request an extension of the closing date of the GPE grant (currently set to for July

2014) by one year. This would allow MINED to use the remaining funds and would have the added benefit to align the timeline of the GPE grant with the timeline of the IDA credit (set to close in July 2015).

PAPUA NEW GUINEA

Initial project implementation has been slow due to delays by the Government to hire the required financial management and procurement support, which led to an eight month effective delay. However, once the project implementation team was in place, project implementation progress has been positive across all components.

A proposed restructuring has been endorsed by the Local Education Group (LEG) and will be submitted to the Secretariat shortly. Under the restructured grant the program will (i) revise the project development objectives (PDO); (ii) scale down Component 3 "Strengthening Early Grade Reading Assessment - EGRA" activities, in particular related to the collection of baseline data on student reading levels using EGRA tools; (iii) implement post-EGRA assessment interventions in selected provinces; (iv) adjust the results framework in line with the revised PDO and project scope; and (v) extend the project closing date by one year to June 30, 2015.

SENEGAL

So far, 80 percent of the resources have been disbursed and 3,617 classrooms and 7 middle schools have been built while 743 primary schools classrooms and 19 middle schools are currently being finalized. However, the construction of 52 classrooms in one district was delayed for security reasons and difficulties faced by building companies in accessing remote areas during the rainy season. The work has recommenced and will be completed by end of December 2013.

The efficient procurement process has generated savings of US$7 million, which the Government intends to use to build 25 additional middle schools and rehabilitate one school. The Supervising Entity (World Bank) has recently indicated that a one year extension of the grant is likely to be requested for the completion of this work—which would extend the grant until the end of 2014.

SOUTH SUDAN

The signing of the Financial Procedures Arrangement between GPE and UNICEF as ME delayed the start of the program. Since the signing of the FPA in April 2013, implementation is moving forward. The implementation strategy is being elaborated, personnel have been recruited and construction of classrooms has been launched. The Secretariat is monitoring the situation closely through frequent contact with country-level partners.

TIMOR-LESTE

The project implementation experienced a significantly late start due to the Government transition. Ministry of Education (MoE) capacity is limited. Budgeting and planning activities have been slow, but progress is now being made. The grant's goal is to build MoE technical and implementation capacity and it has been difficult to get advisors to conduct the work. The grant progress has recently improved and the grant is expected to close on time.

TOGO

The current disbursement rate stands at 53 percent. Following the disbursement plan received from the SE, it should increase to 70 percent in December and is expected to reach about 85 percent by February 2014, since the main issues leading to delays are in the process of being resolved. The relatively low current disbursement is mainly due to the construction program.

Significant progress has been made in the construction in rural areas delegated to school-based management committees (COGEP): most classrooms from the pilot phase (10 percent of the rural construction program) are completed and the scaling-up is well on the way, with construction started for 70 percent of classrooms and community capacity building for the remaining 20 percent underway.

The main problems have been related to the construction in urban areas. Significant delays have occurred because the cost has exceeded the original estimates. The efforts to get a tax exemption have caused additional delays. Consequently, the construction of classrooms in urban areas only started in April 2013. The construction of three teacher training institutes has experienced the same delays and started only in May. Other components or activities are on track.

3.4 Program Implementation Grant - Implementation Modalities and Instruments

Since 2003, the Global Partnership for Education has approved 78 grants supporting education program implementation. Supervising Entities (SEs) and Managing Entities (MEs) use various modalities and underlying instruments to disburse GPE funds. Broadly, four main categories of modalities have been used to date:

1. ***General Budget Support*** (GBS) ***General Budget Support*** where a single SE disburses funds once key certain conditions (not all necessarily related to education) are fulfilled. With this modality, external aid is comingled with domestic resources. Funds are not traceable through the national budget systems.

2. ***Sector Budget Support*** where a single SE channels funds specifically into the education sector budget, and grant implementation uses all country systems. Funds may or may not be traceable through national budget systems.

3. ***Pooled Funds Support*** is a generic name that is used to describe a diverse group of grants modalities with varying instruments and mechanisms. The specificity for all pooled funds is that many contributing partners deliver funds in a coordinated fashion. Although actions and interventions are coordinated with funding agreements, funds are not necessarily channelled through the same treasury or domestic bank account. Pooled Funds can be classified into three categories depending upon their use of country systems:

    i. The first type of pooled funds uses all government systems for procurement, financial management and budget systems;
    ii. The second type of pooled funds uses only part of country systems;
    iii. The third type of pooled funds uses none of the country systems.

4. ***Project Funding*** is also a generic name used to describe a diverse group of grant modalities with varying instruments and mechanisms. These are also divided into three categories as follows:

    i. The first type of projects uses exclusively government administrative structures for procurement and financial management aspects of implementation;
    ii. The second type uses only part of the existing administrative structures for the procurement and financial management aspects of implementation;
    iii. The third category of projects uses none of the existing government administrative systems for procurement or financial management; all activities are executed via development partner systems or through separate implementation structures.

The following tables categorize GPE grants according to the above four categories. Further analysis is needed to categorize the grants further into sub-categories that better reflect the range of implementation arrangements used. The distinction between the sub-categories for the project modality is of particular importance to distinguish projects fully integrated into Government structures from those that are managed separately.

Modalities	**Number of Grants**	**Share (%)**	**Grant Amount In US$ million)**	**Share (%)**
General Budget Support	1	1%	102.0	3%
Sector Budget Support	2	3%	140.2	5%
Pooled Funds	14	18%	993.4	32%
Project Mode	61	78%	1,847.8	60%
Grand Total	78	100%	3,083.4	100%

Sources: Grant documentation (Application, financial, progress and completion reports as of August 31, 2013); and database construction by the GPE Secretariat for the 2013 Results for Learning Report.

1. Modality: General Budget Support		
Organization	*Role*	*Recipient Countries*
World Bank	Supervising Entity	Burkina Faso
2. Modality: Sector Budget Support		
Organization	*Role*	*Recipient Countries*
DFID/UK	Supervising Entity	Zambia
World Bank	Supervising Entity	Rwanda
3. Modality: Pooled Funds		
Organization	*Role*	*Recipient Countries*
World Bank	Supervising Entity	Benin, Ethiopia, Kenya, Lesotho, Malawi, Mozambique
DFID/UK	Supervising Entity	Rwanda
Ministry of Foreign Affairs/Netherlands	Supervising Entity	Zambia
BTC/Belgium	Supervising Entity	Burundi
AFD/France	Supervising Entity	Burkina Faso
4. Modality: Project Mode		
Organization	*Role*	*Recipient Countries*
World Bank	Supervising Entity	Cambodia; Cameroon; Central African Republic; Côte d'Ivoire; Congo, Dem. Rep.; Djibouti; Gambia, The; Ghana; Guinea; Guyana; Haiti; Kyrgyz Republic; Lao PDR; Liberia; Madagascar; Mali; Mauritania; Moldova; Mongolia; Nepal; Nicaragua; Niger; Papua New Guinea; São Tomé and Principe; Senegal; Sierra Leone; Sudan; Tajikistan; Timor-Leste; Togo; Vietnam; Yemen, Republic of
UNICEF	Supervising Entity	Afghanistan
	Managing Entity	Chad; Comoros; Guinea; Guinea-Bissau; Madagascar; Somalia-Somaliland; Somalia-Puntland; South Sudan; Yemen, Republic of; Zimbabwe
UNESCO	Managing Entity	Chad
SIDA/Sweden	Supervising Entity	Zanzibar

The degree to which country administrative systems are used varies, and although more work is needed to divide grants into sub-categories in this respect, it is clear that a large proportion of GPE grants do not fully use governments' administrative structures for implementation. Further reflection is needed around potential strategies and incentives to optimize the use of aligned yet context-

appropriate modalities that maximize capacity building through the use of country systems. This should include increased use of pooled funding in fragile contexts.

There is a lack of clarity regarding the distinction between Supervising Entity (SE) and Managing Entity (ME) modes. The agencies applying the SE or ME roles have attempted to apply GPE terminology to their respective systems. With hindsight, the agencies as well as the Secretariat are realizing that terminology has created "boxes" whereby different actors preconceive the accountabilities and implementation modalities that accompany the two roles.

For instance, there are examples of both SEs and MEs using government administrative systems, and within both categories there are grants implemented in project mode. To illustrate this further: while the World Bank as SE oversees procurement to varying degrees in different programs, depending on the specific implementation arrangements, UNICEF has so far functioned only as a pass-through entity as SE, with legal arrangements for oversight resting with the government once funds have been passed to government accounts (Afghanistan and Yemen) and control mechanisms being outlined in the proposal. On the other hand, UNICEF as ME has not always been that distinct from the SE role in terms of implementation arrangements. For example, in Madagascar UNICEF (as ME) used the same PIU for part of the grant that the World Bank (as SE) used before the political crisis.

The distinction between SE and ME is not as clear with regard to aid effectiveness, implementation arrangements and use of government systems as to mechanisms to cover direct costs (integrated in the program for MEs and additional through Supervision Fees for SEs) and the level of fiduciary responsibility that agencies have applied to either role. In reality the implementation arrangement and accountability spectrum is far broader than two options. This raises the question whether the SE/ME distinction is useful, and whether it would be feasible to streamline cost-recovery arrangements while ensuring due attention to fiduciary responsibilities and the identification of appropriate implementation arrangements for optimal aid effectiveness in each context.

3.5 Program Implementation Grant – Components Supported

This section examines the major themes and components covered by 49 of the 54 active grants, as they are laid out in the Program Documents. The Secretariat has no financial details by component for grants implemented in Zambia and Rwanda, both with DFID as the Supervising Entity, where sector budget support or pooled sector support is the disbursement modality. In addition, two of the UNICEF-managed grants in Madagascar and the UNICEF-managed grant in Guinea are not included as these were originally scheduled to close mid-2013 and are included in the ***Grant Performance Report***[9]**.**

The analysis of the remaining 49 grants includes items at both the output and outcome levels. The financial information available in grant applications does not allow for systematic analysis of

[9] No-cost extensions allowed for construction work to be completed and to cover the guarantee period required before construction companies receive their final payment.

financing allocated to different programmatic areas. Program documents from the different SEs and MEs provide varying levels of information as there are currently no specific requirements in this regard. Some grants only have outcome level indicators in the results framework; some focus heavily on output indicators. While this may not be problematic on a grant-by-grant basis, this issue needs to be addressed if the Global Partnership seeks to systematically monitor outputs and outcomes across grants.

Because of the limitations in the information available, the analysis below has weaknesses. However, the Secretariat has chosen to include this information to illustrate general trends[10], and to highlight the problems faced with data.

Out of the US$1,967,600,000 allocated for the 49 active grants examined, interventions related to schools account for US$ 687 million or 35 percent. Most of the grant money in this category (approximately US$ 496 million) goes to school construction and procurement of classroom furniture and equipment. Approximately US$ 160 million in the school category are school grants with no clear use of money provided. Thirty-three out of 49 grants have components related to increased access to education through improvement of learning environments.

Another large area of focus for GPE grants is teachers. Nearly US$425 million are used for teacher salaries and incentives, training, teaching and learning materials[11], construction of teacher training centers, and management. Interventions related to teachers are included in 31 out of 49 grants.

Forty-five grants have included components for capacity building at central, local, and school levels. The total amount allocated to capacity building and institutional support is more than US$300 million.

Providing students with textbooks and school supplies, although only covered in a quarter of the active grants, accounts for US$150 million[12].

Two subsectors, early childhood care and education (ECCE) and literacy, are highlighted in a handful of grants. However, the amount allotted is small in comparison to other components: $38 million and US$19 million, or 1.9 percent and one percent respectively.

Ten grants with a total value of US$196 million have components to improve enrolment, retention, quality, and equity through a combination of supply and demand side interventions for which further breakdowns are not readily available in the program documents. These grants are supervised and managed by a variety of entities including AFD, Belgium, UNESCO, UNICEF and the World Bank. They also vary in implementation arrangements from projects to pooled fund to budget support. A further 18 grants adding up to US$74 million have emphasized interventions to improve the quality

[10] Ten percent of total grant amounts could not be broken down to any identifiable sub-components to be useful in the analysis. Should more information be available at a later date, the breakdowns in dollar figures and percentages in this section would change accordingly.
[11] A portion of teaching and learning materials could be textbooks.
[12] This amount could increase to include a portion of the teaching and learning materials.

of education. Equity issues such as promoting girls' education, inclusive education, and schooling for out-of-school children are mentioned in 10 grants totaling US$34 million.

Changes in grant components can be observed since 2011. One significant change is that the percentage of grant amounts going to school construction and classroom furniture is a third less, from 41 percent pre-FAC to 27 percent post-FAC[13]. Another major decrease is the funding for textbooks and school supplies, dropping from US$100 million to US$50 million[14]. Despite the decline in component amount or percentage of grant amount, the number of countries requesting funding for school construction and textbooks remained about the same.

On the other hand, the number of grants including interventions to improve the quality of education has doubled from six to twelve, but the percentage of grant amounts for these activities has not increased significantly.

Large increases in funding and doubling in interest by country can be seen in ECCE and literacy, moving from US$4 million to US$34 million and from US$2 million to US$20 million, respectively. Lastly, the percentage of grant amounts has doubled to 20 percent for capacity building and institutional support. Most of the increases are in local and community capacity building, M&E, and program management.

3.6 Program Implementation Grant – Outputs

Broadly, the focus of the Global Partnership is on general progress in the education sector, as addressed by the ***Results for Learning*** Report, based on Education Sector Plans and its monitoring mechanisms including EMIS data and Joint Sector Reviews.

In addition, progress reports submitted by Supervising and Managing Entities provide grant-specific information. The degree to which it is possible to say something concrete about outputs and outcomes from the Global Partnership's grant support varies according to the modalities used as well as the reporting formats of the Supervising and Managing Entities. The same issues highlighted in Section 3.5 above arise when analyzing results.

The Secretariat has selected to focus on outputs in the Portfolio Review since these are on-going grants and outcomes compared to targets can only fully be appreciated once the grants have closed. The ***Grant Performance Report*** will focus on results achieved from closed grants.

The table below provides an overview of the number of grants approved since 2006 that have so far reported on outputs. Grants approved up to and including 2010 have all reported on outputs. Fifteen

[13] As mentioned in the Overview, due to the limited availability of information at the time of analysis, approximately 6 percent of grant amounts pre-2011 and 13 percent of grant amounts post-2011 are not included in this calculation. These grants could have aspects of school construction and refurbishment. In addition, school grants are grouped under school construction but the use of school grants could vary from country to country. Thus, the trends outlined in this report are only supported by the information available to the Secretariat at the time of writing.

[14] A US$30 million increase in teaching and learning materials was observed. A portion of this could be textbooks.

grants were approved in May 2013 and six were approved in November 2012. These grants have not started implementation or are in the early stages of implementation and therefore have no outputs to report to date. Two grants fall between these two categories; their particular circumstances are explained below.

Board Approval	Number of approved grants	Number of grants with outputs reported
2013 1st round	15	0
2012 2nd round	6	0
2012 1st round	3	2
2011 (only 1 round)	6	5
2010 2nd round	3	3
2010 1st round	8	8
2009 (only 1 round)	4	4
2008 (only 1 round)	2	2
2007 (only 1 round)	2	2
2006 (only 1 round)	2	2

In the case of Guinea-Bissau, there was a coup d'état in 2012 followed by a change in modality from the World Bank as SE to UNICEF as ME. The signing of the Financial Procedures Agreement with UNICEF caused further delays and implementation has recently begun. There are therefore no outputs to report to date. For Nicaragua, the grant agreement was just signed in April 2013 and there are therefore no progress reports available at this time.

The next table examines the outputs addressed in the 26 grants that have reported on progress. This analysis does not provide a comprehensive overview of outputs across grants, since reporting formats provide varying degrees of information. **It should therefore be noted that the information provided below is primarily intended to illustrate a data comparability issue, and should not be taken as an attempt to report on outputs achieved with GPE support.**

The table shows the number of grants that planned to address selected themes addressed in multiple grants and the number of grants that actually reported progress in these areas. The themes are based on the formulations used in program documents. Some are overlapping, as they encompass different combinations of activities. For example, school construction figures both under 'schools' and to a lesser extent under the broader category of 'quality and access'. 15 grants reported some progress related to school-level outputs. Only a handful of these had outputs expressed in a unit that could be added up across grants. The figure of 18,884 schools was derived as a result. To what extent this figure compares to the total target and output across grants is not known.

There are two main reasons for this gap. First, not all activities in the program documents have an indicator clearly linked to the themes addressed. Some results reported are on Program Development Objective level indicators such as the gross enrollment rate. Secondly, the targets set by different countries are in different units. Given the limited and low comparability of information that can be

analyzed from progress reports, figures in the last column of the table below do not reflect the full number of schools built, classrooms equipped and so on, with GPE funds.

Theme	Number of grants with components related to theme	Number of grants that reported progress related to theme (planned)	Number of additional grants reporting progress related to theme (not shown in plans)	Number of grants that reported progress related to theme	Known outputs to date
Schools	15	12	3	15	18,885 schools built; 615 classrooms equipped
Teacher Training	14	12	3	15	248,380 teachers trained
Textbook / School Supplies	9	6	3	9	1,538,717,124 textbooks; 375 school supplies; 857,800 school kits
Quality	6	4	6	10	6 systems for learning assessment; 4,839 students impacted
Equity	4	2	2	4	1 needs assessment; 23 girls campaigns conducted
Improving enrolment and retention (access and quality)	3	0	0	0	504,461 students newly enrolled; 11 boarding facilities built
Improving access and equity (construction, scholarships, etc.)	3	1	0	1	83,000 students received subsidies; 35,506 classrooms 4 toilet blocks built
ECCE	4	4	0	4	723 schools; 130 training hubs established
Literacy and non-formal education	2	0	1	1	62 schools established
Capacity building and institutional support	19	15	0	15	1207 schools benefited; 12 EMIS systems strengthened; 5,860 employees trained

Several grants did not explicitly report on quality in terms of targets. In fact, only six of the grants reporting on results had clear elements of quality targets. Out of these six grants, four reported back some activities related to improving education quality. Six additional grants reported establishing a student assessment system, bringing the total number of grants that reported results in quality of education to ten. However, most grants, especially those approved more recently, have quality-

related components. Rather than reflecting whether quality-related inputs are carried out, the gap is in quality-related indicators and the reporting on quality-related outputs.

Grants that had very general components such as improving enrolment and retention or improving access and equity had the most difficulty reporting on progress. Out of six grants for which components were formulated in this general sense, only one had results linked to improving access and equity. Another difficult area for which to report progress is capacity development. Activities in this area include adopting a policy, institutionalizing EMIS, monitoring and evaluations, etc. which can be lengthy and difficult to measure with indicators.

The current efforts by the Secretariat to work with countries on improving sector monitoring through the Sector Monitoring Initiative, is hoped to have an impact over time in terms of better monitoring and reporting on outputs and results. Although the initiative focuses on the sector as a whole, it also includes reflection around good results frameworks that permit systematic monitoring of progress towards targets.

The Country forms (attached as an annex) provide more detail by grant. There is a great deal of variance in what we can say about each grant's performance. There is therefore a need to ensure that the information provided meets the needs of the Global Partnership, keeping in mind that there may be a trade-off between additional, specific reporting requirements and promoting greater harmonization and alignment on the other.

The country reports annex also includes information on the monitoring of FAC recommendations by country. However, the degree to which these recommendations can be monitored and measured varies. Some of the formulations do not lend themselves to clear follow-up actions. Greater clarity on required actions is needed in order for the LEG to follow up, and clear expectations should be provided on whether a comment is purely for consideration and may be rejected after due consideration by the LEG, or is a critical issue that the FAC expects to be implemented. In these latter cases, comments should be specific and actionable with implications on funding if the issue is not appropriately addressed.

The Secretariat recognizes that it also needs to improve its guidance to the FAC when comments are being formulated at the FAC meetings in order to alert the FAC to any unintended consequences that these comments may create.

3.7 Education Plan Development Grant

The Education Plan Development Grants provided since 2012 give essential support to finance a range of activities related to the preparation of Education Sector Plans (ESPs). With these grants, countries have been able to carry out consultations among education stakeholders or to produce thematic strategies and needs assessments, among other activities. Since 2012, the Global Partnership has approved US$5.1million for 24 grants (13 in 2012 and 11 as of August, 2013).

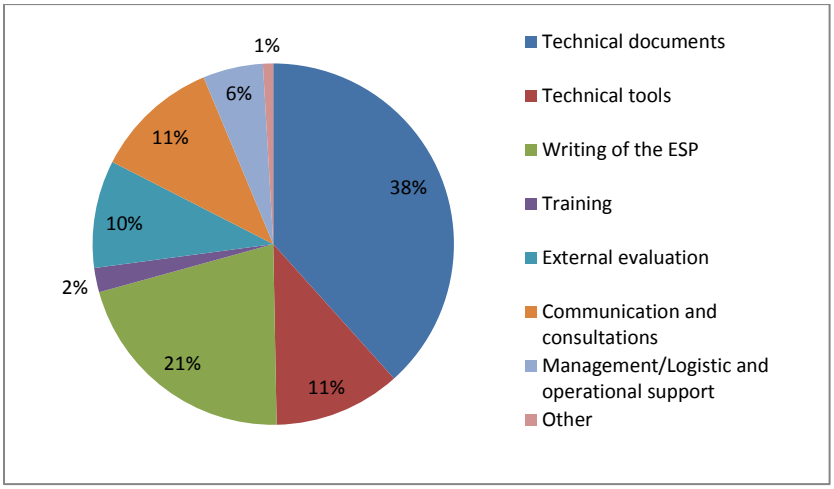
Under delegated authority from the Board of Directors, the Secretariat approves funding for Education Plan Development Grants. The maximum grant amount is US$250,000. Applications are reviewed internally by the Grant Applications Review Cluster, which is chaired by the Senior Finance Officer, and comprises the Country Support Team coordinator and typically two additional members of the Country Support Team on a rotating basis. The recommendations of the Grant Applications Review Cluster are reviewed by the Senior Management Team, which makes the final decision on whether to approve an allocation.

EDUCATION PLAN DEVELOPMENT GRANTS APPROVED 2012/2013			
Managing Entity and Country	**Grant Amount**	**Agency Fee**	**Total Approved**
UNESCO	**226,682**	**15,868**	**242,550**
Cambodia	226,682	15,868	242,550
UNICEF	**1,796,447**	**125,751**	**1,922,198**
Comoros	150,000	10,500	160,500
Djibouti	161,534	11,307	172,841
Eritrea	115,000	8,050	123,050
Niger	249,650	17,476	267,126
Pakistan	250,000	17,500	267,500
Somalia	250,000	17,500	267,500
Somalia: Central South Zone	120,263	8,418	128,681
Togo	250,000	17,500	267,500
Uzbekistan	250,000	17,500	267,500
World Bank	**3,050,800**	**44,639**	**3,095,439**
Benin	56,200	984	57,184
Cameroon	200,000	3,500	203,500
Central African Republic	126,600	2,216	128,816
Gambia	250,000	4,375	254,375
Guinea	250,000	4,375	254,375
Guyana	250,000	0	250,000
Haiti	169,000	2,958	171,958
Kenya	250,000	0	250,000
Lao PDR	249,100	4,359	253,459
Madagascar	250,000	4,375	254,375
Nigeria	249,900	4,373	254,273
Sierra Leone	250,000	4,375	254,375
Uganda	250,000	4,375	254,375
Zimbabwe	250,000	4,375	254,375
Grand Total	**5,073,929**	**186,258**	**5,260,187**

Just less than 50 percent of the funding was dedicated to technical expertise work, including 38 percent of the amount to carry out technical documents, such as assessments of needs, building

capacity plans or thematic strategies or studies, and 11 percent to produce technical tools, such as financial simulation models. 21 percent of the amount was allocated to the update and drafting of education sector plans, and 13 percent to communication, consultation and training activities. A further 6 percent was used for management and operational support and other activities.

Distribution of Activities and Outputs in Education Plan Development Grants (in USD Thousand and %)



3.8 Program Development Grant

For countries applying for a Program Implementation Grant, the Program Development Grant provides funding for the development of the program that will be financed by the Global Partnership. The Program Development Grant may finance all activities, goods, or services needed for the development of a program. Sample activities include: stakeholder consultations; analytical work and studies including fiduciary and other technical appraisals; knowledge exchange and dissemination; data collection; needs assessments; and preliminary designs for infrastructure.

The Program Development Grant has a standard allocation of US$200,000. On an exceptional basis, the agency managing the grant (Managing Entity) can request up to US$400,000 with justification. The specific amount requested by the Managing Entity should be substantiated by the program objectives, work plan, activities to be undertaken, and activity costs. Any request for an allocation above US$200,000 must demonstrate why the country requires additional effort and resources to develop the program.

Under delegated authority from the Board of Directors, the Secretariat approves funding for Program Development Grants. Applications are reviewed internally by the Grant Applications Review Cluster, which is chaired by the Senior Finance Officer, and comprises the Country Support Team

coordinator and typically two additional members of the Country Support Team on a rotating basis. The recommendations of the Grant Applications Review Cluster are reviewed by the Senior Management Team, which makes the final decision on whether to approve an allocation.

As of August 2013, 24 Program Development Grants have been approved with a combined value of US$4.7 million. The table below provides a full overview of the grants approved since it was launched in 2012:

PROGRAM DEVELOPMENT GRANTS APPROVED 2012/2013			
Managing Entity and Country	**Grant Amount**	**Agency Fee**	**Total Allocation**
AFD	**44,885**	**0**	**44,885**
Burkina Faso	44,885	0	44,885
UNICEF	**369,250**	**25,848**	**395,098**
Eritrea	169,250	11,848	181,098
Somalia	200,000	14,000	214,000
World Bank	**4,302,907**	**64,801**	**4,367,708**
Cambodia	200,000	3,500	203,500
Cameroon	190,650	3,336	193,986
Central African Republic	196,000	3,430	199,430
Djibouti	200,000	3,500	203,500
Gambia	197,500	3,456	200,956
Guyana	200,000	0	200,000
Haiti	120,200	2,104	122,304
Kyrgyz Republic	200,000	3,500	203,500
Lao PDR	200,000	0	200,000
Madagascar	200,000	3,500	203,500
Mali	200,000	3,500	203,500
Mauritania	170,000	2,975	172,975
Niger	124,440	2,178	126,618
Nigeria	398,500	6,974	405,474
Sao Tome & Principe	200,000	3,500	203,500
Senegal	200,000	3,500	203,500
Sierra Leone	207,567	3,632	211,199
Tajikistan	200,000	3,500	203,500
Togo	200,000	0	200,000
Uganda	300,000	5,250	305,250
Uzbekistan	198,050	3,466	201,516
Grand Total	**4,717,042**	**90,648**	**4,807,690**

3.9 Civil Society Education Fund and Global and Regional Activities Grants

CSEF 1 - The Civil Society Education Fund (CSEF) was established in 2008 with a grant of US$17.6 million funded from the now closed Education Program Development Fund (EPDF). Under the leadership of the Global Coalition for Education (GCE), the program supported National Education Coalitions (NECs) of Civil Society Organizations to (i) fully participate in the planning and development processes of education policies and sector plans; and (ii) monitor and track overall progress towards the Education for All goals.

The program was successfully implemented during the period 2009-2012. Its results and lessons learned through a completion report and an independent evaluation reports are available at the websites for both the GPE and the GCE. A few highlights of achievements in key GPE structures and processes over the four-year period are summarized as follows:

- The number of NECs recognized as partners in LEGs increased from 18 to 45;
- The number of NECs that took part in the development of Education Sector Plans, appraisal, endorsement, implementation and monitoring processes increased from 14 to 35; and
- The number of NECs that took part actively in Joint Sector Reviews increased from 14 to 36.

CSEF 2 - The second Civil Society Education Fund grant was approved by the Board in December 2012 for US$14.5 million with UNESCO as the Supervising Entity. Agency Fees and a Supervision Allocation were subsequently approved by the FAC (under delegated authority from the Board) in April 2013. The Board and FAC further determined that the commitment of funds would be made in two equal installments. The first transfer of grant funds to UNESCO for US$7.25 million was made in May 2013, and negotiations for a grant agreement between UNESCO and the Global Campaign for Education recently concluded. It is therefore too early to assess implementation progress.

GRA – The Board approved eight concept notes in the first batch of Global and Regional Activities grants in February 2013 valued at up to US$13.5 million, and a further eight in the second and final batch in July valued at up to US$19.5 million. In August 2013, GRA notification letters on the availability of funds for seven of the eight Board-approved GRA activities (first batch of GRA concept notes) have been signed by the GPE CEO and sent to UNESCO, UNICEF and the Agence Française de Développement (AFD) and implementation can now begin for these activities. The remaining GRA proposal of the first batch is still in process for technical reasons.

For the second batch of GRA concept notes approved by the Board of Directors, the respective agencies have been informed and invited by the Secretariat to submit detailed GRA proposals by 31 August 2013. The Secretariat organized external quality reviews of these proposals in September 2013 and internal quality reviews are expected to be completed by end October.

To date, the total value of GRA concept notes approved by the Board is US$33 million, of which US$10.4 million has been authorized for commitment by the CEO. Of this amount, US$1.6 million

has been disbursed. As the concept notes that have been finalized so far were only completed in August 2013, there is no implementation progress to assess at this point. The tables on the next pages provide details of the concept notes.

FINALIZED GRA CONCEPT NOTES

Grant Details	Grant Amount	Agency Fee	Total Allocation	Total Disbursed
AFD	**2,271,462**	**133,593**	**2,405,055**	**0**
Effectiveness of teaching and learning in bilingual context (School and Nat. Languages Initiative ELAN/ Organisation de la Francophonie OIF)	*1,328,491*	*79,709*	*1,408,200*	*0*
Teaching and learning effectiveness for learning outcomes	*942,971*	*53,884*	*996,855*	*0*
UNESCO	**4,371,644**	**306,015**	**4,677,659**	**0**
Development of methodologies to link reading assessments across regions and to draw lessons regarding best early assessment practices	*432,006*	*30,240*	*462,246*	*0*
Education financing - development of methodologies to improve national reporting on financing flows	*1,980,443*	*138,631*	*2,119,074*	*0*
Education financing - school grants	*931,600*	*65,212*	*996,812*	*0*
Out of school children: Closing the data gap	*1,027,595*	*71,932*	*1,099,527*	*0*
UNICEF	**3,070,000**	**214,900**	**3,284,900**	**1,642,450**
Significant reduction in out of school children (OOSC), 2nd phase out of school children initiative (OOSCI)	*3,070,000*	*214,900*	*3,284,900*	*1,642,450*
Total	**9,713,106**	**654,508**	**10,367,614**	**1,642,450**

Status of Outstanding Concept Notes				
No./ batch	**Idea/ Knowledge Product**	**Agency**	**Approved Grant US$**	**Status/Action**
2/1	Learning outcomes in early grades: integration of curriculum, teaching, learning materials, and assessment	UNESCO International Bureau of Education (IBE)	2,999,082 (2,998,996)	• RA in process - some technical issues remain to be solved to avoid duplication • budget adjustment requested by mail • budget now requested is $ 2,998,996
1/2	Pacific Early Age Readiness and Learning Program PEARL Quality /Learning Outcomes	World Bank	8,505,075	• Preparation of full proposal by 08/31 • Support through e-mail • External quality review planned for 1st half Sept.
2/2	Delivering on Teachers	UNESCO	1,984,850	• Preparation of full proposal by 08/31
3/2	Out-of-School Children - Addressing the Out-of-School Children Data and Policy Gaps	World Bank	1,583,027	• Preparation of full proposal by 08/31 • Meeting on 08/ 29 further consultation w UNICEF by Natasha • External quality review planned for 1st half Sept
4/2	Disability/Health and Education in support of Learning for All	World Bank	3,000,000	• Preparation of full proposal by 08/31 • External quality review planned for 1st half Sept
5/2	Learning Outcomes - Asia Region. Learner assessment for instructional progress	UNESCO	944,061	• Preparation of full proposal by 08/31 • External quality review planned for 1st half Sept.
6/2	Information Feedback Processes and Tools for Increasing Accountability: Report Cards	UNICEF	878,069	• Preparation of full proposal by 08/31 • support through e-mail • External quality review planned for 1st half Sept.
7/2	Central Asia Learning Outcomes – Students' reasoning skills	CICED	1,850,919	• Preparation of full proposal by 08/31 • support through e-mail • External quality review planned for 1st half Sept.
8/2	Addressing School Related Gender Based Violence	UNICEF	800,000	• Preparation of full proposal by 08/31 • support through e-mail • External quality review planned for 1st half Sept.

4. COUNTRY HIGHLIGHTS

4.1 Ethiopia – Tangible progress towards improved quality of education

Ethiopia's first GPE grant in the amount of US$ 70 million, approved in 2007, was followed by an additional grant of US$ 98 million in 2010; both grants allocated to support Ethiopia's General Education Quality Improvement Programme (GEQIP). GEQIP is a national program within the fourth phase of the country's Education Sector Development Program developed in 2010 and is as a nation-wide reform program to improve the quality of general education in partnership with regional governments. GEQIP I was financed through national resources (US$ 84.5 million) supplemented by external funding in the amount of US$ 332.8 million from donors, including 168 million from the Global Partnership (approximately 50%). The funding modality is a pooled fund, with programmatic financing for implementation by the Ministry of Education. Financing from various sources is not earmarked to components, giving flexibility for moving resources across the components based on the progress made during implementation.

The objective of GEQIP is to improve the quality of general education (Grades 1-12) throughout Ethiopia. Within this broader objective, the Program aims to improve teaching and learning conditions in primary and secondary education, and improve management planning and budget capacity of the Ministry of Education and Regional Bureaus of Education in Ethiopia's 11 regions. Among other targets to improve overall education outcomes, GEQIP set out to achieve a 1:1 student-textbook ratio—an ambitious target in a system serving more than 21 million children and youth. GEQIP has supported the development of more than 120 new textbook titles, which have been distributed to schools. Textbook and teacher guides have been developed in several ethnic languages, ensuring that the newly developed school materials are accessible to as many ethnic groups as possible. An external evaluation in 2012 assessed textbook availability in classrooms and reported the availability at 0.58. Since then, more textbooks have been distributed to schools and the current textbook ratio is estimated at 0.82.

There has also been progress in increasing the number of qualified teachers, another key target of GEQIP. The percentage of teachers with appropriate qualifications (diploma or degree) has increased from 4 percent in 2006/2007 to 30 percent in 2011/2012, against a target of 15.7 percent for the first cycle of primary education (grade 1-4). Over the same period, the percentage of qualified teachers increased from 53 to 91 percent in the second cycle of primary (grade 5-8) compared to the target of 56 percent. For grades 9-12, an increase from 50 to 90 percent was achieved. These significant results are even more staggering when considering the numbers – there are 292,000 teachers in primary schools alone.

The GPE Funds have provided a large share of the GEQIP budget and have helped lead to tangible results.

Ethiopia's success in providing better learning conditions for its students through textbooks, trained teachers and other inputs is underpinned by the Government's strong commitment to education, demonstrated both through the consistent efforts and ambitious vision and through the high share of domestic resources allocated to education. The share of education in the total Government budget increased from 21.4 percent in 2006/2007 to 25.3 percent in 2011/2012. Despite the high level of government resources allocated to education, however, Ethiopia depends on significant and consistent support from donors.

In Ethiopia, there is a unique opportunity for positive change. The investments of the past decade have led to tangible results, but the work is not yet done. Ethiopia has just developed the second phase of GEQIP and presented a request for US$ 100 million to the Global Partnership to help finance it. A funding gap of US$ 82 million remains.

4.2 Moldova – Equitable Access to Quality Early Childhood Education

With the support of the Global Partnership, Moldova has achieved improved Early Childhood Education (ECE) services for an increased number of young children, especially vulnerable children, children living in rural areas, and children with special needs.

The activities of the ECE modernization and revitalization initiative, supported by a GPE grant of US$ 4,4 million, builds on the work supported by the two previous GPE grants. The grant supports (i) equitable access to preschool programs in communities with no preschool education services; (ii) a revision of preschool norms and regulations; (iii) increased access to preschool education for children from disadvantaged and vulnerable social groups and those with special needs and (iv) activities to improve the quality of preschool education. This is done by building the skills and competencies of all preschool educators to routinely apply a new child-centered curriculum, using a mentoring model, and by providing up to date teaching and learning materials and children's books.

Through government commitment and strong partnership with key country-level partners including the World Bank, UNICEF and local experts, Moldovan authorities have made considerable progress to improve the access of children to quality early childhood education services in an equitable way. Moldova had 1,380 kindergartens in 2010/2011—an increase of 245 compared with 2000—serving 130,041 preschool children. The preschool gross enrollment rate increased from 66.1% in 2004 to 77.1% in 2010. About 31,540 children were enrolled in school preparatory groups.

In 2013, a mentoring program for educators is reaching all educators (around 10.000) through the 130 training hubs based in kindergartens and the development of 11 training modules. 930 kindergartens and community-based centers are receiving teaching/learning materials including a package of children books, while 512 kindergartens were covered under the previous GPE grants, bringing the coverage to 100%.

ECE modernization with equity initiative has also advanced in other areas, including the review of legislation, the development of various teaching and learning materials, the renovations of an

additional 22 pre-school education facilities in poor and rural communities, school readiness piloting, training on inclusiveness, and the development of parental education strategies.

The ECE modernization initiative increases access to preschool services for the poorer and rural communities, promotes modern education quality programs, an innovative and effective national teacher training/mentoring program as well as the piloting of a school readiness assessment tool. Moldova's successful experience in scaling-up quality ECE services with equity has been recognized internationally and was included in the Global 2010 UNDG Good Practices publication.

4.3 Nepal - Strong Education Results and Aid Effectiveness

As one of the first countries in the South Asia region to join the Global Partnership for Education (GPE) in 2009, Nepal demonstrates aid effectiveness and strong results in the education sector. Nepal's education sector plan, the School Sector Reform Program (SSRP), is being implemented using a Sector Wide Approach (SWAp), with pooled financing from the government of Nepal (GoN) and nine development partners, including GPE, and non-pooled financing from four others.

Overall the GoN has demonstrated commitment to the education sector and to the SSRP by allocating approximately 16% of their national budget annually to education. Of the US$120 million in GPE funding received by the GoN, approximately US$103 million has already been disbursed, and it is expected that all funds will be fully disbursed one year before the grant is supposed to end in December, 2014.

Through the pooled funding financing modality, education partners are able to jointly put their resources together to support and monitor the GoN's SSRP. In the education sector there are four pillars of sectoral policy and coordination: national education plans, local education groups, a results oriented framework, and the joint sector review processes. The local education group works collaboratively to ensure aid is aligned with the national education priorities and there is coordination with sector missions and analysis with other donor partners and the government.

Results in the education sector have been significant over the past four years, especially with the SSRP's key performance indicators: Starting from a baseline of 73 percent, the NER for basic education has increased to 87.5 percent, surpassing the five year program target of 85 percent. The secondary level (grades 9-12) NER is now 32 percent, five percentage points beyond the target. Similarly, the completion rate for basic education has also exceeded the target and reached 68 percent. Nepal has achieved gender parity in net enrollment for basic and secondary education with a GPI in NER of 0.99 at both levels.

These improvements indicate that the government is making good progress in achieving its objectives, using innovative methods such as paying teacher salaries through bank accounts to strengthen internal controls and creating an electronic Financial Management Information System.

The challenge in the near future will be to ensure the strong model of aid effectiveness continues and that aid is aligned with the Government's priority areas in education.

4.4 Rwanda – Innovative Textbook Distribution

Rwanda is leading the way to ensure that textbooks are getting into every classroom. The Ministry of Education, supported by a US$70 million GPE grant supervised by DFID, is pioneering a new electronic system that puts schools in control. This new system removes obstacles that previously prevented learning materials from getting into the hands of Rwandan boys and girls.

In 2007, Rwanda conducted a textbook availability research study, with the support of DFID, in 60 schools across 20 districts. The study presented alarming findings: there were serious textbook shortages at all school levels and in all subjects, and the value-for-money that the government was getting for learning materials was found to be low. National targets of three students to every textbook were far from being met – in the case of Primary 1 science, the study found an astounding pupil-to-textbook ratio of 265:1. Part of the problem was in distribution: Textbooks were warehoused in the capital and district offices and due in part to management and transport challenges, the textbooks were not reaching all schools, especially in rural areas. The review found other challenges inhibiting textbook distribution: inefficient system management; insufficient information from schools to plan and budget; a lack of needs-based procurement; dysfunctional storage, distribution and delivery; ineffective supervision of school stocks, inventories, management and maintenance; high levels of loss and damage in schools; and ineffective communication with schools. The Ministry of Education's decision to address this challenge head-on was widely supported by GPE development partners.

Six years later, the textbook landscape has changed drastically. Rwanda now has a fully computerized system for managing textbooks and learning materials – the first of its kind in Sub-Saharan Africa. Head teachers are in charge of ordering textbooks from an approved list, and funds are provided for these materials based on student enrollment. Publishers deliver the books directly to the schools, where they are paid directly by the government.

Some of the observed outcomes of this innovative reform include: (i) 98.6% of schools submitted textbook orders in Cycle 1 while 100% of schools submitted accurate orders in Cycle 2 and data entry for these orders took only 17 days; (ii) 98.3% of schools in Rwanda had learning and teaching materials delivered direct to their schools by publishers at no cost to the schools– even off-road schools; (iii) Distribution has been accurate with very few queries; (iv) Testing of advanced copies has ensured that all learning and teaching materials have met specified production standards for the first time - or publishers are financially penalized; and (v) Completed Delivery Certificates, which are signed and stamped by individual schools to certify full supply of orders in good condition, have been provided for all deliveries as a condition of payment.

The Ministry of Education in Rwanda has changed its way of doing business around textbooks. Textbooks are now making it to every school in the country for the very first time, thanks to innovative thinking and dedicated efforts of the Ministry of Education, with support from GPE partners. The Ministry now knows –for the first time-- exactly the inventory for every school in Rwanda. This allows Districts and Inspectorates to check on book care, book life, and classroom usage in a systematized way and improves planning capacity.

This example of an innovative approach to decentralized textbook distribution is only one of the many promising practices emerging in Rwanda's education sector. Having received the prestigious Commonwealth Education Good Practice Award in August 2012 for their Nine Year Basic Education program, Rwanda is fast building a track record as an education innovator, and the Global Partnership for Education, along with other development partners, is supporting the Government of Rwanda in strengthening the delivery of education services.

Rwanda's first GPE grant, through the former Fast Track Initiative (FTI) Catalytic Fund, was in the amount of US$105 million implemented over three years. Rwanda's current Catalytic Fund grant in the amount of US$70 million began implementation in 2011.

4.5 Sierra Leone – Support to Education in a Post-Conflict Environment

Sierra Leone is still recovering from the brutal 10-year civil war that ended in January 2002. The war destroyed institutions, infrastructure and communities – along with more than 1,000 primary schools.

In 2007, Sierra Leone joined the Global Partnership for Education with a comprehensive Education Sector Plan (2007-2015), an important step towards the recovery of the education system. The Plan includes strategies for building schools, training teachers, reviewing the curriculum and reducing the number of out-of-school children.

Before Sierra Leone joined the partnership, there was no education coordination process in place. As part of the GPE country process, a Local Education Group was established which is now responsible for planning, prioritizing and monitoring education strategies and interventions. In addition to donors and multilateral partners, the LEG includes a representative from the Education Stakeholder Forum comprised of local and international NGOs and CSOs.

A first GPE Grant of $13.9 million in 2008 (closed in 2012) contributed to build 255 new classrooms, 42 latrine blocks as well as 40 wells to provide drinking water to students. About 1.7 million supplementary readers and 850,000 sets of learning materials were provided; and Braille textbooks for visually impaired students were procured. De-worming for more than 1.2 million children and tuition incentives for 75,000 girls were also funded through this grant.

Given the dire need for qualified teachers, the grant also supported distance learning programs for 1,000 primary school teachers and 260 junior secondary teachers. Evaluations indicate that teachers

from this program are performing at a higher level than those who did not participate. Most importantly, a framework for assessing primary student learning in Sierra Leone has been developed.

Despite a complex, post-conflict implementation environment, these activities and those of other partners contributed to an overall expansion in education provision. The education system now includes about 644 preschools, almost 6,000 primary schools (an increase of 38%), 888 junior secondary and 208 secondary schools (an increase of 291%). Schools are owned and operated by the government, the community, various mission agencies and the private sector.

As a result of the coordinated reform efforts by the government and development partner community, Sierra Leone has witnessed noteworthy improvement in education outcomes. Soon after the civil war, only about 55 percent of the students were completing primary school. Now, 76 percent of children complete primary school and 77 percent transition to junior secondary.