

PORTFOLIO REVIEW 2016

GLOBAL PARTNERSHIP *for* EDUCATION

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TABLE OF CONTENTS

List of Abbreviations and Acronyms 6
Acknowledgments 8
Executive summary 9
KEY OBSERVATIONS 9
GLOBAL PARTNERSHIP FOR EDUCATION TO DATE 10
GLOBAL PARTNERSHIP FOR EDUCATION IN FISCAL YEAR 2016 11
1 Introduction 16
1.1 Operational Model 16
1.2 Structure of this Review 19
2 Small Grants 21
2.1 Education Sector Plan Development Grant 21
2.2 Program Development Grant 23
3 Education Sector Program Implementation Grant 26
3.1 Description of the Active Education Sector Program Implementation Grant Portfolio 26
3.1.1 Distribution by Region and Grant Size 27
3.1.2 Distribution by Income, Fragility and Small States 30
3.1.3 Distribution by Grant Agent 31
3.1.4 Modalities 33
3.1.5 Administrative Costs 35
3.2 Performance 37
3.2.1 Disbursement and Implementation Analysis 37
3.2.2 Restructuring 43
3.2.3 Closed Grants 46
3.3 Education Sector Program Implementation Grants by Thematic Components and Objectives 48
3.3.1 ESPIGs by Sub-Sectoral and Thematic Components 49
3.3.2 Education Sector Program Implementation Grants: Outputs 62
3.4 Funding Model Update 69
4 Support to Countries Affected by Fragility and Conflict 75
4.1 Political Crises and Large-Scale Violence 76
4.2 Ebola Outbreak 80
4.3 Natural Disasters 81
5 Quality Assurance and Risk Management 82
5.1 Enhanced Quality Assurance Mechanisms 82
5.1.1 Quality Assurance Review Process for Education Sector Plans and Their Strengthened Independent Assessment 82
5.1.2 Quality Assurance of the Grant Application 84

5.1.3 Revisions to the Quality Assurance Review Education Sector Program Implementation Grants Process 86
5.2 Managing Risk Across the Portfolio 87
5.2.1 Operational Risk Framework 87
5.2.2 Progress Report Reviews 88
5.2.3 Audit Report Analysis 89
5.2.4 Misuse of Funds 91
Annex 1-A: Education Sector Plan Development Grants 95
Annex 1-B: Program Development Grants 97
Annex 1-C: Education Sector Program Implementation Grants 98
Annex 1-D: Countries without current grants 102
Annex 2: GPE Developing Country Partners List 103
Annex 3: Response to Country Grants and Performance Committee and GPE Board's 2015 Portfolio Review Recommendations 104
Annex 4: Grants Disbursement and Implementation status 109
Annex 5-A: Approved Non-minor Program Revisions Relating to the Education Sector Program Implementation Grants 117
Annex 5-B: Approved Material Revisions Relating to the Education Sector Program Implementation Grants 123
Annex 6: Report backs on FAC/CGPC's Recommendations and Concerns 126

LIST OF TABLES

Table 1: Overview of Active, Approved and Closed ESPDGs, FY16 21
Table 2: ESPDG: Distribution by GA and FCAC 22
Table 3: Breakdown of 16 Newly Approved ESPDGs in FY16, plus Nepal's Additional Financing 22
Table 4: Overview of Active, Approved and Closed PDGs, FY16 23
Table 5: Program Development Grants Active During FY16 (July 1, 2015 – June 30, 2016) 24
Table 6: Overview of Active, Approved and Closed ESPIGs for FY16 26
Table 7: List of ESPIGs Approved during FY16 27
Table 8: ESPIG distribution by Region for FY16 30
Table 9: ESPIGs That Met 70 Percent* of the Alignment Criteria, Deemed to Be Aligned 34
Table 10: Description of Type of Costs 35
Table 11: Additional Supervision Allocation Approved, FY16 36
Table 12: Agency/Supervision and Direct Management and Administrative Cost: Distribution by FCAC 36
Table 13: Agency/Supervision and Direct Management and Administrative Costs: Distribution by Grant Size 37
Table 14: Criteria to Classify Grant Disbursements 37
Table 15: ESPIGs: Disbursement Status by FCAC and Non-FCAC, End FY16 37
Table 16: ESPIGs: Implementation Status by FCAC and Non-FCAC, End FY16 38
Table 17: List of ESPIGs by Disbursement and Implementation Status, Active End FY16 40
Table 18: List of Extension Requests 44
Table 19: List of Restructuring Requests 45
Table 20: List of Material Revisions 46
Table 21: ESPIGs that Closed in FY16 48

Table 22: Categories Under GPE 2020 Strategic Goals 50
Table 23: Countries/Federal States With ECCE, Secondary and Adult Education and Training Components in ESPIGs 53
Table 24: GPE 2020 Strategic Goals — Learning, Number of ESPIGs 53
Table 25: GPE 2020 Strategic Goals: Equity, Number of ESPIGs 55
Table 26: GPE 2020 Strategic Goals: System, Number of ESPIGs 58
Table 27: Capacity Building (National Level) — Sector Management, Project/Program Management 59
Table 28: GPE 2020 Strategic Goals — Equity/Learning and Cross-Cutting, Number of ESPIGs 60
Table 29: Number of ESPIGs That Support an Education Management Information System 63
Table 30: Number of ESPIGs Supporting LARS 64
Table 31: Global Numbers by ESPIG 65
Table 32: Textbooks Purchased and Distributed through GPE Grants 65
Table 33: Countries/Federal States With Textbooks Purchased and Distributed Through GPE Grants 65
Table 34: Teachers Trained Through GPE Grants 66
Table 35: Countries/Federal States With Teachers Trained Through GPE Grants 66
Table 36: Classrooms Built/Rehabilitated through GPE Grants 67
Table 37: Countries/Federal States With Classrooms Built/Rehabilitated Through GPE Grants 67
Table 38: Equity Indicators 72
Table 39: Efficiency Indicators 73
Table 40: Learning Outcome Indicators 73

LIST OF FIGURES

Figure 1: GPE Operational Model 16
Figure 2: GPE Developing Country Partners With Active ESPIGs by Income, FCAC and SSC in FY16 31
Figure 3: Number of Active and Pending ESPIGs by Grant Agent by Number of Grants as of June 30, 2015 (inner circle), and June 30, 2016 (outer circle) 32
Figure 4: Number of Active and Pending ESPIGs by Grant Agent by Allocation Value as of June 30, 2015 (inner circle), and June 30, 2016 (outer circle) 32
Figure 5: Aid Modality by FCAC/Non-FCAC 33
Figure 6: ESPIGs: Disbursement Status, FY14 versus FY15 versus FY16 (in percent) 38
Figure 7: ESPIGs: Implementation Status, FY14 versus FY15 versus FY16 (in percent) 38
Figure 8: ESPIGs: Implementation Status by Aid Modality, Active End FY16 (number, in percent) 41
Figure 9: ESPIGs: Implementation Status by Age Group, Active End FY16 (number, in percent) 41
Figure 10: Number of ESPIGs with Funding for Various Education-Level Components (FCAC/Non-FCAC) 51
Figure 11: Teachers Trained Through GPE Grants, by Region 67
Figure 12: Classrooms Built/Rehabilitated Through GPE Grants, by Region. 68
Figure 13: Quality Assurance Review Process for Education Sector Plans 83
Figure 14: Overall Framework for the Protection and Good Stewardship of GPE Funds 93

LIST OF ABBREVIATIONS AND ACRONYMS

AF	Accelerated funding
AFD	Agence Française de Développement
ANCEFA	Africa Network Campaign on Education for All
BTC	Belgian Technical Cooperation
CA	Coordinating agency
CAR	Central African Republic
CGPC	Country Grants and Performance Committee
CICED	Center for International Cooperation in Education Development
CLPG	Country-level process guide
CSEF	Civil Society Education Fund
CSR	Country status report
CST	Country Support Team
DAC	Development Co-operation Directorate, Organisation of Economic Co-operation and Development
DCP	Developing country partner
DFID	Department for International Development, United Kingdom
DLI	Disbursement-linked indicator
ECCE	Early childhood care and education
ECED	Early childhood education and development
EMIS	Education management information system
EPDF	Education Program Development Fund
ESA	Education sector analysis
ESP	Education sector plan
ESPDG	Education sector plan development grant
ESPIG	Education sector program implementation grant
ESSP	Education sector strategic plan
FAC	Financial Advisory Committee
FCAC	Countries affected by fragility and conflict
FPA	Financial procedure agreement
FRR	Final readiness review
FSM	Federal State of Micronesia
FTI	Fast Track Initiative
FY16	Fiscal Year 2016 (July 1, 2015 – June 30, 2016)
GA	Grant agent
GCE	Global Campaign for Education
GIZ	Gesellschaft für Internationale Zusammenarbeit GmbH, Germany
GPE	Global Partnership for Education
GRA	Global and regional activities
HACT	Harmonized Approach to Cash Transfer
IBE	International Bureau of Education (IBE – UNESCO)
ICR	Implementation Completion and Results Report (a World Bank document)
ICT	Information and Communication Technologies
IDA	International Development Association
IIEP	International Institute for Education Planning (IIEP – UNESCO)
INT	Integrity Vice Presidency (The World Bank Group)
ISR	Implementation status report
JICA	Japan International Cooperation Agency
JSR	Joint sector review

LARS	Learning assessment systems
LEG	Local education group
LIC	Lower-income country
LME	Learning monitoring evaluation
MCA	Maximum country allocation
ME	Managing entity
MIC	Middle-income country
MoE	Ministry of education
MU	Monitoring unit
NEA	Nation education account
NFM	New funding model
NGO	Nongovernmental organization
OECD	Organisation for Economic Co-operation and Development
OECS	Organization of East Caribbean States
OIAI	Office of Internal Audit and Investigations (UNICEF)
OIF	Organisation Internationale de la Francophonie
OOSC	Out-of-school children
PDG	Program development grant
PDO	Program development objective
PIU	Project implementation unit
QAR	Quality assurance review
SDC	The Swiss Agency for Development and Cooperation
SE	Supervising entity
Sida	Swedish International Development Cooperation Agency
SIDS	Small Island Developing States
SMI	Sector Monitoring Initiative
SO	Strategic objective
SRGBV	School-related gender based violence
SSRP	School Sector Reform Program
TEP	Transitional education sector plan
TEPAG	Transitional education plan appraisal guidelines
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNGEI	United Nations Girls Education Initiative
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WB	The World Bank

ACKNOWLEDGMENTS

This portfolio review covers the fiscal year July 1, 2015, to June 30, 2016 (FY16). It was prepared by GPE's Secretariat, based on data provided by grant agents, developing country partners, coordinating agencies and Secretariat staff. The report was prepared for the Country Grants and Performance Committee (CGPC) and Board of Directors, and satisfies the requirements described in the terms of reference of the CGPC to "Provide annual reports on the country-level grant portfolio (education sector plan development grant, program development grant and education sector program implementation grant), including disbursements, budgets and implementation progress and make recommendations on future funding priorities and strategies."

The Secretariat prepared the portfolio review on behalf of the CGPC and finalized it according to the committee's input. The CGPC will submit the portfolio review to the Board of Directors, highlighting any key observations. It is noted that the portfolio review should be considered alongside the results report in order to obtain a broad picture of grant performance.

EXECUTIVE SUMMARY

KEY OBSERVATIONS

Grant support is aligned with GPE 2020.[1] The pilot coding exercise undertaken during FY16 has shown that GPE grants are strongly aligned with GPE's goals and objectives. In terms of components supporting activities to improve learning outcomes, 50 of the 54 coded grants have components focusing on teacher training, 46 provide learning materials and 36 support improvements in national learning assessment systems. To promote equitable access to education, 45 grants support classroom expansion/rehabilitation, 28 support gender equality, 22 support nutrition/health programs and 18 support children with disabilities. For systems strengthening, 54 grants support management capacity building and 29 support EMIS activities. In terms of education level, 52 grants support activities at the primary level, 30 support secondary-level activities and 26 support pre-primary activities.

Implementation of grants has shown some delays. There have been increased delays in the implementation of GPE-financed programs, with 20 percent of ESPIGs being delayed compared to 15 percent in FY15, and 52 percent being slightly behind compared to 38 percent in FY15. Some causes are external and difficult to mitigate, such as the impact of conflict or natural disaster, and others are due to GPE's partnership model, where input from different country-level partners seems to encourage a widening of objectives and activities, thus increasing complexity in implementation. Other delays are related to implementing partners' and grant agents' capacity and processes. Some causes of delayed implementation could likely be better mitigated at the time of the grant preparation and/or implementation. Going forward, strengthened quality assurance and monitoring mechanisms are expected to have an impact on more effective and timely actions to turn this trend. It is also important to recognize that the time needed to achieve the desired objectives in the difficult contexts in which GPE works sometimes exceeds the three- to four-year standard grant period, and, moreover, that course correction and revisions identified through robust assessment of strategies and activities during implementation can be a constructive way to drive better outcomes.

Operational risk framework. The newly devised operational risk framework provides an opportunity for strengthened performance monitoring, including the mitigation of implementation delays. It is both a tool for the Secretariat to more efficiently deploy its limited resources, and for the CGPC to more systematically focus its performance monitoring role.

Monitoring grant modality. Alignment with national systems has shown a slight decrease from 2015 to 2016. Better alignment of GPE programs to national systems, with due attention to capacity and fiduciary controls, could greatly help reduce startup and implementation delays of programs. It is also essential in ensuring that GPE's resources contribute to strengthen education systems, by using and building capacity within these systems instead of bypassing them. GPE will continue recommending the use of country systems where possible through the grant agent selection process and throughout the quality assurance review process during grant application. Making links beyond the education sector with partners at the country and global levels could also help to reinforce development cooperation effectiveness and alignment on national systems, in particular because these systems are not education-specific. The methodology developed for the results framework helps unpack alignment to focus on key areas

[1] More information on alignment with GPE 2020 will be given in the results report, which will be published in 2017.

where progress is needed in various contexts, notably in areas such as budget, procurement, accounting and audit.

Grant agent diversification. During FY16 the pool of potential grant agents increased with five new organizations becoming eligible for the role of grant agent: Asian Development Bank, Concern Worldwide, Save the Children US, Save the Children UK, and the Swiss Agency for Development and Cooperation. Of these, three are already acting as grant agents for education sector plan development grants: Asian Development Bank for Micronesia and Republic of the Marshall Islands, Save the Children UK for Somalia-Puntland, and the Swiss Agency for Development and Cooperation for Benin.

Need for more investment in analysis and learning around GPE's operating and funding model. It is evident from this portfolio review that there has been substantial progress made across many different areas during FY16 as the funding model and activities to strengthen the operational model are rolled out further. However, as expected, both strengths and areas for needed improvement are identified in the process. It is important to ensure GPE has a strong mechanism for analysis and learning, so that lessons are captured and processes and requirements systematically refined accordingly.

GLOBAL PARTNERSHIP FOR EDUCATION TO DATE

This report reviews the Global Partnership for Education (GPE) country-level grant portfolio and analyzes all grants active at some point during the period from July 1, 2015, to June 30, 2016. The report presents progress, trends and key observations as well as the main recommendations to be considered by the Secretariat, the Country Grants and Performance Committee (CGPC) and the Board of Directors. The report also demonstrates the link between the grants and the GPE strategic objectives as outlined in the new strategic plan, GPE 2020.

Since its beginning as the Fast Track Initiative in 2002, GPE has approved a total of US$4.6 billion in funding through five grant mechanisms, three of which have provided US$4.53 billion directly to country-level grants. These three country-level grant mechanisms are the education sector program implementation grant (ESPIG), the education sector plan development grant (ESPDG) and the program development grant (PDG). The ESPDG supports GPE's core focus on evidence-based sector planning, and the PDG is a smaller program preparation grant. Since the inception of these two grants in 2012, GPE has allocated US$13.5 million to 54 ESPDGs and US$7.1 million to 37 PDGs. GPE has allocated US$4.51 billion in support of implementation of education sector plans (ESPs) through ESPIGs, including 67 grants totaling US$2.13 billion from 2002 through 2011 (under FTI Catalytic Fund), and 58 grants totaling US$2.38 billion from 2012 to the present (under GPE Fund). The two remaining grant mechanisms are the global and regional activities grants (US$29.8 million) and the Civil Society Education Fund (US$48.3 million).

The total portfolio of grants active at any time during fiscal year 2016 (FY16) included 94 country-level grants: 59 ESPIGs to 52 countries at a total of US$2.39 billion; 27 ESPDGs to 29 countries at a total of US$8.9 million; and 8 PDGs to 11 countries at a total of US$1.9 million. As of June 30, 2016, GPE had 78 active country-level grants in 59 countries with a combined value of US$2.2 billion.

Since its inception in 2002, GPE has disbursed US$3.2 billion in ESPIG funds. The disbursement for ESPIGs over the 12-month period ending in June 30, 2016, totaled US$503 million, representing a 17.6 percent increase over the prior to FY15 (US$427.8 million).

GLOBAL PARTNERSHIP FOR EDUCATION IN FISCAL YEAR 2016

I. Small Grants

Education Sector Plan Development Grants

Allocations of US$8.9 million in education sector plan development grants were made in FY16. These grants were used by 29 countries to conduct education sector analysis (ESA) and/or to support development of an education sector plan (ESP). GPE's pool of grant agents (GAs) expanded, with the Asian Development Bank and Save the Children becoming first time GAs, supporting ESPDGs.

Program Development Grants

Program development grants accounted for US$1.9 million in grant allocations in FY16. Eight program development grants were active in 11 countries to assist GAs and developing country partners (DCP) in preparing a program in alignment with the ESP.

II. Education Sector Program Implementation Grants

Description of the Active ESPIG Portfolio

Over the course of FY16, 52 developing country partners have benefited from 59 active ESPIGs, totaling US$2.39 billion in grant allocations. The majority of ESPIGs are implemented in sub-Saharan Africa (72 percent), the region that also receives the largest ESPIG allocations. Of the 52 countries with active ESPIGs during FY16, 28 (54 percent) are countries affected by fragility and conflict (FCAC)[2] and 29 (56 percent) receiving ESPIGs are low-income countries.

The World Bank is the grant agent for the majority of ESPIGs. Of the 54 active grants as of June 30, 2016, 35 (65 percent) had the World Bank act as the grant agent, with UNICEF administering the second-largest GA proportion of grants at 13 grants (24 percent). Just under one-third (31 percent) of ESPIGs in FY16 were considered to meet the threshold of alignment with country systems.

Between July 1, 2015, and June 30, 2016, US$7.1 million went to agency fees and supervision allocations. Five programs requested additional supervision fees at a total amount of US$0.7 million. Countries affected by fragility and conflict continue to incur higher percentage-based administrative costs. Larger grants and joint funding arrangements typically incur reduced administrative costs when expressed as a percentage.

Performance

The number of ESPIGs delayed in implementation and disbursement has increased between FY14 and FY16. Between FY14 and FY16, the number of ESPIGs that were delayed or slightly delayed in disbursement and implementation increased, from 24 percent in FY14 to 32 percent in FY15 to 43 percent

[2] This Portfolio Review does not include a specific update on all 28 FCACs. Primary focus is on countries which have been most acutely affected by crises during FY16.

in FY16. While the number of grants with delays or that are slightly behind in disbursement increased by only two percentage points from last year and by 15 percentage points from FY14 (from 31 percent in FY14 to 44 percent in FY15 to 46 percent in FY16), grants that are slightly behind or delayed in implementation increased significantly more compared to previous years — from 50 percent in FY14 to 53 percent in FY15 to 72 percent in FY16. An analysis conducted to attempt to understand the causes of this sharp increase of grants with implementation delays showed that the delays are not attributed to any one variable, but rather that each grant has a unique context that causes the delays in implementation. Individually, the grants can be classified in three main categories of causes for delays: (i) technicalities in methodology used to assess grants; (ii) unforeseen country challenges; and (iii) capacity, system and program design challenges. This third category is where most of the delayed grants in implementation can be found. These conditions can be considered as endogenous to the grant and could potentially be avoided or reduced in impact with some improvements during grant preparation and during the set-up of a grant. The Observation 1 describes the potential ways to improve the implementation of programs. During the implementation of a program, GPE offers the possibility to modify a program to accommodate unforeseen circumstances, risks and other implementation roadblocks. During FY16, the majority of requests for ESPIG extensions, non-minor and material revisions were submitted by countries affected by fragility and conflict.

ESPIGs by Thematic Components and Results

A pilot coding process introduced in FY16 allowed GPE to analyze information about the thematic content and activities funded through GPE ESPIGs. The coding exercise consisted of organizing grant activities extracted from project documents in various predefined categories that feed into the GPE 2020 strategic plan.[3] Hence, the exercise allowed some insight into the types of activities that are prevalent in ESPIGs.

Analysis of ESPIGs by sub-sectoral and thematic components showed that ESPIGs in FY16 were well aligned to the strategic goals outlined in GPE 2020:

- FY16 ESPIGs have a strong focus on primary education (52 ESPIGs), followed by secondary education (30 ESPIGs) and early childhood care and education (26 ESPIGs). Four ESPIGs support adult education and training.
- In activities supporting *Learning*, teacher training (50 ESPIGs) and supply of learning materials (46 ESPIGs) have the highest level of investment.
- In activities supporting *Equity*, most coded grants (45 ESPIGs) focused on the expansion/rehabilitation of schools and classrooms.
- In activities supporting efficiency, the 54 ESPIGs had *System*-related activities at the national level, though management capacity building at the school level had the highest prevalence (36 ESPIGs).

In FY17, the Secretariat will seek to further strengthen its coding and data collection methodologies by addressing implementation effectiveness. The extent to which these activities and program components are efficiently implemented or cost-effective is not yet addressed by the coding. One of the key challenges is how to capture the weight/volume of resources allocated to different grant subcomponents.

[3] http://www.globalpartnership.org/content/gpe-2020-strategic-plan.

From the standardized grant reporting template, which was piloted for FY16, an analysis of 54 ESPIGs by outputs and results showed that:

- 20 ESPIGs (37 percent) supported education management information systems (EMIS);
- 19 ESPIGs (35 percent) supported learning assessment systems or related components;
- 29,702,977 textbooks were purchased and distributed;
- 238,541 teachers were trained; and
- 3,554 classrooms were built or rehabilitated.

Funding Model Update

By the end of FY16, six ESPIGs had been awarded under the funding model that came into effect in FY15, strengthening the links between performance and GPE funding. In FY16, the Secretariat was able to incorporate some lessons learned during year one of funding model implementation, for example, by planning for a greater lead time in grant applications and engaging in the ESP planning process at an earlier stage. While processes to support quality ESPs have been strengthened, guidance and technical support on ESAs also need to be strengthened and made more readily available. The calculation of domestic financing remains challenging, and the need for further guidance persists. The Secretariat has developed a methodology for compiling domestic finance data for the new GPE results framework and, going forward, will be able to use this data to inform country-level dialogue on domestic financing in conjunction with assessing the funding model requirements and in ongoing country-level dialogue. In addition, the Secretariat is working on guidance for country-level domestic finance dialogue. These initiatives are expected to facilitate more nuanced, context-sensitive and consistent assessment and dialogue around the funding model benchmarks.

Among countries approved for the variable tranche, preliminary trends are emerging with regard to choice of indicator. Geographic focus, capacity of school administration and data management are key themes in DCP approaches to addressing efficiency. Learning outcome indicators are linked to improvements in student learning or to proxy outputs linked with an evidence-based theory of change to improve learning (e.g., number of instructional hours, availability of instructional materials; textbook ratios for reading and math, percentage of qualified teachers). Equity indicators targeted geographic areas in four cases, and specific disadvantaged populations in two.

III. Support to Countries Affected by Fragility and Conflict

Several of GPE's partner countries experienced a crisis during FY16, or continued to feel the direct impact of a major crisis experienced in a previous fiscal year. While 28 GPE country partners with active ESPIGs are considered fragile and/or affected by a conflict, GPE supported seven countries facing political crisis and/or large-scale violence in particular: Burkina Faso, Burundi, Chad, Democratic Republic of Congo, Somalia, South Sudan and Yemen. One country also continued to experience the impact of two devastating earthquakes in April and May 2015 (Nepal), and three continued to experience the aftermath of the Ebola crisis in the education sector (Guinea, Liberia and Sierra Leone). GPE has four mechanisms to support countries affected by fragility and conflict (FCACs) discussed in Section 4.

IV. Quality Assurance and Risk Management

During FY16, GPE has continued to strengthen its operational model following decisions by the Board in 2015.[4]

Enhanced Quality Assurance Mechanisms

A revised quality assurance review (QAR) process is now in place for education sector plans (ESPs). GPE now requires that countries applying for an ESPIG must commission an independent appraisal of their draft ESP, conducted by a qualified consultant or team of consultants, before the plan is finalized and endorsed. The endorsed, finalized ESP is reviewed as part of the ESPIG application package to ensure this requirement has been met, and to monitor progress in the quality of ESPs at the global level to feed GPE's results framework.

ESPDG guidance and application format were reviewed to make them a better fit for supporting the implementation of good-quality ESPs. This resulted in updated guidelines; application form; roadmap template for ESA and ESP/TEP development; and templates for grant completion, internal application assessment and internal grant revision assessment.

A standard process for the selection of GA for the ESPIG was adopted by the CGPC and rolled out in the second half of FY16. The process requires attention to modalities, program content and appropriate capacity for technical support as a basis for selecting the most appropriate grant agent. While this process has progressed smoothly in some countries, it has been more difficult in others. In particular, it has in some cases been very lengthy, and therefore has delayed the grant application process, risking rushed program development or delayed access to funding with possible consequences for the DCP's ability to implement ESP activities in a timely manner. The process may also trigger tensions between interested GAs, but so far it has not been necessary to invoke the newly adopted conflict resolution mechanism. To assess the effectiveness and appropriateness of the GA selection process, the Secretariat plans to collect evidence on the experience with the process so far to determine whether adjustments are needed.

A CGPC final assessment methodology for ESPIG applications was piloted in April 2016 and will continue to be refined in FY17. To strengthen and streamline quality assurance of ESPIG-financed programs, the Board requested the development of a standard application review methodology for the CGPC, and coherence between the quality assurance process (QAR) led by the Secretariat and the final assessment methodology used by the CGPC. This methodology uses standard tools to enable CGPC members to evaluate the evidence to recommend to the Board that it approve, not approve or partially approve an application, based on clear dimensions and criteria (for further explanation see 5.1 Enhanced Quality Assurance Mechanisms on p. 82). Component 1 of the methodology serves as a quality check to assess whether the country has met the requirements for applying for the grant. Component 2 proposes a set of criteria and questions to guide CGPC members in examining the "case for investment" of the final grant application package. The methodology will be tested for at least two further rounds, continuing into FY17, before being evaluated and adjusted as necessary.

[4] BOD/2015/10 DOC 06 GPE Proposal for a More Effective Operational Platform (approved by the Board in decision BOD/2015/10-02).

Revisions were made to the QAR II and QAR III processes for ESPIG applications to ensure alignment and consistency with the CGPC final assessment methodology. Revisions were made to the QAR Phase II Guidance Note for Consultants and the template for consultants, and a quality standards assessment for program documents was developed, together with guidance questions for assessing the variable part (scheduled for pilot in FY17). For QAR III, a revised final readiness review (FRR) format has been developed to reduce duplication of information between program documents, application forms and the FRR, and to give greater attention to the extent to which the new elements of the funding model are driving change and quality through the grant preparation process relative to the specific context of the DCP.

Managing Risk Across the Portfolio

A pilot operational risk framework to support a differentiated risk-based approach to quality assurance and monitoring was designed. The operational risk framework differentiates risks at the country, sector and grant levels to ensure the Secretariat understands and manages risk on a country-by-country and grant-by-grant basis. Based on the country risk rating and grant/sector risk assessments, the Secretariat will develop country risk management plans in FY17. These will include targeted actions to support partners in mitigating and monitoring the identified risks. After the completion of a pilot phase, the Secretariat will assess and make necessary revisions to the tool.

Monitoring of active ESPIGs was enhanced through the rollout of new procedures to review GA progress reports and audit reports. FY16 was the first full year of implementation of these reviews for active ESPIGs. The Secretariat prepared 58 progress report covering ESPIGs in 46 countries. Audit reviews were conducted for 36 ESPIGs. The progress report reviews and the audit reports were meant to identify implementation or financial management issues to be addressed and resolved with the GA and responsible ministry. Efforts will continue to be made during FY17 to ensure regular follow-up by the Secretariat with GAs to resolve the issues identified.

Three cases of misuse of funds were closely monitored in FY16, with one additional grant under investigation. In Benin, misused funds totaling US$69,300 were reimbursed, after a government audit in June 2015 uncovered fraudulent activities in school canteens in Malanville district. In Liberia, misused funds totaling US$35,000 were reimbursed, relating back to an incident in August 2014, and strengthened fiduciary controls were put in place during FY16. In Madagascar, a forensic audit was completed by the previous GA's (UNICEF) Office of Internal Audit and Investigation, concluding that expenditures equivalent to US$61,818 in 2012 were deemed ineligible. A formal commitment has been given by the government of Madagascar to provide full reimbursement. One additional country is under investigation for alleged misuse of funds dating back to December 2015. The allegation was made by the GA and is currently under full investigation. In order to maintain the integrity of the investigation, the country will not be named until the investigation has concluded. The Secretariat will continue to monitor all cases of misuse of funds on a regular basis and follow up with GAs if reasonable progress is not being made to resolve the case.

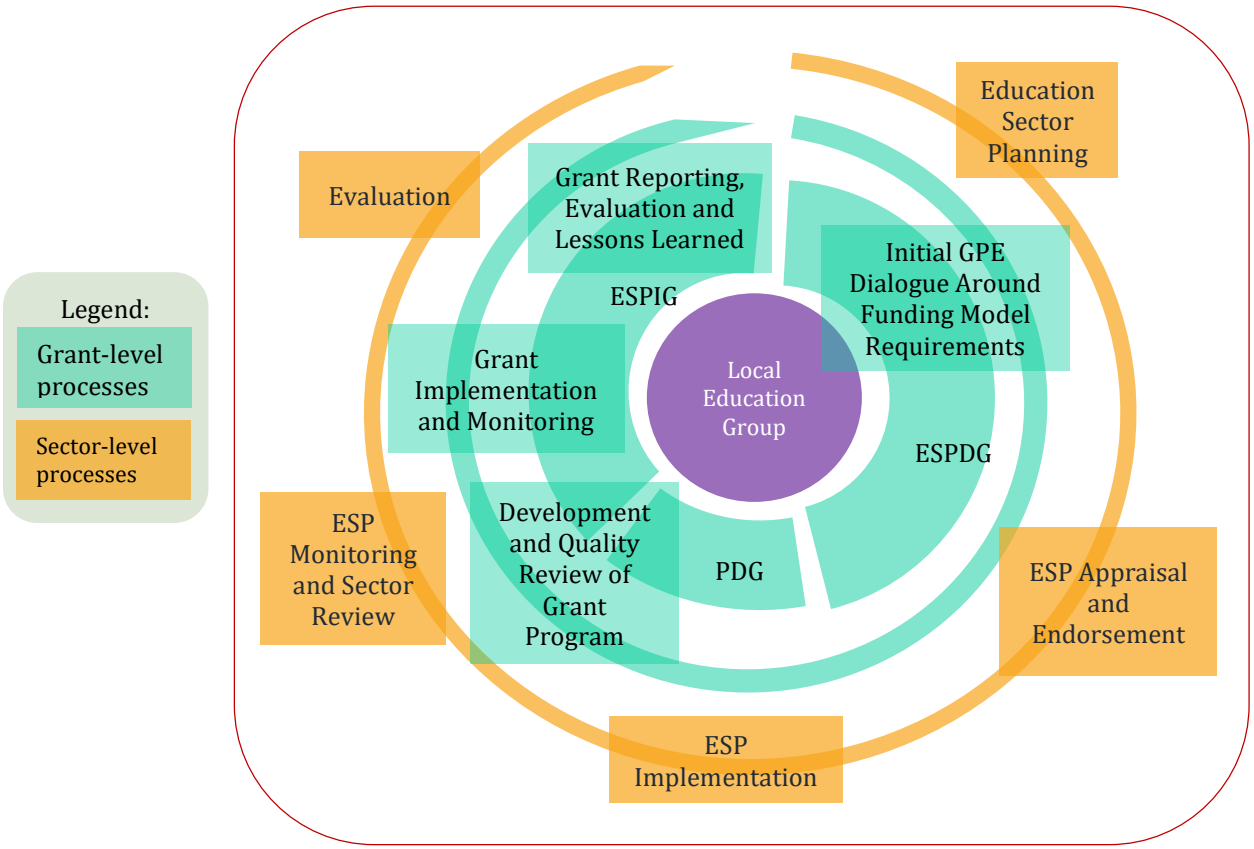
1 INTRODUCTION

In this section, a summary is given of initiatives undertaken to strengthen GPE's operational model, which provides an important context for the understanding of GPE's grant portfolio during FY16. This includes an introduction to each of the three types of country-level grant. Secondly, an outline is provided of the structure of this portfolio review.

1.1 OPERATIONAL MODEL

GPE's operational model enables collaborative support to low- and lower-middle-income countries to strengthen their education sector planning and delivery. Although developing country governments take the lead in planning and are accountable for delivery, GPE enables inclusion of nongovernment stakeholders, works to strengthen technical capacity, finances needs analyses, and leverages coordinated use of the talent and resources of development partners. When a developing country lacks sufficient financing to develop or implement its education plan, GPE can provide financial support toward improved education planning, policy development, and monitoring and financing, as well as help fund the implementation of education plans. A summary of GPE's operational model is shown below:

Figure 1: GPE Operational Model



GPE's operational model was reviewed in early FY16 and a number of actions to strengthen it were introduced during the course of the year. Accompanying the increased demands on countries from the funding model introduced in FY15, and the ambitious goals adopted by the partnership in GPE 2020, these operational model measures have added to the need to strengthen the intensity and consistency of Secretariat country-level support around planning, program development, quality assurance, monitoring and evaluation. During the year, the Secretariat has developed tools, frameworks and technical capacity to meet these increasing demands. To deliver effectively and ensure close links between technical work and country support, the Secretariat has a team and a functional structure with cross-team engagement on country advisory work, quality assurance, grant management, monitoring and evaluation, and strategic planning.

The Secretariat is implementing and taking stock of the adjustments stemming from the last two fiscal years from the funding model, strategic plan and operational model adjustments. As of June 2016, six education sector program implementation grants (ESPIG) were awarded under the new funding model (Democratic Republic of Congo, Malawi, Mozambique, Nepal, Rwanda and the Caribbean Island States).[5] The implementation of these six ESPIGs has resulted in the following lessons:

1. Lead time for ESPIG applications is longer as countries spend more time developing and quality assuring education sector analyses (ESA) and education sector plans (ESP), and attention to strategies for transformative progress in equity, efficiency and learning outcomes should be part of the ESP process rather than during later program identification.
2. There is need for technical support and capacity building around sector analysis at the country level and among partners.
3. There is need to establish a mechanism for systematically capturing lessons learned from the funding and operating model implementation, including through consultations with partners at the country level and CGPC, and for identifying and adopting adjustments as needed.
4. Additional guidance and analyses are required on some aspects of the funding model, particularly with regard to the calculation of domestic financing and the identification of appropriate, effective indicators for the variable part.
5. Further lessons around the GA selection process indicate the need to be attentive to timelines while also ensuring a transparent process and attention to the most effective implementation arrangements in a given context that will also help build systems capacity.

At every stage of the sector and grant process — from analysis and planning to application, from approval to implementation, and from monitoring to evaluating and closing — the Secretariat seeks to support countries to implement high-quality sector and grant monitoring processes. FY16 has been a transformative year at the Secretariat as the Country Support Team, the Strategy, Policy and Performance Team, and the Finance Team have collaborated to increase the quality and effectiveness of GPE country-level processes.

Upstream quality assurance mechanisms are in place to ensure high-quality feedback on ESPs, a strong program development process, and an ESPIG program that supports the achievement of national education sector priorities. New quality assurance processes were developed across all three grant types

[5] Under the Small Island Exemption, the Caribbean Island States grant was exempt from applying for the variable part, but was still awarded under the funding model as a fixed grant. This exemption is articulated in Annex 2 of the Board's *Principles and Options for the Revision of the Global Partnership for Education Funding Model* document of February 26, 2014.

and existing processes were improved, enabling the Secretariat to improve identification and mitigate the risks upstream during the grant application process. Key processes are as follows:

1. A revised quality assurance review (QAR) process for ESPs, centered on a strengthened independent assessment of ESPs.
2. A methodology for the CGPC's review of grant applications, based on quality standards and a methodology for ensuring alignment between the Secretariat's quality assurance review process for ESPIG and the CGPC methodology.

More details on these quality assurance processes can be found in Section 5. Further quality enhancement measures are currently under development and will be implemented during FY17.

As part of the Secretariat's strengthened oversight function, an operational risk framework was developed per the Board's recommendation in October 2015 and subsequent endorsement in June 2016 to support a differentiated, risk-based approach to quality assurance and monitoring. The proposed operational risk framework captured country, sector and grant risk for all active ESPIGs, together with mitigation measures for sector and grant risk, and a country risk management plan for all countries with high or critical sector and grant risk. It was agreed that the Secretariat will finalize the sector and grant assessment templates and development of risk management plans for each critical and high-risk country in time for consideration by the Governance, Ethics, Risk, and Finance Committee (GERF) and CGPC in October 2016. The operational risk framework will continue to be refined during FY17 so as to strengthen use of sector data in assessing sector risk.

The objective of the operational risk framework is to ensure that the Secretariat targets its support and oversight role appropriately and manages risks on a country-by-country and grant-by-grant basis. In doing so, the Secretariat will seek to ensure a calibrated approach to supporting the sector processes in each country, quality assuring new grant applications, and supporting the monitoring of sector and project implementation. Importantly, the operational risk framework is not designed to duplicate the risk management policies and procedures of governments, GAs and country-level partners. Rather, it will allow GPE to improve risk management by addressing risk across the sector and grant levels in a systematic way.

The operational model is currently built around four types of country-level grants that are available to eligible countries. Three — ESPDG, PDG and ESPIG — are designed to build on and complement each other to ensure a consistent sector-wide approach to high-quality education planning, financing and implementation; these are outlined briefly below. CSEF is a country-level grant that plays a complementary role to those that support governments.

The ESPDG is used to fund education sector analysis, policy dialogue and planning. The ESPDG is intended to facilitate "inclusive, evidence-based policy dialogue that engages national governments, donors, civil society, teachers, philanthropy and the private sector."[6] It is accessible either to existing members or to eligible countries that intend to apply for membership and require an ESPDG to help meet the membership requirement of an evidence-based, credible, endorsed ESP. Countries affected by fragility or conflict may pursue a TEP instead.

[6] GPE 2020 Strategic Plan, p.3

The PDG supports governments and their selected GA in building a program around some of the key priorities identified in the ESP or TEP. This should allow the development of a program aligned to national priorities and systems, and facilitates the development of the ESPIG application package.

The ESPIG provides funds to support the implementation of the ESP or TEP through the program created during its development phase. GPE's revised funding model,[7] which enhances focus on performance through an ESPIG with a requirements-based fixed part and results-based variable part, has now been operational for nearly two years. The Democratic Republic of Congo, Malawi, Mozambique, Nepal, Rwanda and the Caribbean Island States are implementing programs funded under this model. These countries are diverse in region, population size, gross domestic product, capacity, and education sector successes and challenges. Although implementation of these grants is still in the early stages, the funding model appears to offer the flexibility to provide a suitable framework for each of these contexts.

During the year, several countries commenced preparations for future applications, including Ethiopia and Zimbabwe for September 2016 and Cambodia, Chad, Cote d'Ivoire, Guinea-Bissau, Lesotho, Liberia, Madagascar, Somalia-Puntland, Somalia-Somaliland and Tanzania-Zanzibar for March 2017. Given the focus on sector planning processes, the Secretariat engaged early in country-level planning by providing comments on draft ESAs and ESPs to help facilitate progress toward meeting the requirements. In FY16, the Secretariat received six ESA reports funded through ESPDGs: Cabo Verde, Cote d'Ivoire, Lesotho, Nepal, Nicaragua and Tanzania-Zanzibar. In addition, four ESPs with funding from ESPDGs were finalized and endorsed: the Democratic Republic of Congo, Ethiopia, Malawi and the Organization of East Caribbean States (OECS)[8]. Further details are in Section 2.

1.2 STRUCTURE OF THIS REVIEW

The Portfolio Review FY16 analyzes the composition of the country-level grant portfolio and the performance of the individual programs. In addition to the executive summary and introduction there are four main sections, together with six supporting annexes, described briefly as follows:

Section 2 — Small Grants provides an overview of the active, approved and closed ESPDGs and PDGs during FY16, as well as the distribution per GA and FCAC.

Section 3 — Education Sector Program Implementation Grant provides an overview of active ESPIGs during FY16, including their distribution by GA, modalities, geographical region and status of disbursements and implementation, requests for revisions, closed grants, analysis of the administrative costs, key components and outputs, and overview of thematic activities. In addition, this section provides an update on the funding model.

Section 4 — Support to Countries Affected by Fragility and Conflict presents an update on how GPE engaged during FY16 with these countries.

Section 5 — Quality Assurance and Risk Management provides a description of the revised quality assurance mechanisms and reviews the different ways through which GPE manages the risks across the

[7] Sometimes referred to as the New Funding Model

[8] MCAs were provided to the four Caribbean Island States (Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines). The ESPIG and PDG were granted to these states based on their MCAs. The ESPDG was granted to OECS based on its regional education strategy.

grant portfolio, including the operational risk framework, progress report review, audit report analysis and follow-up on the cases of misuse of funds.

Annexes

- **Annex 1-A: Education Sector Plan Development Grants, Annex 1-B: Program Development Grants, Annex 1-C: Education Sector Program Implementation Grants** and **Annex 1-D: Countries without current grants** provide a full listing of GPE developing country partners and countries eligible to become members with details on active, closed and pending ESPDGs, PDGs and ESPIGs during FY16.
- **Annex 2: GPE Developing Country Partners List** links to the GPE website's country pages.
- **Annex 3: Response to Country Grants and Performance Committee and GPE Board's 2015 Portfolio Review Recommendations** provides Secretariat responses to the issues raised by the Board and the Country Grants and Performance Committee on the Portfolio Review FY15.
- **Annex 4: Grants Disbursement and Implementation status** shows grants that have been delayed at either the disbursement or the implementation stage during FY16, as well as reasons for the delays and the remedial actions taken.
- **Annex 5-A: Approved Non-minor Program Revisions Relating to the Education Sector Program Implementation Grants** and **Annex 5-B: Approved Material Revisions Relating to the Education Sector Program Implementation Grants** provide a detailed list of non-minor and material revision requests.
- **Annex 6: Report backs on FAC/CGPC's Recommendations and** Concerns outlines updates for report-back items which were requested by CGPC and the Board at the time of ESPIG approval.

2 SMALL GRANTS

2.1 EDUCATION SECTOR PLAN DEVELOPMENT GRANT

Key Messages

- Since 2012, 54 ESPDGs* were granted by the GPE at a total of US$13.5 million.
- In FY16 there were 27 active ESPDGs benefiting 29 countries at a total of US$8.9 million with seven different GAs.
- Asian Development Bank and Save the Children became first-time GAs for ESPDGs.
- Fourteen of 16 ESPDGs approved in FY16 included funding for education sector analysis (ESA).
- In FY16, the Secretariat reviewed and revised the ESPDG package, which now includes guidelines, application form, roadmap template for ESA and ESP/TEP development, and templates for grant completion, internal application assessment and internal grant revision assessment.

*Previously known as EPDG (education program development grant)

Table 1: Overview of Active, Approved and Closed ESPDGs, FY16

ESPDG	Active at the beginning of FY16	New Approved during FY16	Closed during FY16	Active at the end of FY16
Number of grants	11	16	7	20
Value (US$)	3,061,928	5,791,410	1,693,204	7,238,300[9]

The ESPDG provides support to the education sector planning process. The ceiling for the ESPDG is US$500,000, of which up to US$250,000 is earmarked for data and education sector analysis. Funding available under the ESPDG grant window was doubled from US$250,000 to US$500,000 following the launch of the GPE funding model adopted in 2014, which includes a sector analysis requirement as part of its data requirement. The grant can support an ESA, including qualitative and quantitative studies and system analysis to provide an evidence base for education sector planning, and the development of an ESP or, depending on the country context, a TEP.[10]

The total active ESPDG portfolio at any time during FY16 included 27 grants[11] to 29 countries[12] at a total of US$8,931,504. Of the 29 countries with an ESPDG, 13 are categorized as FCAC (Annex 1-A).

Sixteen ESPDGs were approved in FY16 totaling US$5,791,410. While Nepal's US$78,166 of additional ESPDG financing was approved in FY16, it does not count as a grant approved in FY16, since the original ESPDG was approved in FY15. Seven ESPDGs closed during FY16. The ESPDG granted to the OECS resulted

[9] Note that this total includes additional US$78,166 for Nepal, for which the original ESPDG was approved in FY15.

[10] In FY16, the Secretariat reviewed and revised the ESPDG package, which includes the guidelines, application form, roadmap template for ESA and ESP/TEP development, and templates for grant completion, internal application assessment and internal grant revision assessment. Country partners and the Secretariat started using these documents in June 2016.

[11] For Nepal's ESPDG, this includes the original ESPDG in FY15 and then additional financing of US$78,116 approved in March 2016. Nepal's ESPDG is counted as one.

[12] Tanzania and Zanzibar, while receiving separate ESPDGs, are counted as one country. The OECS, while receiving one ESPDG, are counted as four countries (Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines).

in four countries becoming new GPE members with an endorsed regional ESP: Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines. Four recipients of ESPDGs are not yet GPE members: Cabo Verde, Kiribati, Federated States of Micronesia and Republic of the Marshall Islands.

The total approved agency fees for the 27 active ESPDGs in FY16 was US$432,370. These grants were managed by seven grant agents. Asian Development Bank and Save the Children became first-time GAs for an ESPDG. UNICEF is the GA for 10 grants totaling US$3,162,727, or 35 percent of the total approved ESPDG amount, and the World Bank is the GA for nine grants totaling US$3,286,275, or 37 percent of the total approved ESPDG amount. Further information is provided in the table below:

Table 2: ESPDG: Distribution by GA and FCAC

Grant Agent	Number of ESPDGs in		Total Number of ESPDGs	Total Amount of ESPDGs (US$)	Share of Total Approved ESDPG Amount (%)
	FCAC	non-FCAC			
Asian Development Bank (ADB)	0	2	2	436,802	5
Save the Children	1	0	1	483,327	5
Swedish International Development Agency (SIDA)	0	1	1	187,309	2
The Swiss Agency for Development and Cooperation	0	1	1	428,794	5
UNESCO	1	2	3	946,270	11
UNICEF	6	4	10	3,162,727	35
World Bank	3	6	9	3,286,275	37
Total	**11**	**16**	**27**	**8,931,504**	**100**

The vast majority of ESPDGs approved in FY16 received funding for an ESA. Of 16 newly approved ESPDGs, plus Nepal's additional financing, 14 received funding for an ESA, totaling US$2,986,314. In FY16, the Secretariat received six ESA reports funded through ESPDGs: Cabo Verde, Cote d'Ivoire, Lesotho, Nepal, Nicaragua and Tanzania-Zanzibar. In addition, four ESPs with funding from ESPDGs were finalized and endorsed: the Democratic Republic of Congo, Ethiopia, Malawi and the OECS.

Table 3: Breakdown of 16 Newly Approved ESPDGs in FY16, plus Nepal's Additional Financing

Education Sector Analysis	Education Sector Plan Development	Total
US$2,986,314	US$2,883,263	US$5,869,577

During FY16, nine ESPDGs were extended and one was restructured. Of the extensions, two were extended in the same fiscal year they were approved (FY16) and seven had been active since FY15. Reasons for extensions include (1) political uncertainty and fragility; (2) additional time needed to ensure compliance with GPE's funding model; (3) delays in transfer of funds between agencies leading to a delay in onset of implementation; (4) local education group capacity issues or a need for wider consultation among stakeholders; and (5) the need for additional data. Ethiopia's ESPDG was revised to allow the addition of two new activities, including finalization of regional ESP multi-year action plans and production of a results chain/framework for the ESP. The average duration of an ESPDG is approximately 14 months.

Completion reports were received for two grants during FY16 (Guyana and the Lao People's Democratic Republic). Following are the main highlights:

- **The ESPDG for Guyana was rated satisfactory for overall progress with regard to achieving grant objectives.** The objective was achieved on time with the ministry of education sharing a draft ESP for 2014–18 with its partners for review, and the ESP was delivered as expected. In the completion

report, the GA stated that the development of the ESP enhanced the technical capacity of the ministry of education.

- **Based on the completion report for the Lao People's Democratic Republic submitted by GA (UNICEF)**, the process of developing the education sector development plan (ESDP) for 2016–20 served as capacity building of ministry staff, as different departments worked to analyze the situation, develop strategies and carry out consultations. In the report, the GA mentioned that the plan was not yet fully evidence-based as it lacked in-depth analysis to identify the vulnerability of the education system to political, economic, social and environmental risks as well as systematic data on learning outcomes, especially at the stage of basic education and post-basic education. It was recommended that these gaps be followed up and addressed through the annual plans and mid-term review.

2.2 PROGRAM DEVELOPMENT GRANT

Key Messages

- Since its inception in 2012, 37 PDGs have been granted by GPE at a total of US$7.1 million.
- The total active PDG portfolio during FY16 included eight PDGs in 11 countries at a total of US$1.9 million.
- During FY16, seven countries* received allocation amounts greater than the standard allocation of US$200,000.
- Four of the eight PDGs that were active during FY16 have received extensions. The average length of extension is 7.5 months.
- Five of six completion reports received were rated highly satisfactory or satisfactory with regard to achieving grant objectives.

* These seven countries are under four grants (one regional Caribbean Island States PDG includes four countries: Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines).

Table 4: Overview of Active, Approved and Closed PDGs, FY16

PDG	Active at the Beginning of FY16	New Approved During FY16	Closed During FY16	Active at the End of FY16
Number of grants	6	2	5	3
Value (US$)	1,314,814	571,750	998,814	887,750

The PDG provides a standard allocation of US$200,000 to enable the GA, working under the leadership of the government, to prepare a program which supports the implementation of the ESP or TEP and which meets the ESPIG criteria.[13] The grant was established in 2012 to lay a strong foundation for the ESPIG and to ensure a consultative application process. This ESPIG application process is led by the government in close collaboration with the GA and coordinating agency, and with the engagement of the local education group.[14] On an exceptional basis, GAs can request up to US$400,000 with justification. PDGs have a term of between 12 and 15 months. This period includes preparation of the draft ESPIG program.

[13] Global Partnership for Education Program Development Grant Guidelines, May 2016, p. 1.

[14] Global Partnership for Education Program Development Grant Guidelines, May 2016, p. 2.

The total active PDG portfolio at any time during FY16 included eight grants to 11 countries[15] at a total of US$1.9 million. Six PDGs were active at the beginning of FY16 in Bangladesh, Guyana, Malawi, Mozambique, Nepal and the Caribbean Island States. During FY16, two PDGs were approved at a total of US$571,750 in the Democratic Republic of Congo and Lesotho. As at the end of June 2016, three grants were under implementation while five grants had been closed. The average length of PDGs is 1.3 years.

Total commitments for all PDGs in FY16 amounted to approximately US$1.89 million. The World Bank is the GA for all the grants. Four countries received allocation amounts greater than the standard allocation of US$200,000 (in order of grant amount):

1. Lesotho was granted US$250,000 to produce additional evidence to refine component design.
2. The Caribbean Island States was granted US$316,000 to cover the additional costs of preparing a regional program encompassing four unique countries.
3. Malawi was granted US$319,114 to facilitate extensive consultations around the program — which was unusual in its scope and funding modality, and which would be implemented in a low-capacity and fragile context.
4. The Democratic Republic of Congo was granted US$321,750 to facilitate the accelerated preparation of a program designed to cover a wide and fragile geographic area, and which would include a results-based financing component.

Table 5: Program Development Grants Active During FY16 (July 1, 2015 – June 30, 2016)

County	GPE Countries Affected By Fragility and Conflict	Grant Amount (US$)	Approval Date	Closing Date	Status (as of June 30, 2016)	Completion Report Received
Bangladesh		100,000	9-Feb-15	31-Dec-15	Closed	Yes
Caribbean Island States *		316,000	26-Nov-14	15-Jul-16	Active	n/a
Congo, Dem. Rep.	FCAC	321,750	21-Oct-15	31-Dec-16	Active	n/a
Guyana		200,000	1-Jul-13[16]	31-Jul-15	Closed	Yes
Malawi		319,114	29-Apr-15	30-Jun-16	Closed	No
Mozambique		200,000	8-Oct-14	30-Apr-16	Closed	Yes
Nepal	FCAC	179,700	14-Nov-14	30-Sep-15	Closed	Yes
Lesotho		250,000	2-Jun-16	3-Apr-17	Active	n/a
Total		**1,886,564**				

* Caribbean Island States (Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines)

Four of the eight PDGs that were active during FY16 have received extensions (the Democratic Republic of Congo, Guyana, Malawi and the Caribbean Island States). At the end of FY16, PDGs for the Democratic Republic of Congo and Caribbean Island States were still active, while those for Malawi and Guyana had closed. The PDG for the Caribbean Island States was extended a third time for a span of one month in June 2016 after having received a nine-month extension in November 2015, followed by a one-month extension in May 2016. The PDGs for Malawi and the Democratic Republic of Congo were extended by five and six months, respectively. The average length of extensions is 7.3 months. The main reasons for extensions include a lack of time to undertake activities already planned in the initial application (the Democratic Republic of Congo), a change in timeline by the government for ESPIG application (Malawi), and delays in transfer of funds (Caribbean Island States).

[15] Tanzania-Mainland and Tanzania-Zanzibar, while receiving separate ESPDGs, are counted as one country. The OECS, while receiving one ESPDG, is counted as four countries (Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines).

[16] This approval date was not documented; thus cited herein is the grant start date.

Completion Reports were received for six grants during FY16. These are for Bangladesh, Chad (closed before FY16), Guyana, Kenya (closed before FY16), Mozambique and Nepal. Four[17] of six PDGs were rated satisfactory for overall progress with regard to achieving grant objectives; one grant (Mozambique) was rated highly satisfactory, while the overall rating for the sixth is not available.[18] The completion reports generally stated that all grants were implemented smoothly and had adequate financing available for hiring the services of experts as necessary. In Mozambique, the PDG supported the development of a proposal for a program to be financed by GPE and IDA in support of the education sector strategic plan. The grant preparation was particularly consultative to ensure ownership by all stakeholders and resulted in additional financing for Mozambique. The GA used the resources provided by the grant to bring the necessary expertise to help the ministry of education develop a quality program. This was particularly important at a time of political transition, since a new government was appointed shortly before the submission of GPE application. Designing the variable tranche required intensive consultations and discussions to reach a consensus. Achieving a good balance between providing an incentive to improve results and not setting unrealistic targets was a key aspect of the discussion of disbursement-linked indicators (DLIs).

[17] Chad PDG completion report has no clear completion rating assigned. All three activities are reported to be completed within the given time.

[18] An overall rating was not provided for one PDG. This was mainly due to the utilization of an old grant reporting template.

3 EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT

Key Messages

- Since 2002,* GPE has granted US$4.5 billion to 125 ESPIGs.
- The total active ESPIG portfolio at any time during FY16 included 59 ESPIGs to 52 countries at a total of US$2.39 billion.
- Disbursement for FY16 totaled US$503 million.
- Sub-Saharan Africa is where the majority of ESPIGs are implemented, with some of the largest grants.
- Between FY14 and FY16, the number of ESPIGs which are delayed or slightly delayed in both disbursement and implementation increased — from 24 percent in FY14 to 32 percent in FY15 to 43 percent in FY16.
- The majority of requests for ESPIG extensions, non-minor and material revisions were from FCACs.
- Between July 1, 2015, and June 30, 2016, US$7.1 million went to agency fees and supervision allocations for ESPIGs.
- During FY16, five cases of grant agent (GA) requests for additional supervision fees were received at a total amount of US$713,065.
- Fragile states and smaller grants continue to account for higher percentage-based administrative costs, while larger grants and joint funding arrangements typically incur reduced administrative costs when expressed as a percentage.

*Prior to 2012, funds were granted through the Catalytic Fund.

3.1 DESCRIPTION OF THE ACTIVE EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT PORTFOLIO

Table 6: Overview of Active, Approved and Closed ESPIGs for FY16

	Active at the Beginning of FY16	New Active[19] During FY16	Closed During FY16	Active at the End of FY16
Number of grants	53	6 [20]	5	54
Value (US$)	2,107,437,174	287,155,170	161,137,174	2,233,455,170

The total active portfolio at any time during FY16 included 59 ESPIGs to 52 countries[21] at a total of US$2.39 billion. At the beginning of the fiscal year, the ESPIG portfolio consisted of 53 active and five pending grants. Over the course of the year, the five pending grants (Bangladesh, Guinea, Mozambique,

[19] Due to a longer timeframe for ESPIG grants, between approval date and grant start date active grants are accounted (as opposed to approved grants, as in PDG and ESPDG).

[20] Rwanda ESPIG started June 30, 2015, but is counted toward FY16.

[21] See Annex 1-C: Education Sector Program Implementation Grants for complete list of country grants. The Caribbean Island States allocation is a multi-country allocation, including Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines. In this report, it is counted as four countries and one ESPIG grant.

Nepal and Rwanda) became active. Four[22] new ESPIGs were approved: Chad,[23] the Democratic Republic of Congo, Malawi and the Caribbean Island States (Table 7), of which Chad (accelerated funding) became active. By the end of FY16, five of the 59 active grants were closed in Burundi, Haiti,[24] Papua New Guinea, Timor-Leste and Vietnam. Thus, at the end of the reporting period, the portfolio included a total of 54 active ESPIGs and four pending grants.

Table 7: List of ESPIGs Approved during FY16

	The Democratic Republic of Congo	Malawi	Caribbean Island States [25]	Total
Grant Amount ($US)[26]	100,000,000	44,900,000	2,000,000	146,900,000
Fixed Part: 70% of amount ($US)	70,000,000	31,430,000	2,000,000	103,430,000
Variable Part: 30% of amount ($US)	30,000,000	13,470,000	N/A	43,470,000
Grant Agent	World Bank	World Bank	World Bank	
Grant Agent Allocation[27] ($US)	1,125,000	625,000	300,000[28]	2,050,000
Agency Fee, % - Amount ($US)	1.75% 1,750,000	1.75% 785,750	1.75% 35,000	2,570,750
Grant Period	4 years	4 years	3 years	
Variable Part Disbursement Modality	Ex-post	Ex-post	N/A	
Fragile and/or Conflict Affected	Yes	No	No	
Grant Modality	Project Grant	Project Grant	Project Grant	
Income	Low Income	Low Income	Upper-Middle Income	

Note: This table excludes Chad's approved grant in FY16 due to it being an accelerated funding grant and therefore being considered as a different category from the three ESPIGs in this table.

3.1.1 Distribution by Region and Grant Size

Sub-Saharan Africa is the region where the majority of ESPIGs are implemented, with 39 of 54 (72 percent) active ESPIGs at the end of FY16 being implemented across 34 developing partner countries in the region. Of the 39 ESPIGs under implementation in sub-Saharan Africa, 25 (64 percent) are in FCACs. The Asia region has 10 active grants, while there are three grants in Latin America and two grants in the Middle East and North Africa. The distribution of active ESPIGs among different regions remains roughly consistent with that of the last fiscal year.

[22] In July 2016, the Board of Directors approved Burundi's ESPIG revision request to reduce Burundi's allocation with Belgium as grant agent by US$20,100,000, representing the remaining uncommitted funds of the initial country allocation. The Board also approved a corresponding amount of US$20,100,000 with UNICEF as GA, plus an additional US$1,608,000 in GA fees. Belgium's allocation of US$32,800,000 closed during FY16 and UNICEF's allocation of US$20,100,000 is pending as of June 30, 2016.This allocation of US$20,100,000 is not considered a new grant in this report.

[23] Chad was granted accelerated funding (AF) as per GPE's policy to access up to 20 percent of the MCA to respond to humanitarian crisis. This AF will focus on basic service delivery to address the education crisis in the Lake Chad region.

[24] Out of two ESPIGs in Haiti, one grant, in the amount of $22 million, closed in October 2015. The other grant, in the amount of $24.1 million, is active through the end of FY17.

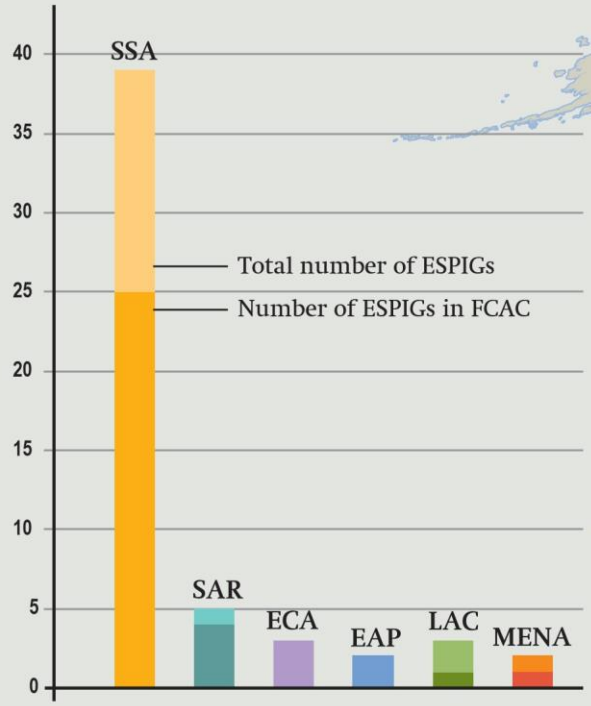
[25] GPE's first regional ESPIG application is coordinated by a regional intergovernmental organization representing multiple states and is based on a regional education strategic plan. This regional application with the Caribbean Island States includes the following countries: Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines.

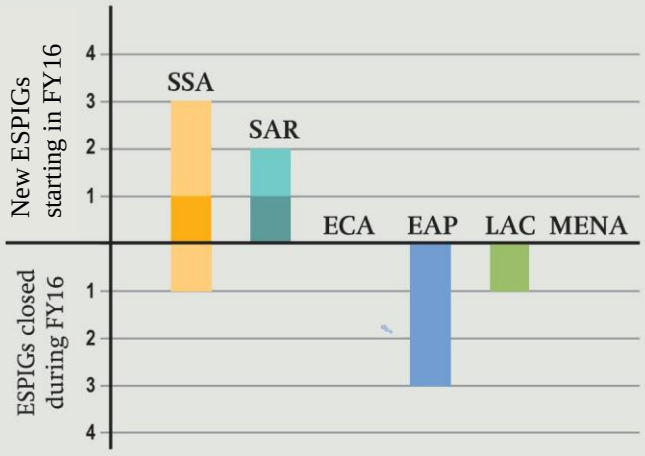
[26] All three have received the full amount of maximum country allocation.

[27] Grant agent allocation was formerly called supervision allocation.

[28] As set out in BOD/2013/12 DOC 06B Report of the Financial Advisory Committee (approved by the Board in decision BOD/2013/11-08), grants up to US$5,000,000 in non-fragile contexts may be awarded a maximum amount of $200,000 in grant agent fees (US$50,000 per year). However, given the complexity of supporting four countries in addition to travel expenses to four island states, it was warranted by the Board that a higher allocation is given to the grant agent to perform its responsibilities.

EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANTS (ESPIGs) DISTRIBUTION BY REGION







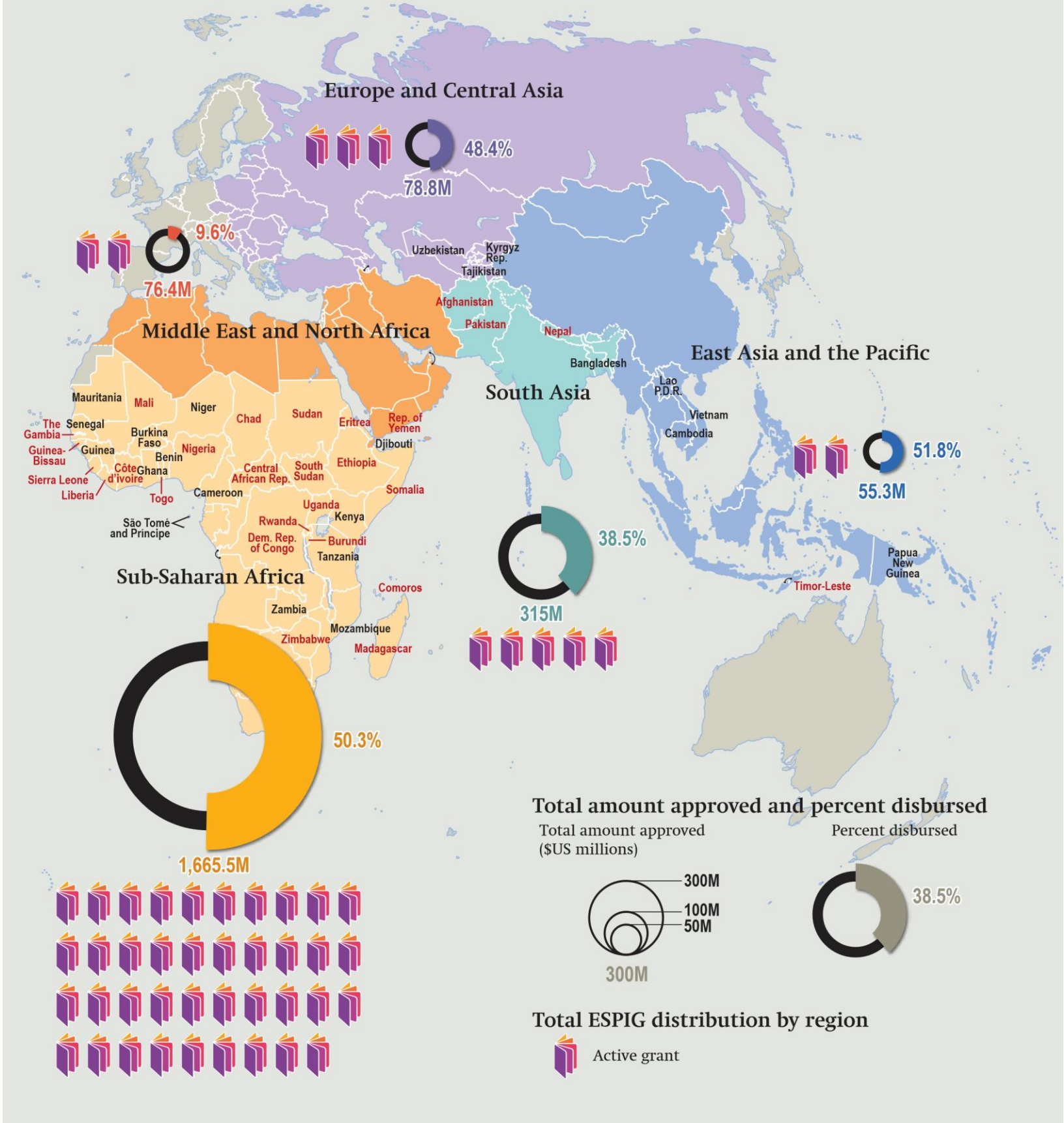
Vietnam GPE developing country partner (DCP)

Ethiopia DCP affected by fragility and conflict (FCAC)

IBRD 42523 | OCTOBER 2016

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GLOBAL PARTNERSHIP *for* EDUCATION



Total amount approved and percent disbursed

Total amount approved ($US millions)

Percent disbursed

Total ESPIG distribution by region

Active grant

FCACs account for half of the 10 countries with the highest grant allocations across the ESPIG portfolio. Large grants — defined as grants of over US$50 million — account for approximately 33 percent of the number of ESPIGs in the portfolio (65 percent by value). In FY16, there were 18 active large grants, which when combined were worth US$1.45 billion in commitments. The 39 sub-Saharan ESPIGs totaled approximately US$1,666 million in cumulative approvals and approximately US$838 million in cumulative disbursements, while the three Asia regions (East Asia and Pacific, Europe and Central Asia, and South Asia) had 10 active grants, constituting US$449.1 million in approvals and US$188.1 million in cumulative disbursement. Further information on the regional distribution is shown in Table 8.

Table 8: ESPIG distribution by Region for FY16

Region	Number of ESPIGs	Number of ESPIGs in		Total Amount Approved (US$ millions)	Cumulative Disbursement as of June 30, 2016 (US$ millions/%)	
		FCAC	Non-FCAC			
Active as of June 30, 2016						
Sub-Saharan Africa	39	25	14	1665.5	837.7	50.3
South Asia	5	4	1	315.0	121.3	38.5
Europe and Central Asia	3	0	3	78.8	38.2	48.4
East Asia and Pacific	2	0	2	55.3	28.6	51.8
Latin America and the Caribbean	3	1	2	42.5	34.5	81.1
Middle East and North Africa	2	1	1	76.4	7.3	9.6
Total	**54**	**31**	**23**	**2233.5**	**1067.5**	**47.8**
Closed as of June 30, 2016						
Sub-Saharan Africa	1	1	0	32.8	32.8	100.0
East Asia and Pacific	3	1	2	106.3	106.3	100.0
Latin America and the Caribbean	1	1	0	22.0	22.0	100.0
Total	**5**	**3**	**2**	**161.1**	**161.1**	**100.0**

3.1.2 Distribution by Income, Fragility and Small States

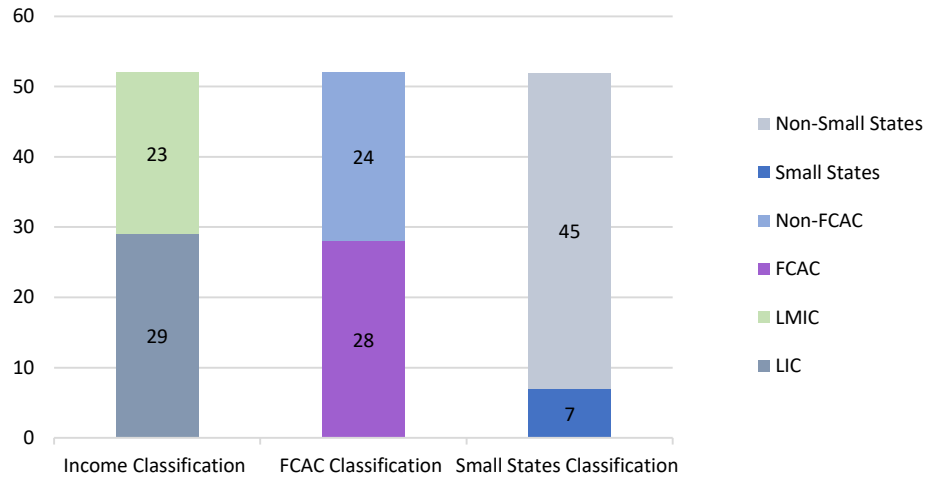
Support to Small Countries

In FY16, 13 of GPE's developing country partners (DCPs) were small states, a number that is expected to rise during FY17. Since GPE recognizes the importance of equitable access to high-quality education for all children, the impact of GPE's support should be significant, regardless of country size. The level of support provided to DCPs should be commensurate with the size of the envisaged impact rather than the size of the grant. Although the partnership's commitment to DCPs remains high regardless of state size, taking the same approach to grant planning in larger and smaller states may not be appropriate. Smaller states face unique challenges, ranging from financial planning to sectoral planning to regional politics. It is imperative that GPE consider how smaller states are affected by its funding model, including the particular challenges and opportunities the funding model creates for smaller DCPs.

In FY16, GPE approved its first-ever regional ESPIG. A group of Caribbean states worked together to apply for a regional ESPIG based on the education strategy of the Organization of Eastern Caribbean States (OECS). As a result, Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines are all implementing a single program funded by GPE. By applying as a regional entity, transaction costs were kept to a minimum. There is a regional ESP, and each state has also developed its own ESP following

GPE targets financial support to low- and lower-middle-income countries, including countries affected by crisis. Twenty-eight (54 percent) of the 52 DCPs with active ESPIGs during FY16 are FCAC.[29] This is an increase compared to 27 (49 percent) of the 55 DCPs with an active ESPIG in FY15. Twenty-nine (56 percent) of the 52 DCPs are classified as lower-income countries[30] and 23 (44 percent) as lower-middle-income countries. These figures remain relatively unchanged compared to 56 percent and 44 percent, respectively, in FY15. Of the 28 FCACs in FY16, 22 (79 percent) are lower-income countries (Annex 1-A: Education Sector Plan Development Grants). This is also an increase compared to 74 percent in FY15.

Figure 2: GPE Developing Country Partners With Active ESPIGs by Income, FCAC and SSC in FY16



3.1.3 Distribution by Grant Agent

Of the 58 active and pending grants as of June 30, 2016, the World Bank was the grant agent for 38 (66 percent). UNICEF was the GA for 14 grants (24 percent), the U.K. Department for International Development (DFID) two, the Swedish International Development Cooperation Agency (Sweden) two, UNESCO one, and Agence Française de Devéloppement, or AFD (France), one. The proportion of the 58 active and pending grants for which the World Bank is the grant agent decreased slightly from 67 percent at the end of the FY15 to approximately 66 percent at the end of FY16, by the number of grants (Figure 3). However, when evaluated by allocation value, the proportion of active grants for which the World Bank is the GA increased slightly, from 75 percent at the end of FY15 to 76 percent at the end of FY16 (Figure 4). The total commitments for which the World Bank was GA (38 grants) reached US$1.8 billion, while the commitments for which UNICEF was GA (14 grants) were US$331 million. Overall, of the 38 grants, 17 (45 percent) that have the World Bank as the GA are in FCACs, while 14 that have UNICEF as the GA are in FCACs. Of the four ESPIGs approved during FY16, three have the World Bank as the GA and one has UNICEF as the GA.

[29] The GPE list of countries affected by fragility and conflict (FCAC) is based on the WB's Harmonized List of Fragile Situations FY16 and the UNESCO's 2014/15 GMR list of conflict-affected states. GPE's list of countries affected by fragility and conflict (FCAC) is included in Annex 1.

[30] The World Bank Country and Lending Groups by income.

Figure 3: Number of Active and Pending ESPIGs by Grant Agent by Number of Grants as of June 30, 2015 (inner circle), and June 30, 2016 (outer circle)

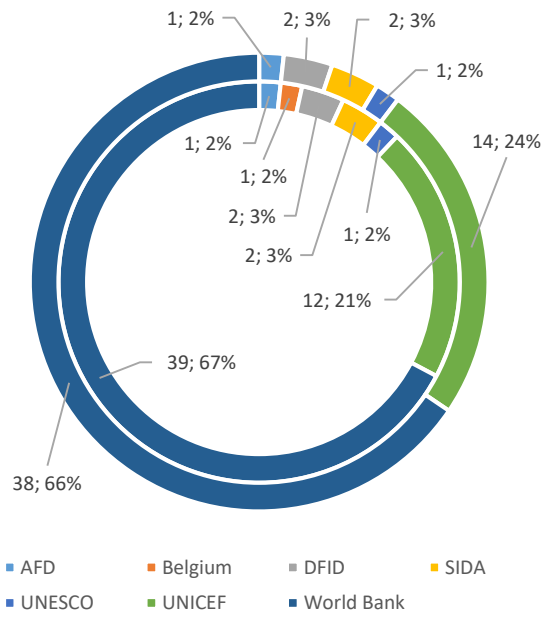
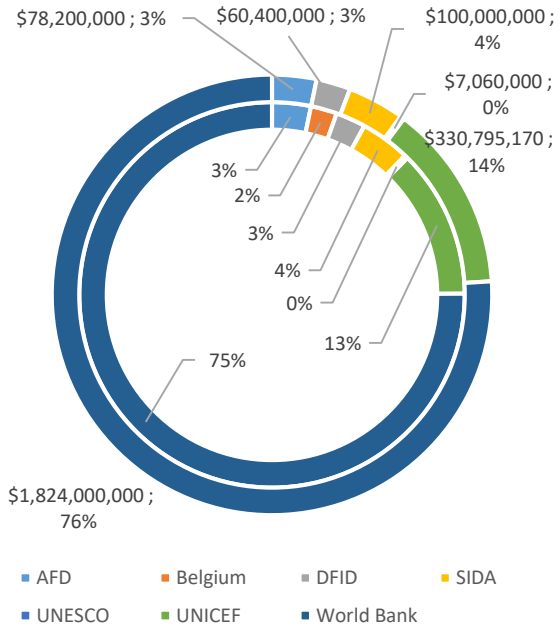


Figure 4: Number of Active and Pending ESPIGs by Grant Agent by Allocation Value as of June 30, 2015 (inner circle), and June 30, 2016 (outer circle)



In an effort to diversify GAs over the course of FY16, five new organizations became eligible for the role of grant agent for GPE grants. Asian Development Bank, Concern Worldwide, Save the Children (United States), Save the Children (United Kingdom)[31] and the Swiss Agency for Development and Cooperation are now eligible to become grant agents.

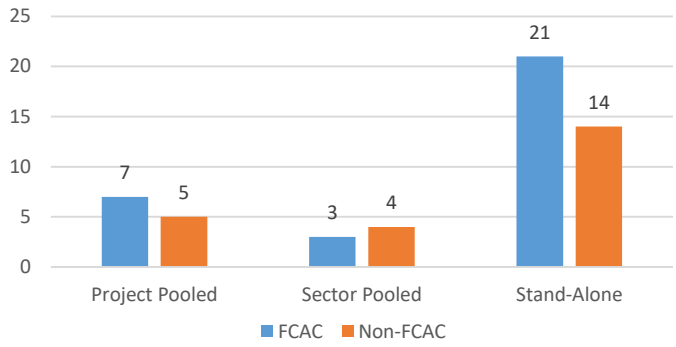
Key Observation: **Grant Agent Diversification — During FY16, the pool of potential grant agents increased, with five new organizations becoming eligible for the role of grant agent: Asian Development Bank, Concern Worldwide, Save the Children US, Save the Children UK and the Swiss Agency for Development and Cooperation. Of these, three are already acting as grant agents for ESPDGs: Asian Development Bank for Micronesia and Republic of the Marshall Islands, Save the Children UK for Somalia-Puntland, and the Swiss Agency for Development and Cooperation for Benin.**

[31] Save the Children United States (Save the Children Federation, Inc.) and Save the Children United Kingdom (Save the Children Fund) have separate financial procedure agreements and follow their own policies and procedures. As such, they are treated as different entities.

3.1.4 Modalities

Aid Modality: Of 54 ESPIGs active at the end of FY16, 35 are implemented through a *stand-alone project* whereas 12 ESPIGs are implemented through a *pooled project* and seven ESPIGs through a *sector-pooled project*. Of 35 *stand-alone projects*, 21 ESPIGs are implemented in FCACs. This may signify limited options in aid modality that FCACs face, given difficult contexts, and the need for partners to explore appropriate measures for harmonization and alignment for more effective delivery of education development aid.

Figure 5: Aid Modality by FCAC/Non-FCAC



Stand-alone funding: This describes a scenario where the funding mechanism is unilateral, or, in other words, not pooled with any other sources of financing.

Project-pooled funding: This refers to a scenario where the funding mechanism is made up of different source agency funds to support a common project. It is not a stand-alone mechanism, but neither is it a sector-pooled mechanism.

Sector-pooled funding: This scenario describes a diverse group of grant or credit modalities with varying instruments and mechanisms. The specificity for sector pooled funds is that multiple contributing partners deliver funds in a coordinated fashion to support implementation of the national education plan, or specific parts thereof. Under this modality, country systems are normally used for procurement, financial management, M&E and reporting.

While there were 14 stand-alone projects in non-FCACs, only 12 ESPIGs were implemented through pooled funds. This determination is made by the GA based on its assessment of country systems, particularly for financial management and procurement, monitoring and evaluation, and specific technical areas that may be part of a project. When budget support is not judged to be a credible option, or when a GA wishes to focus on specific technical issues or underserved groups and areas, the decision is made to support a project. Where other partners are willing to support the same project, then pooling is possible. However, this requires close collaboration between partners in terms of project design and timing of their aid allocations.

Alignment of external aid with national systems and policy objectives is anchored in both the aid effectiveness and the post-2015 agendas, as well as in the GPE charter. Building on the 2005 Paris Declaration on Aid Effectiveness, which includes alignment as one of its fundamental principles, the Busan Partnership defines four principles for effective development cooperation: ownership, focus on results, inclusiveness and transparency/accountability. These principles are reiterated in the 2030 Development Agenda, which calls for a transparency revolution to foster ownership and accountability, and stresses development partners' responsibility for harmonizing with national plans and operating through government budgets.

For these reasons, GPE is committed to encouraging the alignment of its grants with national sector plans and with national systems, using appropriate safeguards. GPE's Theory of Change recognizes the crucial role of domestic financing and use of national systems for sustainable education outcomes, and hence the importance of leveraging external funding to improve national systems. This leveraging potential can be realized when a critical mass of external funding aligns to, and engages with, national

systems, rather than circumventing them. More traditional project approaches can play a complementary role by financing investment spending (e.g., school construction, one-off interventions), although they should not do so to the detriment of attention and support to building strong national institutions.

In 2016, as part of the development of the broader results framework,[32] a revised methodology building on that used in FY14 and FY15 has been established to assess the extent to which GPE-funded programs are carried out in alignment with national systems. Questionnaires were developed that tested the level of alignment of GPE-funded ESPIGs, per the following seven criteria:

- **Plan.** Whether the GPE-funded program is aligned with the Education Sector Plan and the projected expenditures of the program included in the multi-year forecast of the Ministry of Finance.
- **Budget.** Whether the GPE-funded program is included in the national budget.
- **Treasury.** Whether the GPE-funded program financing is disbursed into the government account and whether national expenditure processes are used for the program expenditures.
- **Procurement.** Whether the GPE-funded program uses government procurement rules.
- **Accounting.** Whether the GPE-funded program's financial accounting is directly within the government's accounting systems.
- **Audit.** Whether the GPE-funded program's financial accounts will be audited by the government's external auditor.
- **Report.** Whether the information on project execution for the GPE-funded program will be included in the education sector plan annual implementation report, prepared by the ministry of education.

Table 9: ESPIGs That Met 70 Percent* of the Alignment Criteria, Deemed to Be Aligned

No. of ESPIGs meeting 70% of alignment elements	2015[33]	2016
Overall:[34]	34%	31%
FCAC only:	27%	26%

*70% is the target for the alignment criteria indicator

The data demonstrates that alignment has shown a slight decrease from 2015 to 2016 and that alignment is generally lower among FCACs.

Through the quality assurance review process during grant application, as well as through the new GA selection process, GPE continues to recommend the use of country systems where possible. Emphasis is put on dimensions that are low-risk and highly related to education sector management. In line with the mandate set out in its charter, GPE encourages, where possible, a qualitative inclusion of the program's budget in the government budget law and integration of financial results in government accounts, reinforcing GPE's commitment to development cooperation effectiveness and better alignment of national systems for systems building and sustainable progress.

[32] This in-depth work will be reported further in the results report under indicator 29.

[33] Only starting in FY15 were countries required to provide complete information concerning alignment of GPE-supported programs with national systems as part of their application process. As a result, collecting data for FY15 was based on reviewing documents that often only provided partial information. For these reasons, it was necessary also to contact GA, coordination agency and ministry of education staff to collect data not available in program documents.

[34] The data for FY15 and FY16 includes 68 active ESPIGs across 60 DCPs, of which 37 were implemented in 28 FCAC. States with more than one grant within the same country include Tanzania, Somalia and Pakistan; these were counted as separate grants in this sample.

Key Observation: **Monitoring Grant Modality — Alignment with national systems has shown a slight decrease from 2015 to 2016. Better alignment of GPE programs to national systems, with due attention to capacity and fiduciary controls, could greatly help reduce program startup and implementation delays. It is also essential in ensuring GPE's resources contribute to strengthening education systems, by using and building capacity within these systems instead of bypassing them. GPE will continue recommending the use of country systems where possible through the grant agent selection process and throughout the quality assurance review process during grant application. Making links beyond the education sector with partners at a country and global level could also help to reinforce development cooperation effectiveness and alignment on national systems, in particular because these systems are not education-specific. The methodology developed for the results framework helps unpack alignment to focus on key areas where progress is needed in various contexts, notably in areas such as budget, procurement, accounting and audit.**

3.1.5 Administrative Costs

The Secretariat monitors, on an ongoing basis, the costs of agency fees and supervision allocations, as well as direct management and administrative costs. A description of the type of costs is included in the table below:

Table 10: Description of Type of Costs

Type of Cost	Description and Purpose
Supervision allocation	• For all education sector program implementation program applications submitted prior to the second round of 2016, GAs performing the role previously referred to as a "supervising entity" were eligible to receive funding in addition to the country allocation for the period of the program, plus an extra year to cover six months prior to the start of grant implementation and six months following the close of implementation. • The funds are used by the GA to fulfill its roles and responsibilities related to the supervision of an approved allocation, and the amount requested is included in each application. Higher amounts can be applied for separately during the course of implementation where needed. • From the second round of 2016, the supervision allocations are financed from within the country allocation that has been approved by the Board. The amounts are disclosed in the application document, and any changes to the amount are treated as a reprogramming of the grant.
Agency fees	• Agency fees required by the GAs to manage the funds are determined by the agency's own internal regulations. These fees are identified in the application separate from the allocation to the country. Agency fees are typically used to assist in the defrayment of administrative and other costs incurred in connection with the management and administration of grant funds. • Agency fees are typically expressed as a percentage of the amount of the grant allocated to the country. Costs have, so far, ranged from zero percent to 8 percent. For newly eligible international nongovernmental organizations, the costs are capped at a maximum of 8 percent of the grant amount (including amounts allocated to sub-recipients for agency fees).
Direct management and administrative costs	• The direct administrative costs of managing a grant (e.g., the salary of a program manager) are charged to the grant itself (i.e., payable from the country's allocation) provided they are not included as part of the agency fee. • These costs are typically included in the proposal application, together with the supervision allocation, and there are currently no limits on the percentage or U.S. dollar value of the grant that these costs may incur.

Between July 1, 2015, and June 30, 2016, the total value of approved ESPIGs amounts to US$181.1 million. This amount includes US$174 million to countries in pure grant allocations and US$7.1 million for agency fees and supervision allocations. In some programs, in addition to agency fees and supervision costs, there are other costs — such as direct program management and administration costs of the GAs — which are included in the countries' pure grant allocations. During FY16, five programs have requested an additional supervision allocation at a total amount of US$713,065 (Table 11).

Table 11: Additional Supervision Allocation Approved, FY16

Country Program	Amount of Additional Supervision Fee Approved in FY16 (US$)
Uganda	200,000
Madagascar	200,000
Ghana	119,065
Mali	100,000
Tajikistan	94,000
Total	**713,065**

GPE relies on the classification of costs provided by the GA when submitting proposals. Therefore, it can be a challenge to separate management and administrative costs from technical-assistance/capacity-building costs. The Secretariat does not believe this has a significant effect on the overall numbers as it is likely that capacity building and other activities with direct benefits to recipients also have administrative costs included within the categorization.

In the period from December 2011 to June 30, 2016,[35] the total value of approved ESPIGs amounts to US$2.59 billion, of which US$2.51 billion were countries' pure grant allocations and US$80.5 million were allocations to agency fees and supervision costs. The total amount of agency fees, supervision allocations, and direct program management and administration costs of the GAs for the same period amounted to US$207 million, or 8 percent of the total approved grant allocations for the same period. This represents an increase of 0.2 percent from the 7.8 percent reported in November 2015, a decrease of 0.6 percent from the 8.6 percent reported in October 2014, and a decrease of 3 percent from the 11 percent reported in November 2013. Direct management and administrative costs for the period December 2011 to June 30, 2016, amounted to US$126.5 million.

Typically, fragile states and smaller grants continue to account for higher percentage-based administrative costs, while larger grants and joint funding arrangements typically incur reduced administrative costs when expressed as a percentage. Costs tend to be higher when UN agencies act as GAs, as their agency fees are in the range of 7 to 8 percent of the grant value.

Table 12: Agency/Supervision and Direct Management and Administrative Cost: Distribution by FCAC

Country Status	Total Approved Value of Allocation (Dec 2011-June 2016) (US$ million)	Agency/Supervision and Direct Management & Administrative Cost (%)[1]
FCAC	1,492	9.8
Non-FCAC	1,094	5.6
Total	**2,586**	**8.0**

[35] This analysis began when the first portfolio review was produced in 2013 and, for ongoing consistency, December 2011 continues to be the starting date.

Table 13: Agency/Supervision and Direct Management and Administrative Costs: Distribution by Grant Size

Grant Size	Total Approved Value of Allocation (Dec 2011-June 2016) (US$ million)	Agency/Supervision and Direct Management & Administrative Costs (%)
Less than US$10 million	71	15.9
Greater than US$10 million	2,515	7.8
Total	**2,586**	**8.0**

3.2 PERFORMANCE

3.2.1 Disbursement and Implementation Analysis

As in previous years, the portfolio review assesses ESPIG performance progress in terms of both disbursement and implementation. The methodology for measuring disbursement in FY16 included examining grant time lapsed versus grant funds disbursed (Table 14). This is similar to the methodology for disbursement assessment used in FY15.[36]

Table 14: Criteria to Classify Grant Disbursements

Status	Implementation period elapsed percentage is:
On Track	Not more than 15% higher than percentage disbursed
Slightly Behind	Between 15% and 25% higher than percentage disbursed
Delayed	More than 25% higher than the percentage disbursed

Between FY14 and FY16, the number of ESPIGs delayed or slightly delayed in both disbursement and implementation increased, from 24 percent in FY14 to 32 percent in FY15 to 43 percent in FY16. Disbursement and implementation are now examined separately.

Of the 54 ESPIGs active at the end of FY16, 29 (54 percent) were considered on track in disbursement, 11 (20 percent) slightly behind, and 14 (26 percent) delayed. Of the delayed projects, 12 are in FCACs and two in non-FCACs (Table 15).

Table 15: ESPIGs: Disbursement Status by FCAC and Non-FCAC, End FY16

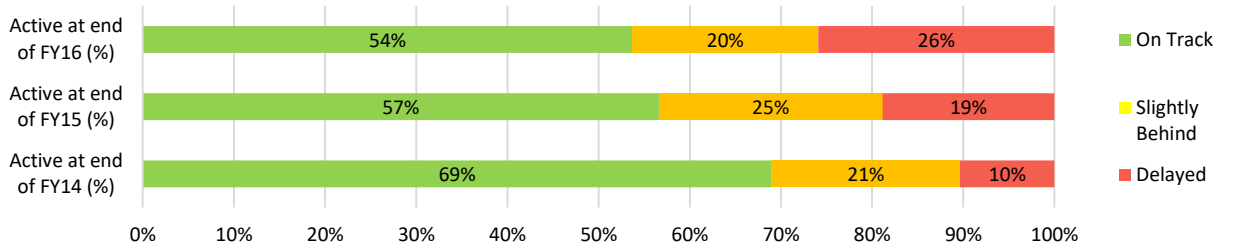
ESPIGs to:	On Track	Slightly Behind	Delayed	Total Active
FCAC	15	4	12	31
Non-FCAC	14	7	2	23
Grand Total	**29**	**11**	**14**	**54**

Compared to the previous two years, there is an increase in grants that are either slightly behind or delayed in disbursement, with 31 percent of grants in FY14, 44 percent of grants in FY15 and 46 percent this fiscal year (Figure 6). Although the decrease in disbursement in absolute terms was small from FY15 to FY16, with only one less grant on track, the trend is continuing downward and needs to be further examined (Key Observation box below). However, it should be noted that the methodology used may not

[36] Being conscious of the typical disbursement pattern in a grant cycle where relatively little disbursement is made during the procurement phase, followed by a peak in disbursements later, the Secretariat sought to devise a revised methodology whereby disbursements are measured against projections provided by GAs at the beginning of each calendar year, so that grant progress could be illustrated more accurately. However, the data necessary for this calculation was not available in time from all grant agents and, therefore, the methodology used to assess performance of grants per disbursements continued to be the same as that used in FY15.

reflect progress relative to actual planned disbursements as per the grant cycle, and this may mean that some grants identified as delayed or behind in disbursement could be on track, according to the planned grant cycle.

Figure 6: ESPIGs: Disbursement Status, FY14 versus FY15 versus FY16 (in percent)



To assess whether GPE program grants are on track with implementation, the rating provided by the GAs in the GPE ESPIG annual implementation status reporting template was applied.[37] The Secretariat triangulated GAs' ratings based on their experience of the grant and other documents such as GA progress reports, the Secretariat's in-country grant monitoring mission reports, aide-memoires and exchanges of emails, as well as progress report reviews by the Secretariat.

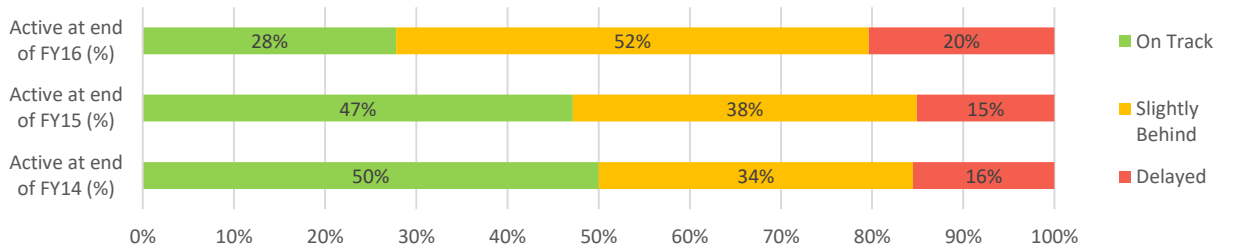
In terms of implementation, of the 54 ESPIGs active at end of FY16, 28 (52 percent) were "slightly behind," 15 (28 percent) were considered "on track" in implementation and 11 (20 percent) were "delayed." Of the delayed projects, seven are in FCACs and four in non-FCACs (Table 16).

Table 16: ESPIGs: Implementation Status by FCAC and Non-FCAC, End FY16

ESPIGs to:	On Track	Slightly Behind	Delayed	Total Active
FCAC	6	18	7	31
Non-FCAC	9	10	4	23
Grand Total	**15**	**28**	**11**	**54**

Compared to the previous two years, there is an increase in grants that are either slightly behind or delayed in implementation, with 50 percent of grants in FY14, 53 percent of grants in FY15, and 72 percent this year being in the slightly behind/delayed category (Figure 7). Further information on the reasons for the delays is provided below and, in addition, in Annex 4: Grants Disbursement and Implementation status.

Figure 7: ESPIGs: Implementation Status, FY14 versus FY15 versus FY16 (in percent)



[37] FY16 methodology is different from that of FY15 and FY14 to determine *implementation status* of grants for non-World Bank grants. In previous years, non-World Bank grants did not provide an implementation status to the Secretariat. This year, non-World Bank implemented programs submitted implementation ratings in the GPE ESPIG annual implementation status reporting template (standardized grant reporting template), which was used to determine grant implementation status.

Three grants identified as delayed in implementation in last year's portfolio review have increased their rate of implementation and are now categorized as only slightly delayed. Political instability and the volatile security situation in Guinea-Bissau and South Sudan slowed down project implementation in FY15. A no-cost extension of 11 months in Guinea-Bissau resulted in an increased implementation rate by providing the flexibility for project activities to be realigned for the final 20 months of the project. In South Sudan, an assessment is underway to suggest program restructuring. In Ethiopia, challenges in procurement led to delayed implementation in FY15. During FY16, the bottlenecks in the procurement system were resolved, resulting in an increased rate of implementation.

Two grants in Djibouti and Yemen remained delayed in implementation for two consecutive years. The grant in Djibouti faced delays mainly due to weak capacity for procurement and internal challenges within the ministry of education. The GA (the World Bank) has been working to remedy this by hiring an international procurement specialist to strengthen the capacity of the project implementation unit. Recent changes in ministry leadership and strengthened joint engagement by the GA and Secretariat are promising developments to improve implementation effectiveness going forward. Yemen has faced an ongoing conflict since January 2015, as a result of which several program activities — especially those related to construction — have been put on hold. The program was extended for one year to enable UNICEF to initiate construction once peace returns. The Secretariat is monitoring the situation and will support the GA and local education group (LEG) with future strategy formulation. The Secretariat is working closely with the local education group to ensure responsiveness to the volatile situation (Section 4: Support to Countries Affected by Fragility and Conflict).

The grants in Eritrea and Cote D'Ivoire have remained "delayed" in implementation for three consecutive years. The grant in Eritrea has run into multiple challenges owing to the lack of capacity internally combined with the international trade embargo. The Secretariat has been working with the GA and the ministry of education in Eritrea to prioritize procurement for school construction, although the agreement did not materialize and remedial actions have not led to satisfactory improvement. Cote D'Ivoire's grant implementation has taken more time than anticipated due to a late startup and delays in implementation arrangements for the community-led school construction activity that is now nearing completion. Other program elements that have been delayed are school feeding and EMIS work. It is expected that in October 2016, the program will be restructured to remove activities that can no longer be implemented, compensating this with higher targets on other program deliverables.

In addition, seven grants have been newly identified as delayed in implementation (Chad, Lao PDR, Mauritania, Sierra Leone, Tanzania-Mainland, Togo and Uganda). Of these, two (Tanzania and Uganda) are preparing grant revision requests, based on recent mid-term reviews. The grants identified are delayed in implementation for a wide range of reasons, including delayed hiring of staff; procurement delays for essential goods and services; weak management capacity relative to high complexity of design; inadequate oversight of implementation progress; changes in program and activity designs (especially for school designs); and changes in political leadership.

In total, 19 grants were rated as delayed at the end of FY16 in either *disbursement* or *implementation* (Table 17). Of these 19 grants, eight were also delayed in either implementation or disbursement in FY15, (Cote d'Ivoire, Djibouti, Eritrea, Guinea-Bissau, Sierra Leone, South Sudan, Sudan and Yemen), while 11 grants became delayed in FY16 (Afghanistan, Chad [UNESCO],[38] Comoros, Lao PDR, Mauritania, Niger,

[38] Chad has two ESPIGs, one with UNESCO as the grant agent and the other with UNICEF being the grant agent.

Rwanda, Tanzania-Mainland, Togo, Uganda and Zimbabwe). Of the 19, six are delayed in disbursement and implementation; eight are delayed in disbursement, although on track or slightly behind in implementation; and five are delayed in implementation, although on track or slightly behind in disbursement.

Three grants that were delayed at the end of FY15 improved during FY16 in either disbursement or implementation to a point where they are now considered either slightly behind or on track overall (Benin, Ethiopia and Tajikistan). The three grants are expected to close in 2017, with two of them (Benin and Tajikistan) having received a one-year extension.

Table 17: List of ESPIGs by Disbursement and Implementation Status, Active End FY16

Disbursement	Implementation	Number of ESPIGs	List of Education Sector Program Implementation Grants
On Track	On Track	13	Bangladesh, Central African Republic, Chad (UNICEF), Chad (AF), Ghana, Guyana, Kyrgyz Republic, Pakistan-Balochistan, Senegal, Somalia-Puntland, Tajikistan, Tanzania-Zanzibar, Zambia
On Track	Slightly Behind	14	Benin, Cambodia, Congo DR, Ethiopia, the Gambia, Haiti, Liberia, Mali, Mozambique, Nepal, Nicaragua, Pakistan-Sindh, Somalia-Somaliland, Uzbekistan
On Track	Delayed	2	Tanzania-Mainland, Togo
Slightly Behind	On Track	1	Guinea
Slightly Behind	Slightly Behind	7	Burkina Faso, Cameroon, Kenya, Madagascar, Nigeria, Sao Tome and Principe, Somalia-South Central
Slightly Behind	Delayed	3	Cote d'Ivoire, Lao PDR, Mauritania
Delayed	On Track	1	Zimbabwe*
Delayed	Slightly Behind	7	Afghanistan, Comoros, Guinea-Bissau, Niger, Rwanda, South Sudan, Sudan
Delayed	Delayed	6	Chad (UNESCO), Djibouti, Eritrea, Sierra Leone, Uganda, Yemen
Total		**54**	

*Zimbabwe had a large amount of funds committed, although not disbursed by the end of FY16 (June 30, 2016). The grant agent (UNICEF) stated that disbursement will have reached 85 percent by September 2016.

3.2.1.1 ESPIG Implementation Delay Analysis

The Secretariat attempted to find the causes of the sharp increase of "delayed" and "slightly behind" grants in implementation this year compared to the two previous years.

A correlation analysis using different variables of ESPIG grants that were "delayed" or "slightly behind" in implementation concluded that there is no clear indication of any particular variable that can strongly explain the sharp increase of "delayed" and "slightly behind" grants this FY16 compared to the previous two years. The analysis used different variables, including the grant size, FCAC or not FCAC, grant agent, aid modality, and age of grant. The conclusion of this analysis only found slight correlations and potential trends with regard to the aid modality, FCAC vs. non-FCAC grants, and the age of the grant. Variables that were not analyzed but that could potentially have an impact on the performance of the grant are LEG (local education group) capacity and level of ambition of the program objectives. Defining these variables is a difficult task in itself, but the Secretariat understands their potential influence on grant performance and will be considering them on a case-by-case basis during the support for program design.

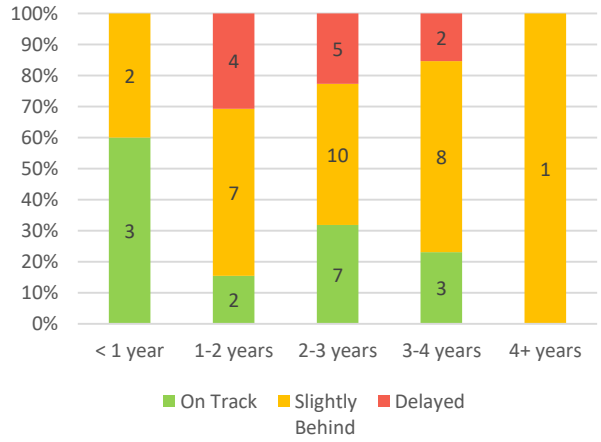
On aid modality, despite the fact that there was no clear correlation between status of grant implementation with any of the three aid modalities — project pooled, sector pooled, and stand-alone project — it is worth highlighting that none of the seven sector-pooled ESPIGs were "delayed" (Figure 8).

Regarding the grant age, there is a slight trend of grants becoming "delayed" after the first year, decreasing in number and changing into "slightly behind" or "on track" by years two and three (Figure 9). By year three, 62 percent of the grants were "slightly behind." It should be noted that previously, the standard GPE grant period was three years and most current grants were developed on this basis. With the introduction of a new funding model in 2014, the standard grant period was expanded from three to four years. In many contexts, three years is considered too short a period to expect achievement of the often ambitious program objectives of ESPIGs. As newer grants mature, the Secretariat will monitor whether the expanded window of grant implementation will result in a reduction in delayed grants and program extensions.

Figure 8: ESPIGs: Implementation Status by Aid Modality, Active End FY16 (number, in percent)



Figure 9: ESPIGs: Implementation Status by Age Group, Active End FY16 (number, in percent)



Grants allocated to non-FCACs have twice as many grants "on track" in implementation than those allocated to FCACs (Table 16 above). While this is a logical observation — FCACs are more likely to have challenging environments that can have direct impacts on grant implementation — it is important to take a closer look at each grant and understand its context to see if there are any other variables or indications that can help the Secretariat and GPE partners improve the performance of grants.

With no clear conclusion on the reasons that can explain the increase of "delayed" and "slightly behind" grants in implementation, the Secretariat opted for an individual assessment of the grants and the context under which the grant turned or remained "delayed" or "slightly behind" in implementation in FY16. Annex 4 of this document includes a brief description of each of the delayed grants for FY16. Upon a closer examination of the causes for the delays in the implementation of ESPIGs, the Secretariat was able to classify potential reasons of implementation delays in three main categories: (1) technicalities in methodology used to assess grants; (2) unforeseen country challenges; and (3) capacity challenges in implementing unit.

1) **Technicalities in methodology used to assess grants:** Grants under this category where those for which the methodology ascribed them a "delay" or "slightly behind" rating for implementation that does not accurately reflect the performance of the grant. For instance, the grant agent for the ESPIG in Afghanistan had tighter program oversights in FY16 than in previous years, slowing down implementation of activities for this fiscal year, but improving management of the grant. The grant agent was able to have tighter oversight controls on planning and cash forecasting, and built up its capacity-building role through a contract with an accounting firm. The intention is for better program

management to lead to better program results. Although there were not many grants under this category (Afghanistan, Lao PDR), it is worth mentioning that the methodology is not perfect and will not always capture the actual performance of the grant.

2) **Exogenous conditions/unforeseen country challenges:** This category includes those ESPIGs that suffered in implementation due to exogenous events that had a negative impact on the grant. These events include trade embargos (Eritrea), changes in political leadership or in education policy (Tanzania and Guinea-Bissau), health crisis (Ebola in Sierra Leone), active conflicts (Yemen) or a bank where the funds were kept going bankrupt (Mauritania). While these events are hard to predict or control once they occur, the operational risk framework which is being developed by the Secretariat (section 5.2.1 for more on the Operational Risk Framework) will allow better support of risk management on a country-by-country and grant-by-grant basis.

3) **Endogenous conditions/capacity, system and program design challenges:** This is the category where most of the "delayed" or "slightly behind" grants in implementation for FY16 can be categorized. For instance, Cote d'Ivoire and Sudan had delays in setting up project management systems and in school construction; Togo had delays in recruiting key positions for implementation of grant activities; Uganda, Sierra Leone and Djibouti had weak procurement processes that delayed grant implementation; and Chad had coordination issues within the project's team. These are not exhaustive conditions, but they are often repeated as explanations of implementation delays (more information on each delayed grant for implementation for FY16 is found in Annex 4: Grants Disbursement and Implementation status). These conditions can be considered as endogenous to the grant and could potentially be avoided or reduced in impact with some improvements during grant preparation and during the set-up of a grant. The Key Observation below describes some potential ways to improve the implementation of programs.

Key Observation: **Implementation of grants have shown some delays — there have been increased delays in the implementation of GPE-financed programs, with 20 percent of ESPIGs being delayed compared to 15 percent in FY15, and 52 percent being slightly behind compared to 38 percent in FY15. Some causes are external and difficult to mitigate, such as the impact of conflict or natural disaster, and others are due to GPE's partnership model, where input from different country-level partners seems to encourage a widening of objectives and activities, which in turn increases complexity in implementation. Other delays are related to implementing partners' and grant agents' capacity and processes. Some causes of delayed implementation could likely be better mitigated at the time of the grant preparation and/or implementation. Going forward, strengthened quality assurance and monitoring mechanisms are expected to have an impact on more effective and timely actions to turn this trend. It is also important to recognize that the time needed to achieve the desired objectives in the difficult contexts in which GPE works sometimes exceeds the three- to four-year standard grant period, and, moreover, that course correction and revisions identified through robust assessment of strategies and activities during implementation can be a constructive way to drive better outcomes.**

Analysis of progress reports suggests that a major constraint is a gap between the complexity of program design and the available capacity within the ministries during the first year of implementation. Some potential ways to address this problem include:

- The GAs, together with their ministry partners, could include with their grant applications an evaluation of human resources and their proposed managerial and technical teams. While not being contractually binding, this could facilitate the mapping and assessment of existing capacity against the skills needed to fill the roles required to implement the proposed project and to identify where external support or additional training is needed. In this way, emphasis could be given in the program

design to demonstrating the human resources that need to be mobilized to implement the proposed program. Indeed, GPE's goals require grant-financed programs to be ambitious to support improved access, quality and capacity. This ambition usually necessitates a degree of complexity that requires sophisticated organizational, managerial and technical skills at various levels of the system to ensure effective implementation. While the design of such programs may be based on detailed assessments of needs, shortcomings and opportunities within the education system, there is not usually an equivalent assessment provided of the existing and available skills and capacity needed to successfully implement the proposed program.

- The GAs and their ministry partners could clearly delineate roles and responsibilities in the project document, with particular attention paid to the decision-making process and chain. Many projects are delayed when decision-making authority is either unclear or centralized in the hands of top ministry officials who are not always able to respond, as needed, to provide timely decisions. Knowing in advance who will be responsible for which types of decisions will help alleviate this.
- To supplement an increased focus during FY16 on implementation arrangements and capacity during the design and preparation stages of the ESPIG, in future an increased focus to monitor these two crucial aspects during the first year of project implementation would ensure that the proposed arrangements and capacity are functioning as anticipated, in order to provide additional support as required. For the Secretariat, this would mean collaborating closely with GAs according to the risk level of each country and using the operational risk framework to support a differentiated risk-based approach to quality assurance and monitoring, particularly in recently approved projects for which grant agreements are signed and which should be gearing up to implemented in their first-year work plans.

3.2.2 Restructuring

Following Board approval of an ESPIG, a program may be revised to address unforeseen circumstances, risks and other implementation roadblocks. There are three types of revisions as outlined in the ESPIG policy revised in May 2015 — minor, non-minor and material — and these are considered as:

- Minor, if they result in a reallocation from GPE trust funds of less than 10 percent of the total grant amount, not exceeding US$5 million.
- Non-minor, if they result in…
  - an extension of 12-months or less of the original end date of the grant implementation period;
  - and/or a reallocation of between US$5 million and US$10 million or between 10 percent and 25 percent of the total grant amount, whichever is lower;
  - and/or the addition or cancellation of components or sub-components;
  - and/or an increase or reduction of more than 25 percent of the overall program budget (where the ESPIG forms part of a co-financed program);
  - and/or any changes in the results framework;
  - and/or any changes in the implementation modality.
- Material, if they result in…
  - an extension of more than 12 months of the original implementation end date;
  - and/or a reallocation of resources from GPE funds that exceeds US$10 million or 25 percent of the total grant, whichever is lowest;
  - and/or changes to the indicators and/or means of verification for the disbursement of the variable part.

As per the same ESPIG policy, reporting of minor revisions to the Secretariat is required. Minor revisions, however, are not covered in this portfolio review.

3.2.2.1 Non-Minor Revisions

Between July 1, 2015, and June 30, 2016 (FY16), the Secretariat received 11 ESPIG non-minor revision requests from GAs. From these, eight were requests for extensions, including from Benin, Cote d'Ivoire, Guinea-Bissau, Liberia, Mali, Somalia-Somaliland, Somalia-Puntland and Tajikistan. The eight programs are implemented through a project modality, with the World Bank acting as GA for five ESPIGs and UNICEF for three (Table 18). Six of eight countries requesting ESPIG extensions are categorized as FCACs.[39]

Table 18: List of Extension Requests

Country	FCAC	Original Grant Amount (US$ million)	Grant Agent	Original Closing Date	New Closing Date	Length of Extension (months)	Implementation Period
Benin	No	42.3	World Bank	June 30, 2016	May 31, 2017	11	Grant approved in March 2013 and grant agreement signed in March 2014. With this extension, the implementation period is 3.2 years.
Cote d'Ivoire	Yes	41.4	World Bank	September 30, 2015	September 30, 2016	12	Grant approved in December 2011 and grant agreement signed on July 2012. With this extension, the implementation period is 4.2 years.
Guinea Bissau	Yes	12	UNICEF	April 30, 2016	March 31, 2017	11	Grant approved on December 2011 and the grant agreement signed on September 2012. This extension will bring the implementation period to 4.6 years
Liberia	Yes	40	World Bank	June 29, 2016	December 29, 2016	6	The original implementation period was 3 years (2010–13). With this extension, the implementation will be 6.3 years.
Mali	Yes	41.7	World Bank	December 31, 2016	December 31, 2017	12	The grant was approved in December 2011 and the grant agreement signed in 2013. The new implementation period will be 4.6 years.
Somalia-Puntland	Yes	2.1	UNICEF	May 31, 2016	October 31, 2016	5	The grant was approved on May 2013 and the grant agreement signed on June 2013. With this extension, the implementation period is 3.4 years.
Somalia-Somaliland	Yes	4.2	UNICEF	June 30, 2016	December 31, 2016	6	The grant was approved on May 2013 and the grant agreement signed on June 2013. With this extension, the implementation period is 3.6 years.
Tajikistan	No	16.2	World Bank	September 30, 2016	September 30, 2017	12	The grant was approved on May 2013 and the grant agreement signed on October 2013. The implementation period with this extension is 4 years.

The average request for extension is 9.4 months, and the range is from 5 to 12 months. The main reasons for extension include (1) additional time needed to complete critical activities; (2) slow start of project implementation and (3) uncertainties due to government changes. In Somalia-Puntland, the payment of teacher salaries started with some delays in order to ensure that a transparent process was followed. Similarly, in Somalia-Somaliland, payment of teacher incentives started later than anticipated. In

[39] The GPE list of countries affected by fragility and conflict is based on the World Bank's Harmonized List of Fragile Situations FY16 and the UNESCO's 2015 List of Conflict-Affected States.

Tajikistan, implementation delays were mainly related to the modernization of the curriculum, which made it unlikely that the project would achieve its development objectives. Annex 5-A: Approved Non-minor Program Revisions Relating to the Education Sector Program Implementation Grants provides more details on the requests.

From the 11 non-minor revisions, seven are restructuring requests that received a no-objection from the Secretariat. These requests were submitted by Benin, Cote d'Ivoire, the Gambia, Somalia-Somaliland, Nicaragua, Tajikistan and Yemen. Among these, four are listed as FCACs (57 percent) and the seven are implemented through a project modality. The World Bank acts as GA for five projects and UNICEF for two. Three requests required modifications to targets and indicators only, but the majority required revisions to multiple aspects of the program, including indicators and target, program scope and design, and additions or cancellations of components. Of the seven requests for restructuring — indicated in Table 19 — four had a change related to the budget, seven had an impact on the indicators and targets, three had an impact on the program scope or design and two were related to additions and cancellations of components.

Table 19: List of Restructuring Requests

Country	FCAC	Original Grant Amount (US$)	Grant Agent	Restructuring Amount (US$)	Share of Original Grant Amount	Impact on Indicators and Targets	Modification of Program Scope or Design	Additions and Cancellations of Components
Benin		42,300,000	World Bank			X		X
Cote d'Ivoire	FCAC	41,400,000	World Bank	3,000,000	7.2%	X		
Gambia, The	FCAC	6,900,000	World Bank	1,000,000	14.5%	X	X	
Nicaragua		16,700,000	World Bank			X		
Somalia-Somaliland	FCAC	4,200,000	UNICEF			X		
Tajikistan		16,200,000	World Bank	450,000	2.8%	X	X	
Yemen	FCAC	72,600,000	UNICEF	9,679,220	13.3%	X	X	X

Restructurings in Benin and the Gambia were required due in part to the impact of the program accessing additional funds. The construction activities proved to be problematic in Cote d'Ivoire and Nicaragua. Insufficient data led to changes in the results framework in Somalia-Somaliland, replacing those indicators for which it has not been possible to collect a reliable baseline and/or reliable data was not available by equivalent measurable indicators. Instability negatively affected implementation of the program in Yemen. In addition, there will be a reduction in the scope of activities and a reallocation between components in Tajikistan. The savings resulting from the reallocation will be used for additional learning materials for primary curricula. Annex 5-A: Approved Non-minor Program Revisions Relating to the Education Sector Program Implementation Grants provides more details on the requests.

3.2.2.2 Material Revisions

Five ESPIG material revisions were approved, all for FCACs. Between July 1, 2015, and June 30, 2016, the CGPC approved material revisions to ESPIGs in Afghanistan, Madagascar, South Sudan and Yemen, and GPE's Board of Directors approved a material revision for Burundi. The five countries are categorized as FCACs. UNICEF acts as GA for four grants and the World Bank for one (Table 20). Afghanistan requested an extension only. Burundi, South Sudan and Yemen requested both extension and restructuring simultaneously. Madagascar requested a restructuring for its ESPIG, although without an extension.

Table 20: List of Material Revisions

Country	FCAC	Original Grant Amount (US$)	Grant Agent	Request	New Closing Date	Length of Extension (months)	Implementation Period
Afghanistan	FCAC	55,700,000	UNICEF	Extension	December 31, 2016	12	The grant was approved in December 2011 and the grant agreement signed on August 2012. With this extension, the implementation period is 4 years.
Burundi	FCAC	52,900,000	UNICEF	Extension and restructuring	June 22, 2018	24	The grant was approved in November 2012 and the grant agreement signed on June 2013. With this extension, the implementation period is 5 years.
Madagascar	FCAC	85,400,000	World Bank	Restructuring	n/a	n/a	The grant was approved in May 2013 and the grant agreement signed in October 2013. With a closing date of June 2017, the implementation period is 4 years.
South Sudan	FCAC	36,100,000	UNICEF	Extension and restructuring	November 30, 2017	19	The grant was approved in November 2012 and the grant agreement signed in January 2013. With this extension, the implementation period is 4 years.
Yemen	FCAC	72,600,000	UNICEF	Extension and restructuring	March 3, 2019	12	The grant was approved in May 2013 with an accelerated funding. The grant agreement was signed in March 2014. With this extension, the implementation period is 4 years.

The reasons for submitting revision requests varied. In Afghanistan, more time was required to complete the program given, the late start of implementation. In Burundi, the revision was mainly due to the ongoing political crisis. The request included a change in the GA (from Belgian Technical Cooperation to UNICEF) and a request for an agency fee from the proposed new GA. In Madagascar, the fluctuation of currency rates resulted in additional resources being available for reprogramming. Additional activities were added to the project to reinforce achievement of the results. In South Sudan, program implementation was suspended due to the conflict in April 2014. Some aspects of the grant agreement subsequently had to be renegotiated with the ministry, which delayed the start of some activities. The extension will help to complete these activities. Annex 5-B: Approved Material Revisions Relating to the Education Sector Program Implementation Grants provides more details on the requests.

3.2.3 Closed Grants

Five ESPIGs closed during FY16 in Burundi,[40] Haiti,[41] Papua New Guinea, Timor-Leste and Vietnam at a total of US$161,137,174. Completion reports were received for three of these five grants (Haiti, Papua New Guinea and Timor-Leste). These three ESPIGs had the World Bank as GA. The closing date for the remaining two ESPIGs were relatively close to the FY16 portfolio review data cutoff date, and based on ESPIG policy, their completion reports are due in the first months of FY17.

[40] Burundi's grant with Belgian Technical Cooperation as GA closed, transferring the grant to the new GA, UNICEF.

[41] Out of two ESPIGs in Haiti, one grant in the amount of $22 million closed in October 2015 and the other in the amount of $24.1 million is active through the end of FY17.

The three ESPIGs in Haiti, Papua New Guinea and Timor-Leste were rated moderately satisfactory for overall outcomes in the implementation completion and results report (ICR).[42] The following are a few highlights on the results achieved by these grants as described in the ICRs.

In **Papua New Guinea**, GPE provided a US$19.2 million ESPIG to Papua New Guinea to support the implementation of the country's Universal Basic Education Plan (2010–19). The GPE-supported READ-PNG project aims to promote better teaching and learning of reading skills in elementary and primary education. The project supported three key interventions: establishment of classroom libraries, support to teacher professional development, and introduction of a reading assessment tool (early grade reading assessment, or EGRA). The project also supported Papua New Guinea's Department of Education in the development of a new standards-based curriculum. Some noteworthy results of this project include the following:

- Established 21,000 classroom libraries in all 22 provinces of Papua New Guinea.
- Saw over 240,000 teachers participate in professional development programs.
- Saw the average number of Grade 3 students in Madang, who are unable to identify a single sound in a word, drop from 22 percent in 2011 to 4 percent in 2015.
- In the Western Highlands, the average number of Grade 3 students who were unable to identify a single sound in a word has dropped from 35 percent in 2011 to 4 percent in 2015, and the proportion of students unable to read a single letter has dropped from 22 percent in 2011 to 2 percent in 2015.

GPE funded an ESPIG for **Haiti** in the amount of US$22 million in 2010. The objective of the Education For All Fast-Track Initiative Catalytic Fund was to assist the recipient in implementing its National Education for All Strategy (SNA/EPT) through the improvement of:

- Access to primary education for poor children ages 6-12 in a post-disaster and generally deprived educational environment, relative to access without the project.
- Equity, quality and governance in the education sector.

The grant allowed schools to retain teachers and make other eligible expenditures, which they otherwise could not have done in the aftermath of the earthquake. Schools in earthquake zones had insufficient means to pay their teachers because there was reduced funding coming from families, as a result of the major reduction in economic activity immediately following the earthquake. Some results from the project are highlighted as follows:

- Project indicators show that schools participating in the teacher compensation program reached 2,824 of a target of 3,000 schools (equivalent to funding another 78,444 students for one year).
- The project financed 93,624 student-years of primary education.
- Primary enrollment in 2001 was 78 percent, which increased to 90 percent (average for all primary grade years) by 2012 and remains the same currently. This increase in enrollment was achieved

[42] Implementation completion and results reports (ICRs) are an integral part of the World Bank's drive to increase development effectiveness, through a continuous process of self-evaluation, lesson learning and application, sharing of knowledge and being accountable for results. The lessons learned from ICRs improve the quality and effectiveness of Bank loans/credits, especially for follow-on operations, while borrower/stakeholder participation in the ICR process enhances later designs, preparation and implementation. Final ICRs are disclosed to the public. ICRs are customarily prepared by an individual other than the project TTL to promote impartiality. The completed ICR is then reviewed and concurred upon with by the practice manager and country director, and approved by the global practice senior director. Subsequently, the approved ICR is reviewed by the World Bank's Independent Evaluation Group (IEG), and an opinion expressed on the ratings indicated in the ICR. This may or may not require modification of the ICR. Note, IEG is independent of the management of the World Bank Group, and reports directly to the Executive Board.

despite the 2010 earthquake and can be at least partially attributed to interventions such as the Tuition Waiver Program, school nutrition and health,[43] and the teacher compensation programs.

GPE provided US$2.8 million in funds to **Timor-Leste** for a grant that was approved in 2012 to support the implementation of the national education sector strategic plan through strengthening the capacity and systems of the ministry of education (MoE). A main lesson from the project is that increasing local capacity in post-conflict countries is an essential element in building strong institutions. The project played an important role in building capacity in all MoE directorates through the project design that paired international consultants with local teams. Upon completion of the project, local staff and teams now exhibit increased confidence to plan, design and implement their own activities. This is particularly evident in budget and financial management, procurement, human resources, and ability to write laws for the education legal framework.

Table 21: ESPIGs that Closed in FY16

Country	Burundi	Haiti	Papua New Guinea	Timor-Leste	Vietnam
Grant Amount ($US)	32,800,000	21,999,969	19,200,000	2,537,205	84,600,000
Grant Agent	BTC	World Bank	World Bank	World Bank	World Bank
Grant Agreement/Start Date	18-Jun-13	10-Jun-10	3-Mar-11	25-Jun-12	9-Jan-13
Closing Date	17-Jun-16	31-Oct-15	31-Dec-15	31-Jul-15	31-May-16
Grant Period	3 years	5.4 years	4.8 years	3.1 years	3.4 years
Grant Modality	Sector-Pooled Fund	Project Grant	Project Grant	Project Grant	Project Grant
FCAC[44]	Yes	Yes	No	Yes	No
Income Category[45]	L	L	LM	LM	LM
Completion Report Received	No	Yes	Yes	Yes	No

3.3 Education Sector Program Implementation Grants by Thematic Components and Objectives

The majority of this section analyzes ESPIGs by sub-sector and theme, which has been made possible by a pilot grant-coding exercise undertaken by the Secretariat in FY16. In addition, this section provides actual outputs produced throughout the implementation of active ESPIGs in FY16, which were collected though the ESPIG annual implementation status reporting template that received its first pilot in FY16.

[43] A video providing a compelling account of the importance of school feeding in Haiti (including the achievement of school attendance) can be found at www.youtube.com/watch?v=5DGpeIN9Kjc.

[44] Here countries' FCAC classification in FY16 is used; the FCAC classification of PNG and Timor-Leste changed in FY17.

[45] The World Bank income level: L - Low-Income Country, LM – Lower-Middle-Income, UM - Upper Middle Income, H - High-Income

3.3.1 ESPIGs by Sub-Sectoral and Thematic Components

Key Messages

- An initial coding exercise by sub-sectoral and thematic components of the 54 ESPIGs active at the end of FY16 was completed in an attempt to provide deeper insight into the types of activities supported by ESPIGs and their alignment to GPE 2020 strategic goals.
- Results for coding by sub-sectors showed that FY16 ESPIGs have a strong focus on primary education (52 ESPIGs), followed by secondary education (30 ESPIGs) and ECCE (26 ESPIGs). Four ESPIGs support adult education and training.
- Results for coding by thematic components based on GPE 2020 strategic goals showed strategic objectives were well represented in FY16 ESPIGs. For learning outcomes, teacher training (50 ESPIGs) and supply of learning materials (46 ESPIGs) have the highest level of investment. In equity, most grants coded (45 ESPIGs) focused on the expansion/rehabilitation of schools and classrooms. The 54 ESPIGs had system-related activities at the national level, although management capacity building at the school level had the highest prevalence (36 ESPIGs).
- Outputs collected through the ESPIG annual implementation status reporting template showed the following for FY16:
  - 20 ESPIGs supported education management information systems (EMIS).
  - 19 ESPIGs supported learning assessment systems or related components.
  - 29,702,977 textbooks were purchased and distributed.
  - 238,541 teachers were trained.
  - 3,554 classrooms were build or rehabilitated.
- In FY17, the Secretariat will seek to further strengthen its coding methodology, as well as its data collection methodology.

3.3.1.1 Introduction

Upon the request of partners for more transparency on ESPIG investments, the Secretariat conducted a preliminary coding of ESPIGs during FY16. This initial coding exercise of the 54 active ESPIGs, as of June 30, 2016, was completed to provide deeper insight into the types of activities supported by ESPIGs in relation to the GPE 2020 strategic goals.[46] The coding exercise consisted of identifying investments and supporting main areas within ESPIGs: education sub-sectors, thematic components based on GPE 2020 strategic goals: *Learning*, *Equity* and *System*.

This systematic coding exercise is an important step toward understanding how GPE's grants support its strategic goals. While it does not specify whether these categories of activities and program components are being implemented efficiently, or how cost effective they are, it provides the starting point for further review of the GPE portfolio and its results — through the thematic and country-level evaluations proposed in GPE's new monitoring and evaluation strategy. The grant coding data will be reported annually to allow GPE to better relate the story of how its operational model — which supports better planning, inclusive policy dialogue, and effective and efficient use of GPE grants — is contributing to Sustainable Development Goal 4.

[46] Based on this initial coding experience, the Secretariat has learned lessons that it will take into the next phase of the coding methodology.

This sub-section starts by explaining the pilot coding methodology.[47] It moves on to analysis, looking at ESPIG by education level and then coded to GPE 2020 strategic objectives: *Learning*, *Equity* and *System*. Further analysis is provided on ESPIG components under each strategic goal as well as cross-cutting components. The sub-section ends by exploring some limitations of the coding pilot and proposes some next steps.

3.3.1.2 Methodology

For the purpose of this initial scoping, GPE grants were coded by FCAC/non-FCAC, region, aid modality and education level. Following this, grant proposal documents for the 54 active ESPIGs at the end of FY16 were coded according to the planned activities noted for each ESPIG.

Using an iterative process of coding, activities were clustered into categories that were then linked to GPE's strategic goals: (1) improved and more equitable student learning outcomes through quality teaching and learning (LEARNING); (2) increased equity, gender equality and including for all in a full cycle of quality education, targeting the poorest and most marginalized, as well as by gender, disability, ethnicity and conflict or fragility (EQUITY); and (3) effective and efficient education systems delivering equitable, quality educational services for all (SYSTEM). Types of activities and categories were developed, building upon the OECD/DAC definitions for education official development assistance (ODA),[48] and the coding schema used by the World Bank in the annual progress report on GPE projects for which the World Bank is the GA (World Bank Education Global Practice). Adjustments were made to the coding schema after an initial group of grants had been coded, and definitions for each coded category were developed to allow for application of the coding schema across the different types of grant proposal documents submitted by GA. The final list of categories included in this coding exercise can be found in Table 22.

Table 22: Categories Under GPE 2020 Strategic Goals

GPE 2020 Strategic Goals (Component)	Category of Activities
Learning	Teacher training
	Teacher recruitment, salaries and incentives/teacher management
	Learning assessment system
	Development and revision, printing and supply of teaching and learning materials and supply of equipment — learning materials
	Use of information and communication technology (ICT)
Equity	Construction/rehabilitation/expansion of classrooms and schools
	Cash transfers/other targeted incentives to students or families
	Gender equality
	Inclusive education, including community based interventions (for all children)
	Access to education for out-of-school children
	Adult learning
	Nutrition/health programs including water and sanitation
	Non-formal education and second-chance learning
	Children with disabilities (special needs)

[47] Since this is the first ESPIG coding exercise, the findings discussed in this chapter are intended to be propositional. The completion of the coding of ESPIGs is a big step toward monitoring GPE's investment. However, the exercise came with some limitations. A detailed description of the limitations of this exercise can be found at the end of this section. The Secretariat will continue to improve on this methodology to provide stronger analysis of the ESPIG investment in future reports. The remainder of this section discusses the results of this coding exercise, based on the following sections: (1) education level; (2) activities by GPE 2020 strategic goals; and (3) GPE 2020 indicators.

[48] See http://www.oecd.org/dac/stats/education.htm for further information on OECD coding.

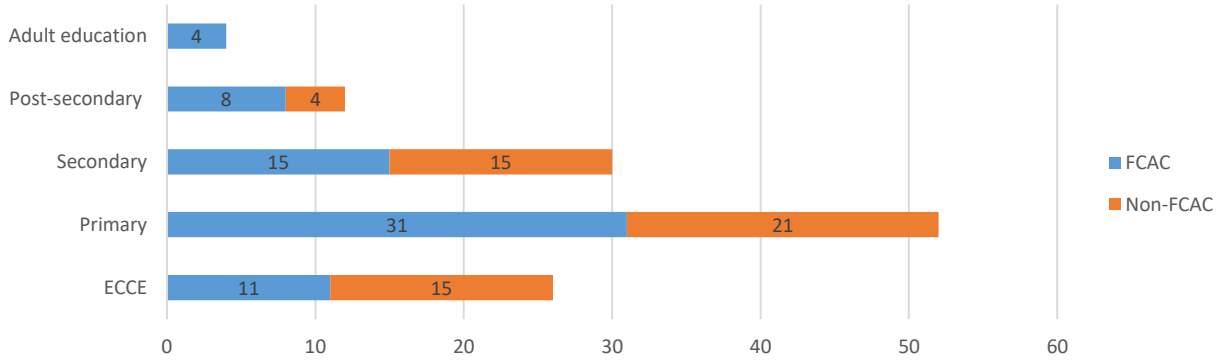
GPE 2020 Strategic Goals (Component)	Category of Activities
System	Management capacity building
	Education management information system (EMIS)
	Communications/advocacy
	Education sector policy, planning and research
Equity/Learning	ECCE (including ECED and pre-primary education)
	Learning component focusing on disadvantaged groups
Cross-Cutting	School grants

3.3.1.3 Education Sector Program Implementation Grants: Coding by Level of Education

GPE's financing focuses on basic education, defined as *pre-primary*, *primary*, *lower secondary education* and *second-chance learning opportunities*.[49] The GPE 2020 strategy plan also notes that where equitable learning outcomes are well advanced at basic education levels, it may be appropriate for GPE to provide additional investments in *early childhood care* or *upper secondary education*.

Figure 10, below, illustrates the number of ESPIGs containing components by level of education. This illustration confirms that GPE's financing focuses as stated above. Education levels[50] used for this coding exercise included *ECCE (ECED and pre-primary)*, *primary*, *secondary (combining lower and upper secondary)*, and *post-secondary,*[51] *adult education and training. Post-secondary non-tertiary education* and *college and university* were combined during the coding process due to the small number of such cases identified during this exercise. Additionally, due to the cases where project documents listed secondary education without further specification, the Secretariat also included a category for *secondary (level unspecified)*.[52]

Figure 10: Number of ESPIGs with Funding for Various Education-Level Components (FCAC/Non-FCAC)



[49] GPE refers to ISCED 2011 for education levels. ISCED 2011 defines "primary education" as level 1 and "lower secondary education" as level 2. As for "early childhood educational development/pre-primary education," it is defined as level 0. GPE's Secretariat often uses the term "early childhood care and education (ECCE)" to cover both early childhood education development and pre-primary education, or uses ECCE interchangeably with pre-primary education.

[50] ISCED 2011 was referred for education levels.

[51] Post-secondary includes non-tertiary, college and university.

[52] During this exercise, the Secretariat found significant inconsistencies in terminology used to define education level from country to country. Some countries referred to the level of education as "basic education" with varying degree of specificity about the grades covered within this basic education. These countries are Afghanistan, Burkina Faso, Chad, the Gambia, Liberia, Mali, Nepal, Sudan and Yemen. In these countries, "basic education" was coded as primary and lower secondary to avoid double-counting. At the secondary level, in Yemen, there was a level called "general secondary," which came after lower secondary. This level was coded as "upper secondary." In the Gambia, the three levels mentioned were lower basic, upper basic and senior secondary; this was coded as primary, lower secondary and upper secondary.

Primary Education: Of the 54 ESPIGs coded, 52 support *primary education* (31 in FCACs/21 in non-FCACs). Two ESPIGs do not have components coded at the primary level: Nicaragua and Uzbekistan. For these, where high rates of primary completion are already achieved and where other donors are actively supporting primary education, the focus has been at pre-primary and secondary levels:

- The ESPIG in Nicaragua focuses on pre-primary and lower secondary education. However, there is an existing non-GPE-supported project (by the same grant agent, the World Bank) focusing on primary education.
- The ESPIG in Uzbekistan focuses on *ECED/pre-primary* and *secondary education*.

Early Childhood Care And Education (ECCE, including ECED/pre-primary): It should also be noted that a significant share of GPE's ESPIGs support ECCE[53] — 26 in total (11 in FCACs/15 in non-FCACs; see Table 23 for a list of countries). Most of these supported programs are for ages 3-5, although a few include programs for a younger age group.

Secondary Education: Of 54 coded ESPIGs, 30 ESPIGs (15 in FCACs, 15 in non-FCACs) invest in secondary education. Of these 30 ESPIGs, nine invest simultaneously in lower secondary and upper secondary (five in FCACs, four in non-FCACs), 17 invest only in lower secondary (eight in FCACs, nine in non-FCACs), and four did not specify which level of secondary the grant activities are supported (Pakistan-Sindh, Somalia-Somaliland, Tanzania-Zanzibar and Zambia).

Adult Education and Training: A total of four ESPIGs (all four in FCACs) support adult education and training. The ESPIG in Eritrea supports the revision, print and distribution of adult literacy materials. In Rwanda (sector-pooled support), the grant aims to contribute to the increased access to relevant reading materials for neo-literate adults, better capacity of literacy tutors, and improved assessment, accreditation and certification of adult basic education providers and programs. In Nepal, there is a sub-component whose objective is to enhance functional literacy and basic competencies among youth and adults, especially women and marginalized groups, including support of the operation of community learning centers. An example of a secondary education-level activity in this ESPIG is the provision of non-formal education for adult women. In Yemen, the ESPIG plans to support updating its literacy and adult education strategy.

Post-Secondary Education: A total of 12 ESPIGs (eight in FCACs, four in non-FCACs) support post-secondary education, including non-tertiary education such as technical and vocational education and training, as well as college and university education. Most of the ESPIGs that invest in post-secondary do so as part of their education sector strategy. For example, the education sector strategic plan in Rwanda aims to increase enrollment in and quality of science and technology subjects in higher education.

[53] GPE often uses the term "early childhood care and education (ECCE)" to cover both early childhood education development and pre-primary education, or it uses ECCE interchangeably with pre-primary education.

Table 23: Countries/Federal States With ECCE, Secondary and Adult Education and Training Components in ESPIGs

ECCE	Secondary	Adult Education and Training	Post-Secondary
FCAC: Eritrea, the Gambia, Haiti, Liberia, Nepal,* Nigeria, Pakistan-Balochistan, Rwanda, Sierra Leone, Uganda, Yemen	**FCAC:** Côte d'Ivoire, Eritrea, Ethiopia,* the Gambia, Liberia, Mali, Nepal, Nigeria, Pakistan-Balochistan, Pakistan-Sindh, Rwanda, Somalia-Central South, Somalia-Somaliland, Sudan, Yemen	**FCAC:** Eritrea, Nepal,* Rwanda,* Yemen	**FCAC:** Ethiopia,* Mali, Nepal,* Pakistan-Balochistan, Pakistan-Sindh, Rwanda,* Somalia-Somaliland, Yemen
Non-FCAC: Bangladesh,* Burkina Faso,* Cambodia, Cameroon, Djibouti, Guinea, Guyana, Kyrgyz Republic, Lao PDR, Mozambique,* Nicaragua, Tajikistan, Tanzania-Mainland, Tanzania-Zanzibar, Uzbekistan	**Non-FCAC:** Benin, Burkina Faso,* Cambodia, Cameroon, Guinea, Mauritania, Mozambique,* Nicaragua, Niger, Senegal, Sierra Leone, Tajikistan, Tanzania-Zanzibar, Uzbekistan, Zambia*	**Non-FCAC:** n/a	**Non-FCAC:** Nicaragua, Tajikistan, Tanzania, Zambia*

Note: Bangladesh, Burkina Faso, Ethiopia, Mozambique, Nepal, Rwanda and Zambia use *sector-pooled* modality (indicated in the table by *). For these grants, attribution of investments by sub-sector cannot be made due to the difficulty to trace funding to specific activities or sub-sectors. Rather, for these grants, the approach is to assign contribution of investments.

3.3.1.4 Education Sector Program Implementation Grant Components Coded to GPE 2020 Strategic Goals: Learning, Equity and System

The 54 active ESPIGs as of June 30, 2016, have *Learning*, *Equity* and *System* components.[54] Further information is provided below for each category.

3.3.1.4.1 GPE 2020 Strategic Goals: Learning

GPE 2020 Strategic Goal 1: *Improved and more equitable student learning outcomes through quality teaching and learning*. An estimated 250 million primary school-age children worldwide face "silent exclusion," meaning they are either out of school or enrolled but learning little. This crisis in basic education has implications for success at all levels of education. GPE is committed to tackling this challenging and important agenda of improving learning outcomes through system change.[55] All 54 ESPIGs have at least one activity or multiple activities under learning categories. Categories included under *Learning*, and the number of ESPIGs coded to each category, are seen in Table 24.

Table 24: GPE 2020 Strategic Goals — Learning, Number of ESPIGs

GPE 2020 Strategic Goals	Category of Activities	FCAC	Non-FCAC	Total
Learning	Teacher training	27	23	50
	Teacher recruitment, salaries and incentives/teacher management	17	11	28
	Learning assessment system (LARS)	17	19	36
	Development and revision, printing and supply of teaching and learning materials and supply of equipment — learning materials	26	20	46
	Use of information and communication technology (ICT)	5	5	10

[54] Due to the limitation of the initial coding methodology, the Secretariat is not yet able to describe how large the proportion of investments of each component is within respective ESPIGs.

[55] GPE 2020 Strategic Plan.

Teacher Training: Quality teaching and learning are key to the achievement of GPE 2020 Strategic Goal 1. Hence, it is not surprising that this coding exercise found teacher training to be the most common activity included within ESPIG programs. Overall, 50 ESPIGs support *teacher training* (27 in FCACs, 23 in non-FCACs). Programs included a wide range of activities, from actual training (including mentoring/shadowing/coaching) to the development of teacher training frameworks and establishment of teacher training institutions. For instance, the ESPIG in Benin supports not only in-service training programs but also the development of in-service training strategy.

Teacher Recruitment, Salaries and Incentives, Management: In addition to training teachers, teacher recruitment — particularly especially in regions of great need — is funded in many GPE grants. *Teacher recruitment, salaries and incentives/teacher management* is supported by 28 ESPIGs (17 in FCACs, 11 in non-FCACs). Detailed activities include provision of salaries, benefits and other incentives, such as housing assistance for teachers and administrators. For example, the ESPIG for Afghanistan includes social support systems, including salary incentives for new female teachers in order to support their placement in challenging areas with low levels of girls' participation in education, while the ESPIG in the Gambia provides stipends for teachers, and the ESPIG for Zimbabwe introduces performance appraisal for teachers. Furthermore, the ESPIG in Nepal, through a larger pooled school sector reform program (SSRP), supports the government to channel financing for additional teacher grants through a per capita funding modality to ensure education for un-served students. The ESPIG in Yemen finances the provision of monthly salaries of US$145 during the contract period to 1,600 female teachers. In line with the *Operational Framework for Effective Response in Fragile and Conflict-Affected States*, the Secretariat has worked closely with Yemen and its partners to determine how to make these investments sustainable under the current context of fragility and conflict.

Learning Materials: Better learning materials are key factors in improving learning outcomes. There are 46 ESPIGs (26 in FCACs, 20 in non-FCACs) supporting *development and revision, printing and supply of teaching and learning materials, and supply of equipment*, all of which also support *teacher training*. The ESPIG in Sierra Leone supports the national comprehensive reading program: the ESPIG not only supports the supply of reading books, but also supplies the training of teachers on teaching reading.

Learning Assessment Systems: From a system-strengthening perspective, tracking changes in learning outcomes is an essential driver of education results and GPE's contribution to improvement of learning outcomes. In total, 36 ESPIGs (17 in FCACs, 19 in non-FCACs) support improvements in national learning assessment systems. For instance, the ESPIG for Cambodia supports nationalizing the early grade reading assessment and the early grade mathematics assessment (EGRA and EGMA). This includes not only administering, scoring and grading the assessment tests, but also using the results of these assessments in order to inform pedagogical and curricular improvement. Additionally, out of 54 ESPIGs, 28 support all three of the aforementioned activities (nine in FCACs, 19 in non-FCAC), while three ESPIGs (Cote d'Ivoire, Sao Tome and Principe, and Nigeria) support two activities (*learning assessment system* and *teacher training*). Combining several activities can create synergy among them, which can ultimately lead to a better impact.

Use Information Communication Technologies to Support Learning Outcomes: Finally, *use of ICT* is supported in 10 ESPIGs (five in FCACs, five in non-FCACs). The ESPIG in Ethiopia, as part of the larger pooled General Education Quality Improvement Project (GEQIP), provides a good example of supporting a national information and communication technology infrastructure improvement plan for general education.

3.3.1.4.2 GPE 2020 Strategic Goals: Equity

GPE recognizes that all people, especially those in vulnerable situations or those with marginalized status should have access to inclusive and equitable quality education and lifelong learning opportunities.

Seventeen countries have been recognized for having more than half a million out-of-school children of primary age.[56] These include (1) West and Central Africa: Burkina Faso, Chad, Ghana, Mali, Nigeria; (2) Eastern and Southern Africa: Angola, Eritrea, Mozambique, South Africa, South Sudan and Uganda; (3) Middle East and North Africa: Sudan and Yemen; (4) South Asia: Bangladesh, India and Pakistan; (5) East Asia and the Pacific: Indonesia; and (6) Latin America and the Caribbean: Colombia. Apart from Angola, Colombia, India, Indonesia and South Africa, which are not GPE member countries, there are active ESPIGs in the 12 other identified countries.

The gender parity index for primary completion rates, measured as the gross intake to last grade, indicates that girls are still more disadvantaged than boys in many countries.[57] ESPIGs are implemented in 12 of the countries where the index was below 0.95 (as of 2014): Benin, Cameroon, Central African Republic, Cote d'Ivoire, Djibouti, Guinea, Liberia, Mali, Mozambique, Niger, Pakistan and Togo. Three other countries where ESPIGs are implemented also have parity ratios below 0.95, as of 2013: Chad, Eritrea and Yemen.

The 54 ESPIGs have either at least one activity or multiple activities under *Equity* categories. Categories included under *Equity*, and the number of ESPIGs coded to each category, are indicated in Table 25.

Table 25: GPE 2020 Strategic Goals: Equity, Number of ESPIGs

GPE 2020 Strategic Goals	Category of Activities	FCAC	Non-FCAC	Total
Equity	Construction/rehabilitation/expansion of classrooms and schools	28	17	45
	Cash transfers/other targeted incentives to students or families	5	2	7
	Gender equality	17	11	28
	Inclusive education including community based interventions (for all children)	7	7	14
	Access to education for out-of-school children	9	8	17
	Adult learning	2	0	2
	Nutrition/health programs including water and sanitation	14	8	22
	Non-formal education and second-chance learning	7	2	9
	Children with disabilities (special needs)	9	9	18

Construction/rehabilitation/expansion of classrooms or schools play a central role in expanding access to marginalized populations and, ensuring equitable access. This was found to be the most common type of activity coded under this strategic goal. Overall, 45 ESPIGs (28 in FCACs, 17 in non-FCACs) support this activity.

Nutrition and health programs, including provision of water and sanitation to schools, was the second most common type of activity coded under GPE's *Equity* goal. In total 22 ESPIGs (14 in FCACs, eight in non-FCACs) had nutrition and health related components. Nutrition and health programs include, for example, the provision of a daily meal during the school day to children in school (ESPIG for Madagascar), providing an incentive for children from poor households to attend school and ensuring that they are ready to learn.

[56] UNICEF, *Fixing the Broken Promise of Education for All*, 2015.

[57] UNESCO Institute for Statistics, retrieved in October 2016.

The Bangladesh ESPIG finances the Primary Education Development Programme (PEDP) III, including the provision of safe drinking water through the construction and maintenance of water and sanitation facilities at schools. Furthermore, Niger's ESPIG combines a nutrition/health program with water and sanitation; it aims to reduce the prevalence of nutritional deficiencies and support student health by promoting good nutrition and hygiene practices, as well as providing food to students.

In terms of cash transfers, seven ESPIGs (five in FCACs, two in non-FCACs) support cash transfers or other targeted incentives to students or families.[58] ESPIGs in Bangladesh and Nigeria provide incentives to families. For instance, Bangladesh's ESPIG (sector-pooled) finances targeted stipends to compensate the families of working children for the opportunity costs of sending their children to primary school, and to encourage the poorest families to enroll and ensure their children remain in school. In Nigeria, the ESPIG focuses on increasing the demand for girls' education through the provision of scholarships to households to encourage the enrolment of girls in lower primary schools. In Cote d'Ivoire, the ESPIG supports the organization and implementation of "girls' graduation ceremonies" at the primary and lower secondary levels, rewarding girls who achieved the highest final exam score with a small monetary incentive (the equivalent of US$100/girl) to continue their education; these rewards are presented during a public ceremony. The ESPIG in the Gambia finances conditional cash transfer at a total of approximately 1,500 pupils in Koranic schools. Haiti's ESPIG finances the Tuition Waiver Program to support enrollment of students in non-public schools in disadvantaged areas. In Nepal, the ESPIG finances through SSRP the provision of scholarships to targeted groups of children. In Burkina Faso (sector-pooled), the ESPIG finances the Basic Education Strategic Development Programme, including the support to the distribution of dry rations or stipends to girls as incentive for enrollment.

Gender Equality: In total, 28 ESPIGs (17 in FCACs, 11 in non-FCACs) support gender equality. Gender equality is primarily supported through components that focus on *girls' education and access to education for girls*. In Afghanistan, the ESPIG plans to broaden and strengthen the engagement of communications around schools, and specifically for girls' education, through development and implementation of a country-wide communications strategy. Social mobilizers will play a key role in this activity. In Cameroon, the ESPIG complements ongoing efforts of other development partners in terms of support for girls' education. The ESPIG focuses on support for gender sensitization communications campaigning (e.g., awareness raising about violence against girls and women). In Mauritania, the ESPIG plans to support the organization of awareness-raising sensitization campaigns to promote girls' schooling with the support of NGOs or other partners. The ESPIG also supports girls' graduation ceremonies, distribution of non-monetary awards, awareness training for teachers, inspectors and school directors in rural colleges on girls' rights to education, and the distribution of pedagogical kits to girls enrolled in the *collèges de proximité* to offset the financial burden to parents.

Furthermore, in Togo, the ESPIG plans to finance: (1) communications and awareness campaigns; (2) uniforms for all girl students (approximately 56,500); and (3) sanitary kits for all girls in Grades 5 and 6 to encourage them to attend and stay in school and reduce the opportunity cost of schooling for the families. In Benin, the grant finances a "needy-girls" package consisting of school supplies and school uniforms for all girls in Grades 1 and 2 in deprived districts, at approximately 91,000 students per year. The ESPIG in Mali aims to increase access and retention of children and improve the learning environment, especially for girls living in areas of food insecurity and vulnerable children of school age living in areas with high

[58] This category is separate from stipend to teachers under teacher recruitment, salaries and incentives/teacher management. Also, when there are cash transfers or other targeted incentives to girls, such activities were coded here, not under *gender equality*.

concentrations of displaced children, through provision of food and health services and teaching-learning materials in schools.[59] ESPIGs in Yemen, Somalia-Somaliland and Nigeria support the recruitment and/or training of female teachers for leadership positions.

Three ESPIGs (Ghana, Lao PDR, Tanzania-Zanzibar) focus more broadly on supporting *gender equality*. For instance, the ESPIG for Ghana refers to a gender-sensitive learning environment as a part of child-friendly schooling. The ESPIG for Lao PDR refers to the support for the Inclusive Education Center on gender issues related to education, whereas the ESPIG for Tanzania-Zanzibar provides support to school counselors so that they can better support children with gender-specific issues. This ESPIG also has an activity with a specific focus on girls' education.

Programs to Support Children with Disabilities: Children with disabilities are among the most marginalized groups in society. Often, they are excluded due to their invisibility: There is a lack of reliable information on children with disabilities and how disabilities affect their lives. There are also invisible disabilities that result in learning difficulties. In some countries, families of children with disabilities face ostracism. At schools, teachers often do not know how to teach children with disabilities/special needs. In many countries, responses to the situation of children with disabilities are largely limited to institutionalization or neglect.[60]

A total of 18 ESPIGs (nine in FCACs, nine in non-FCACs) support *children with disabilities (special needs).* Examples of special needs being supported include poor vision and poor hearing, as well as developmental and physical disabilities. Activities include providing hearing aids for the hearing impaired; training teachers in special education; enrolling those with vision and hearing impairments (ESPIG in Comoros); teacher training on methods to screen for low vision and hearing; and providing screening kits (ESPIG in Cambodia). In Tanzania-Zanzibar, teachers will be trained to identify special needs and respond to special needs in the classroom. The ESPIG in the Gambia also supports the training of teachers to assist children with special education needs. The ESPIG in Tajikistan supports the mapping of children with physical disabilities. In Eritrea, the ESPIG plans to procure special needs education facilities for the three existing special needs schools, as well as the eight new classrooms in elementary schools for the deaf and the blind and 25 disability-friendly resource rooms to support children with other disabilities. Similarly, in Nepal, the ESPIG finances, through SSRP, the construction of schools for children with special needs.[61] Furthermore, in Kyrgyz Republic, the ESPIG finances a pilot initiative to integrate children ages 4-6 with special education needs into mainstream kindergartens and preparatory classrooms, with a view to drafting a program for national expansion.

Inclusive Education Programs (including community-based interventions): Fourteen ESPIGs (seven in FCACs, seven in non-FCACs) aim to improve access to education to achieve education for all. In this category, the "inclusive" aspect of education is not limited to providing opportunities to children with disabilities, but rather understood in a broader sense to reflect the language used in the project proposal documents. Activities coded here include the supply/provision of equipment for better access to education for children (in general, no specifics about the target population) as well as community campaigns to advocate for education for all. For example, Nepal's ESPIG, through SSRP, supports the operation of community learning centers. In the Gambia, the grant supplies donkey carts to help lower

[59] This was also coded to "nutrition/health programs including water and sanitation."

[60] UNICEF, *The state of the world's children 2013, Children with Disabilities*, 2013.

[61] ESPIGs in Eritrea and Nepal were also coded to "construction/rehabilitation/expansion of classrooms and schools."

grade students who have difficulty walking to school due to long distances. In Burkina Faso, there is an activity to raise awareness for education for all.

3.3.1.4.3 GPE 2020 Strategic Goals: System

GPE recognizes the importance of systems strengthening: Achieving lasting change at scale requires a focus on strengthening the administrative and technical capacity within the education system as a whole.[62] Of particular importance to GPE 2020 and GPE's funding model is the strengthening of data systems and capacity for monitoring and evaluation. The OECD definition of education policy and administrative management was referred to in order to create categories under *system*.[63] The 54 ESPIGs have one or more activities coded under system categories. Categories included under the codes for systems, and the number of ESPIGs coded to each category, are presented in Table 26.

Table 26: GPE 2020 Strategic Goals: System, Number of ESPIGs

GPE 2020 Strategic Goals	Category of Activities	FCAC	Non-FCAC	Total
System	Management capacity building	31	23	54
	Education management information system or related (EMIS)	19	10	29
	Communications/advocacy	15	10	25
	Education sector policy, planning and research	18	18	36

For Management Capacity Building:[64] Of the 54 coded ESPIGs, all (31 in FCACs, 23 in non-FCACs) invest in this category. Of 54 ESPIGs:

- 19 invest *simultaneously* at the national, decentralized level (regions/districts/municipalities) and school level (nine FCACs: Afghanistan, two in Chad,[65] Ethiopia, Mozambique, Nigeria, Togo, Yemen and Zimbabwe; 10 non-FCACs: Bangladesh, Burkina Faso, Cambodia, Ghana, Guinea, Kenya, Lao PDR, Nicaragua, Niger and Senegal).
- 16 invest only at the national and school levels (11 in FCACs: Central African Republic, Comoros, the Democratic Republic of Congo, Haiti, Liberia, Mali, Nepal, Somalia-Somaliland, South Sudan, Uganda, Rwanda; five in non-FCACs: Cameroon, Guyana, Tajikistan, Tanzania-Mainland and Uzbekistan).
- Eight invest only at the national and decentralized levels (six in FCACs: Côte d'Ivoire, the Gambia, Madagascar, Sierra Leone, Somalia-Central South and Sudan; two in non-FCACs: Benin, Djibouti).
- There are 11 ESPIGs that make system investments at the national level only (six in FCACs: Eritrea, Guinea-Bissau, Pakistan-Balochistan, Pakistan-Sindh, Somalia-Puntland,[66] Chad (accelerated funding); five in non-FCACs: Kyrgyz Republic, Mauritania, Sao Tome and Principe, Tanzania-Zanzibar, Zambia).

[62] GPE 2020 Strategic Plan, "Improving learning and equity through a stronger education system," p. 13.

[63] According to OECD reporting codes, education policy and administrative management was defined as "education sector policy, planning and programs; aid to education ministries, administration and management systems; institution capacity building and advice; school management and governance; curriculum and materials development; unspecified education activities." http://www.oecd.org/dac/stats/education.htm.

[64] Management capacity building can take place at different levels: national, decentralized and school level. In the case of ESPIGs with a sector-pooled modality, there is a possibility that ESPIGs may cover all levels simultaneously. ESPIGs with a sector-pooled modality were coded based on the information provided in the project proposal documents. However, in reality, as ESPIGs contribute to the whole sector, there are some levels that may have been expressed in the ESP but were not mentioned in the ESPIG proposal documents.

[65] There are three ESPIGs, including one accelerated funding.

[66] As Puntland is considered to be a state, "national level" means "state level." The same point applies to Tanzania-Zanzibar.

Management Capacity Building at the National Level: This is defined as any management capacity building activity that takes place at the central ministry of education (or equivalent). The 54 ESPIGs (31 in FCACs, 23 in non-FCACs) support such activities.

Management capacity building was further coded, based on whether it focused on sector management or project/program management. Though the basic management capacity required for managing sector is a scaled-up version of the capacity required for managing project/program, the initial coding attempted to determine whether the focus was on sector rather than on a project/program funded by GPE. In particular, the coding explored whether such components included funding for a separate project/program coordination unit (PCU). In such cases, it was clear that the focus is more on the project/program management rather than the building capacity for sector management.

Overall, this coding exercise found that 19 ESPIGs only support sector management capacity building (nine in FCACs, 10 in non-FCACs); whereas eight ESPIGs only support project/program capacity (five in FCACs, three in non-FCACs). Seven ESPIGs (two in FCACs) cover sector and project/program management capacity building. The remaining 20 ESPIGs (15 in FCACs, five in non-FCACs) did not specify whether they focus on sector management capacity building or project/program management capacity building.

Of seven sector-pooled ESPIGs, ESPIGs in Bangladesh and Zambia cover both sector and project/program management capacity building, those for Mozambique, Nepal and Rwanda specify sector only, and the rest (ESPIGs for Burkina Faso and Ethiopia) do not specify the management structure.

Table 27: Capacity Building (National Level) — Sector Management, Project/Program Management

	Sector Only	Project/Program Only	Sector & Project/Program	Unspecified
FCAC	9	5	2	15
Non-FCAC	10	3	5	5
Total	**19**	**8**	**7**	**20**

Management Capacity Building at the Decentralized Level: There were 28 ESPIGs (15 in FCACs, 13 in non-FCACs) supporting management capacity building at the decentralized level. Activities in such ESPIGs support management of material and technical resources at the lower levels of education administration (e.g., communities, municipalities, districts, regions). In Madagascar, for instance, the ESPIG finances school report cards and participatory budget initiatives for promoting transparency and participation in 600 communities.

Management Capacity Building at the School Level: With 36 ESPIGs (20 in FCACs, 16 in non-FCACs), the second most common activity is *management capacity building (at the school level)*, as that is where actual teaching and learning take place. This activity places emphasis on building the capacity of various actors at the school level. For example, in Somalia-Somaliland, the ESPIG supports the development of an effective system for school supervision for primary and secondary education. In Uganda, the ESPIG focuses on enhancing the effectiveness of teacher and school inspections as an instrument for teacher supervision and accountability.

Education Management Information Systems: Support to EMIS was found in 29 ESPIGs (19 in FCACs, 10 in non-FCACs). EMIS, in this case, is broadly defined to include activities that promote the collection, integration, processing, maintenance and dissemination of data and information to support decision-making, policy analysis and formulation, planning, monitoring and management at all levels of an education system. Therefore, it not only includes activities, such as plans to set up or improve on existing databases; it also includes teacher information management systems and school census. As an illustration,

in Kenya, the ESPIG finances the infrastructure, advisory services, technical assistance and capacity building to support collection, processing and using education data for policy formulation, planning, budgeting and decision-making. In the Central African Republic, the ESPIG invests in creating a database of the community-teachers so that the results of the census of practicing community-teachers can be used to help determine the criteria and procedures for the award of subsidies.[67]

Education Sector Policy, Planning and Research: There is support for education sector policy, planning and research in 36 ESPIGs (18 in FCACs, 18 in non-FCACs).[68] These ESPIGs include a wide variety of research, analyses, policy development and planning components. For example, in Kyrgyz Republic, the focus is on pre-primary and the goal of the activity is to finance the publication and dissemination of early learning development standards (ELDS).[69] On the other hand, in Kenya, a study will be conducted of cost-effective models for the expansion and delivery of primary education to disadvantaged groups (ASAL and urban slum areas, non-formal education or children with special needs). Haiti and Tanzania-Mainland components in this category have focused on the development of ESPs.

Communications and Advocacy: A total of 25 ESPIGs (15 in FCACs, 10 in non-FCACs) support *communications and advocacy*. This includes wide-ranging initiatives to spread awareness about ESP-supported activities included in the ESPIG, the awareness of the approved ESPIG to support ESP activities, or dissemination of education sector plans and their activities. Such components are particularly important for ESPIGs that have *equity* components, such as girls' education, non-formal education, and early childhood education and development. For instance, in Togo, the ESPIG finances communications and awareness campaigns annually for girls' education.[70] Another type of *communications/advocacy* approach is at various stakeholder levels, such as ESPIG in Pakistan-Sindh where the communications component aims to support and encourage participation of broader stakeholders in the design of key reforms/policies and increase awareness and understanding of the reforms.

3.3.1.5 Cross-Cutting Components

There are types of activities that clearly contribute to multiple GPE 2020 strategic goals. Hence, categories such as "Equity/Learning" and "Cross-Cutting" were created for this pilot coding exercise.

Table 28: GPE 2020 Strategic Goals — Equity/Learning and Cross-Cutting, Number of ESPIGs

GPE 2020 Strategic Goals	Category of Activities	FCAC	Non-FCAC	Total
Equity/Learning	Early childhood care and education, including pre-primary education	11	15	26
	Learning component focusing on disadvantaged groups	21	18	39
Cross-Cutting	School grants	11	4	15

Learning components focusing on disadvantaged groups are supported by 39 ESPIGs (21 ESPIGs in FCACs, 18 ESPIGs in non-FCACs). This category targets activities that are related to learning for those especially in disadvantaged areas. The direct target of activities is not necessarily children. For instance, the ESPIG in Cameroon provides teacher and learning materials for children in the early grades of primary schooling. This investment will take place in all public primary schools in the country with priority education areas and other *disadvantaged* areas. Guyana's ESPIG supports training of all nursery and Grade 1 teachers

[67] This activity is also counted under teacher recruitment, salaries and incentives/teacher management.

[68] There was, at times, some overlap between activities planned for *management capacity building (planning and M&E)* and this category, especially in regards to pilot programs or impact studies.

[69] This activity was also coded to "ECCE including pre-primary education."

[70] This activity was also coded to "girls' education and access to education for girls."

working in *underserved hinterland and riverine regions.* In Haiti, the ESPIG would support qualified community instructors in *rural* areas through training.

ECCE, including pre-primary education is supported by 26 ESPIGs (11 in FCACs: Eritrea, the Gambia, Haiti, Liberia, Nepal, Nigeria, Pakistan-Balochistan Rwanda, Sierra Leone, Uganda and Yemen; 15 in non-FCACs: Bangladesh, Burkina Faso, Cambodia, Cameroon, Djibouti, Guinea, Guyana, Kyrgyz Republic, Lao PDR, Mozambique, Nicaragua, Tajikistan, Tanzania-Mainland, Tanzania-Zanzibar and Uzbekistan). In Uganda, the ESPIG invests in improving the content knowledge and skills of instructors/caregivers in early child development centers. In Djibouti, the ESPIG supports the development and piloting of a community-based model for pre-school service provision in partnership with UNICEF (GA is the World Bank).

School Grants: Today, school grant policies represent a major reform in school-based management. With such policies, schools receive grants from central authorities and are required to have the capacity to manage them.[71] Participating schools are usually required to form committees that determine the needs. They are then allocated block grants on a fixed, per-pupil basis. While short-term impact is expected through the additional budget on the identified problem areas, longer-term impacts are expected in terms of change in school management structure and increased local capacity for a decision-making mechanism. In total, 15 ESPIGs support *school grants* (11 in FCACs: Afghanistan, Ethiopia, the Gambia, Haiti, Liberia, Nepal, Pakistan-Sindh, Sierra Leone, Sudan, Togo and Uganda; four in non-FCACs: Benin, Ghana, Guinea and Senegal).

3.3.1.6 Coding Limitations and Next Steps

This preliminary coding of GPE grants for FY16 has enabled the extraction of some valuable information about the thematic content and activities funded through ESPIGs grants. This provides a portfolio-wide view of the types of program components and activities in which investments are made.

While conducting this coding exercise, the team has identified some significant limitations, so caution is advised in making assumptions from these findings. The findings are as follows:

- ESPIGs have different grant agents, and each uses its own grant proposal document format. They provide different levels of information about grant components, and use different categories to describe project activities in specific subsectors and/or thematic areas. While the coding analysts took steps to ensure the coding of these documents, following a similar protocol, the variation in project grant proposal documents created considerable challenges.
- It is important to note that the findings reported here only provide insight into the types of activities that are *planned* to be implemented across the portfolio. This pilot study speaks neither to specific financial commitments nor to the actual results.
- In many instances, categories could fall into more than one of the three major strategic objective goals. Thus, in addition to the GPE 2020 strategic goals of *Learning*, *Equity*, and *System*, two cross-categories were created (*Equity/Learning* and *Cross-Cutting*) to reflect activities that contribute to multiple strategic goals. Specifically, two types of activities were coded under *Equity/Learning*: "ECCE, including pre-primary education" and "learning component focusing on disadvantaged groups," as these two activities are considered to contribute to improve both *Equity* and *Learning*. Similarly, "school grants" was coded under *Cross-Cutting*, as school grants are considered to contribute to improve *Learning*, *Equity* and *System*.

[71] UNESCO-IIEP, "Can school grants lead to school improvement? An overview of experiences of five countries," working paper, 2011.

- In some instances, the planned activities are double-coded to different categories. For instance, the ESPIG financing for communications and awareness campaigns for girls' education was coded to "girls' education and access to education for girls" under *Equity*, and "communications/advocacy" under *System*.
- Due to the different budget templates used, the exercise is unable to trace financial commitments, neither by activity or components nor across the portfolio. Different grant proposal document formats with different budget templates have made it challenging to trace this information. To overcome this problem in the future, the Secretariat will explore with GAs the opportunity for a simplified and consistent coding of grants as part of GPE application documents.
- The grants with sector-pooled modality have made the coding challenging, since GPE's contributions are not earmarked; therefore, GPE funding cannot be linked to specific items in the ESP or sector-pooled fund. Usually, the grant proposal documents are organized in line with the ESP, or reflect particular components of the ESP to be covered by the grant. In some cases, the description of activities was rather broad in the grant proposal documents; therefore, the coding for such grants is not as detailed as the stand-alone grants or grants with project-pooled modality. There were cases where project proposal documents only provided the outline of the project. In such cases, the ESP was used for the coding exercise.

During FY17, the Secretariat will further strengthen its coding methodology. For example, one aspect of future efforts will be to explore whether some of the cross-cutting categories can be more clearly aligned to specific strategic objectives. The Secretariat will develop expanded illustrations of the range of activities supported under each set of grant activities. The Secretariat will also be working with OECD/DAC to improve GPE's reporting of its funding by subsector, using the OECD/DAC reporting codes.

One of the most important improvements to be explored during FY17 is how to capture the weighting/volume of resources allocated to different grant subcomponents. As mentioned above, this will likely require agreements with GAs to code grant components, using a common typology in the grant budget and grant application, so that U.S. dollar amounts can be identified and then tracked.

3.3.2 Education Sector Program Implementation Grants: Outputs

While the previous section looked at planned thematic activities in approved grants, this section looks at actual outputs produced throughout the implementation of active ESPIGs in FY16. The data were collected through the ESPIG annual implementation status reporting template,[72] which was approved by the Country Grants and Performance Committee (CGPC) in April 2016 with the request to use it for FY16 portfolio review. The template was developed by a working group comprising representatives from DFID, the World Bank and UNICEF.

The reporting template was designed to balance programmatic reporting with the need to aggregate grant information at the portfolio/corporate level and, in particular, to deliver on results framework indicators on textbooks, classrooms and teachers. To help with implementing this template, the Secretariat held four training webinars with the Word Bank and UNICEF. For the bilateral agencies, the Secretariat communicated with GAs to explain the new reporting template.

[72] The template was approved by the Country Grants and Performance Committee in April 2016, and implementation started soon after.

The Secretariat faced a number of challenges in implementing the ESPIG annual implementation status reporting template. First, the short timeline did not allow the conducting of a pilot phase. Second, though webinars and meetings were organized to inform GAs of the use of the template, the data that was collected had quality issues: Some templates were filled improperly, and some of the data that was provided was inconsistent and received late, which meant limited time for analysis before publication of this portfolio review.

The experience of using the ESPIG annual implementation status reporting template has allowed the Secretariat to reflect on how to improve not only the template, but also the process to obtain the data. Some of the recommendations are to revisit the current template for lessons learned for improvement; if feasible, use an IT-based data collection mechanisms instead of email-based data collection; consider an alternate approach for ESPIGs with sector-pooled modality (explore the possibility of a sector implementation report that can replace the template for these grants); and agree further in advance on the timeline of the data collection, perhaps at a potentially earlier reporting date than June 30 of each year.

The following data presentation is structured around the relevant GPE results framework indicators. EMIS/learning assessment systems are discussed first, followed more extensively by global numbers relating to textbooks, teachers and classrooms. Data limitations are discussed within each section.

3.3.2.1 EMIS/Learning Assessment Systems

This relates to Indicator 20 of the GPE results framework: proportion of grants supporting EMIS/learning assessment systems (LARS). During FY16, 20 of 54 active ESPIGs actually *supported* EMIS, and 11 ESPIGs did not provide valid responses.

Table 29: Number of ESPIGs That Support an Education Management Information System

	ESPIGs that supported EMIS in FY16	Non-FCAC	FCAC	ESPIGs that did not support EMIS in FY16[73]	ESPIGs that have no plan to support EMIS	No response
ESPIGs supporting EMIS	20	12	8	15	8	11

Based on the grant coding, 29 ESPIGs (19 in FCACs, 10 in non-FCACs) planned to invest in EMIS. The differences between *planned* and *actually supported* may be related to differences between the data collection methodologies that were applied. *Actually supported* numbers were collected through the ESPIG annual implementation status reporting template from GAs, whereas the *planned* numbers were collected through the coding exercise. Additionally, while the same definition of EMIS[74] was used for both sets of data collection, the interpretation by GAs and coding analysts may have been different due to the rather broad definition of EMIS. The Secretariat will further review the source of variance.

As for learning assessment systems, 19 of 54 active ESPIGs actually *supported* LARS during FY16. There was no valid response for nine ESPIGs.

[73] These are ESPIGs that are scheduled to support EMIS per their project designs, but did not do so in FY16.

[74] The definition used was: A system for the collection, integration, processing, maintenance and dissemination of data and information to support decision-making, policy analysis and formulation, planning, monitoring and management at all levels of an education system. It is a system of people, technology, models, methods, processes, procedures, rules and regulations that function together to provide education leaders, decision-makers and managers at all levels with a comprehensive and integrated set of relevant, reliable, unambiguous and timely data and information to support them in fulfilling their responsibilities.

Table 30: Number of ESPIGs Supporting LARS

	ESPIGs that supported LARS in FY16	Non- FCAC	FCAC	ESPIGs that did not support LARS during FY16[75]	ESPIGs that have no plan to support LARS	No response
ESPIGs supporting LARS	19	11	8	17	9	9

In total, 36 ESPIGs (17 in FCACs, 19 in non-FCACs) *planned* to invest in LARS[76] (Table 24). The difference in numbers between actual LARS (19) and planned LARS (36) can be explained by the same reasons described for EMIS. Again, the Secretariat will further review the source of variance.

3.3.2.2 Textbooks, Teachers and Classrooms

This relates to three GPE results framework indicators: Indicator 21: Proportion of textbooks purchased and distributed through GPE grants, from the total planned; Indicator 22: Proportion of teachers trained through GPE grants, from the total planned, and; Indicator 23: Proportion of classrooms built or rehabilitated through GPE grants, from the total planned.

At the end of FY16, there were 54 active and five closed ESPIGs. Of these 59 ESPIGs, seven with *sector-pooled* modality (Bangladesh, Burkina Faso, Ethiopia, Mozambique, Nepal, Rwanda and Zambia, all active ESPIGs) were excluded from the sample, which reduced the sample to 52 ESPIGs (47 active and five closed).[77] One GA that implemented two separate ESPIGs in Chad reported the outputs in an aggregated manner, thus these two ESPIGs are counted as one in this exercise.[78] Further, as the Secretariat was unable to receive a response for two ESPIGs,[79] the analysis was based on 49 ESPIGs (44 active, five closed).

As shown in Table 31,[80] 20 ESPIGs (14 in FCACs, six in non-FCACs) planned to purchase/distribute textbooks and reported on the actual outputs in FY16, whereas 29 ESPIGs (14 in FCACs, 15 in non-FCACs) did not plan either to purchase or distribute them. Forty ESPIGs (22 in FCACs, 18 in non-FCACs)[81] planned to train teachers and reported on the outputs in FY16, whereas nine ESPIGs (six in FCACs, three in non-

[75] These are ESPIGs that are scheduled to support EMIS per their project designs, but did not do so in FY16.

[76] The definitions used are as follows: *Assessment* is "the process of gathering and evaluating information on what students know, understand and can do in order to make an informed decision about next steps in the educational process," whereas an *assessment system* is "a group of policies, structures, practices and tools for generating and using information on student learning and achievement." It is the use of this information that is key for improving learning, and for that to be possible, learning data must be accompanied by contextual data so that factors that impact learning can be identified and action taken. A *national learning assessment system* is a functional apparatus, usually housed within a ministry of education, that gathers nationwide information on learning — together with contextual data — and feeds this information back to the policy, management and classroom levels to improve learning. As Pedro Ravela and his colleagues point out, "Assessment in and of itself does not produce improvement. There must be stable links between the domains of assessment and those of curriculum development, teacher training, research, policy design, communications and outreach, among others." In this way, a strong national learning assessment system closes the feedback loop to the rest of the education system to achieve meaningful improvement in learning. For more information, see, Pedro Ravela et al., "The Educational Assessment that Latin America Needs," *Working Paper Series No. 40* (Washington, DC: PREAL, 2008): 17.

[77] ESPIGs with *sector-pooled* modality were excluded as GPE contributions were not earmarked; the data pitched at the sector level may inflate the outputs. In the future, the Secretariat will consider a way to analyze data from ESPIGs with *sector-pooled* modality.

[78] There are three active ESPIGs in Chad: one implemented by UNESCO and two implemented by UNICEF, one of which is accelerated funding.

[79] Templates were not submitted for two countries.

[80] Table 31 shows which ESPIGs included Indicators 21-23 in FY16. Also labeled as global numbers, the outputs from these indicators feed into GPEs results framework, and supplement GPE's existing programmatic reporting. Inclusion of these indicators in the ESPIGs depends on DCPs' needs and is not considered obligatory. The purpose of collecting these numbers is to learn about the extent to which ESPIGs include and track them across the portfolio, and to assess their annual outputs.

[81] According to the coding, 50 ESPIGs planned to have teacher training related activities in FY16. Apart from the difference between "planned" and "actually supported" and the timeframe, the definition used for teacher training in coding includes not only the actual training but also the development of teacher training frameworks and establishment of teacher training institutions.

FCACs) did not plan to train them. Twenty-nine ESPIGs (20 in FCACs, nine in non-FCACs)[82] planned to build or rehabilitate classrooms and reported on the outputs in FY16, whereas 20 ESPIGs (eight in FCACs, 12 ESPIGs in non-FCACs) did not plan to either build or rehabilitate them.

Table 31: Global Numbers by ESPIG

	ESPIGs including this indicator	ESPIGs not including this indicator	Total	No response
Indicator 21: Textbooks Purchased/Distributed	20	29	49	2
Indicator 22: Teachers Trained	40	9	49	2
Indicator 23: Classrooms Built/Rehabilitated	29	20	49	2

Once annual targets and outputs (the results achieved by the end of FY16) were collected, the aggregated, annual outputs were divided by the aggregated annual targets to calculate the target completion rates for each indicator. One of the key challenges the Secretariat faced was calculating proportions based on annual targets and outputs. Collecting *annual* numbers was challenging because different GAs use different data collection systems that are mainly based on *cumulative* numbers. Though the ESPIG annual implementation status reporting template asked for *annual* numbers, in some cases only cumulative numbers, or end-of-project numbers, were provided. In addition, in several cases targets were rolled over from the previous reporting periods to the following years, and mid-implementation changes that were made were reflected only as an end-of-project target, which affected the analysis. To the extent possible, the Secretariat conducted a data verification process to ascertain the accuracy and reliability of the data. The results per indicator are shown below.

3.3.2.3 Indicator 21: Proportion of textbooks purchased and distributed through GPE grants, out of the total planned

Among 20 ESPIGs (14 in FCACs, six in non-FCACs) that included this indicator, the overall annual completion rate for ESPIGs in FCACs and non-FCACs was 82 percent, including four ESPIGs (Cameroon, Comoros, the Democratic Republic of Congo and Eritrea) that either met or exceeded their estimated annual targets. Among ESPIGs implemented in FCACs, the overall progress across the portfolio exceeded targets by 10 percent.

Table 32: Textbooks Purchased and Distributed through GPE Grants

	Annual Outputs	Annual Targets	FY16 Target Completion Rate	FY17 Targets	End Targets
FCAC (14 grants)	22,285,414	20,226,873	110%	12,841,009	44,032,800
Non-FCAC (6 grants)	7,417,563	15,799,880	47%	14,211,673	21,816,390
Total (20 grants)	29,702,977	36,026,753	82%	27,052,682	65,849,190

Table 33: Countries/Federal States With Textbooks Purchased and Distributed Through GPE Grants

FCAC	Non-FCAC
Central African Republic, Chad,[83] Comoros, Cote d'Ivoire, the Democratic Republic of Congo, Eritrea, Guinea Bissau, Liberia, Madagascar, Sierra Leone, Sudan, Togo, Uganda	Cameroon, Guinea, Guyana, Kenya, Tanzania-Mainland, Tanzania-Zanzibar

[82] According to the coding, 45 ESPIGs planned to construct/rehabilitate/expand classrooms and schools. Differences are supposedly due to the difference between "planned" and "actually supported" and the difference in timeframe. In addition, it is possible that the coding has counted more numbers of ESPIGs due to the inclusion of "schools," not just "classrooms." The Secretariat will look into this further.

[83] There are two ESPIGs for Chad: one by UNESCO and another one by UNICEF.

There were different reasons provided by GAs for describing delays in implementation:

- In Guinea, delay in implementation during the previous reporting period due to Ebola was cited as one of the reasons that contributed to not meeting targets in FY16.
- Procurement processes were noted as reasons for delays (e.g., Sierra Leone).

It is worth noting that in FY16, the estimated target completion rate in FCACs exceeded 100 percent. Possible explanations that were provided by GAs included the lower-than-anticipated cost of printing and binding that contributed to printing and distributing more books than anticipated (e.g., Sudan); relying on outdated EMIS that may have contributed to lower target setting; and topping up ESPIGs with additional resources for printing textbooks in more subjects that envisioned, all of which may have contributed to exceeding targets (e.g., the Democratic Republic of Congo).

By region, the 20 ESPIGs that included this indicator were implemented in sub-Saharan Africa.

3.3.2.4 Indicator 22: Proportion of teachers trained through GPE grants, from the total planned

Among 40 ESPIGs (22 in FCACs, 18 in non-FCACs) that included this indicator, the overall annual completion rate for ESPIGs in FCACs and non-FCACs was 119 percent, including 11 ESPIGs (Cambodia, Central African Republic, Ghana, the Democratic Republic of Congo, Madagascar, Mali, Nicaragua, Niger, Senegal, Somalia-Somaliland and Uganda) that either met or exceeded their estimated annual targets. Among ESPIGs implemented in FCACs, the overall progress across the portfolio exceeded targets by 23 percent.

Table 34: Teachers Trained Through GPE Grants

	Annual Output	Annual Target	FY16 Target Completion Rate	FY17 Targets	End Targets
FCAC (22 grants)	147,528	119,877	123%	107,081	437,793
Non-FCAC (18 grants)	91,013	80,083	114%	207,330	461,646
Total (40 grants)	238,541	199,960	119%	314,411	899,439

Table 35: Countries/Federal States With Teachers Trained Through GPE Grants

FCAC	Non-FCAC
Central African Republic, Chad,[84] Comoros, the Democratic Republic of Congo, Cote d'Ivoire, Eritrea, the Gambia, Guinea-Bissau, Haiti (active), Madagascar, Mali, Nigeria, Pakistan-Balochistan, Sierra Leone, Somalia-Somaliland, Somalia-Central South, Somalia-Puntland, Sudan, Togo, Uganda, Yemen, Zimbabwe	Benin, Cambodia, Ghana, Guinea, Guyana, Kenya, Kyrgyz Republic, Lao PDR, Nicaragua, Niger, Papua New Guinea, Sao Tome and Principe, Senegal, Tajikistan, Tanzania-Mainland, Tanzania-Zanzibar, Uzbekistan, Vietnam

In terms of potential explanations for these findings:

- Two of the key contributors to exceeding the estimated annual targets in FY16 were top-up contributions that came from governments to expand training programs to additional regions and locations, and enrollment that greatly exceeded expectations, in particular in programs that offered in-service training (Vietnam, Cambodia, Cote d'Ivoire, the Gambia and Ghana).
- In the case of Madagascar, the high numbers also reflect additional teachers trained as a result of top-up funds from government resources that were not previously considered.
- Relying on outdated EMIS data may have contributed to setting low targets, and target setting that was based on an anticipated number of schools participating in training programs rather

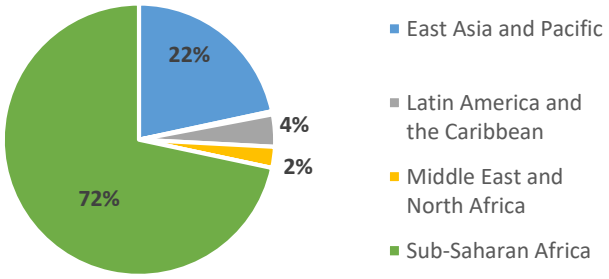
[84] This ESPIG implemented in Chad is the one by UNESCO.

than the number of teachers made it difficult to accurately assess the expected number of teachers trained (e.g., the Democratic Republic of Congo).

- In general, cumulative targets were provided by year, although in some cases, GAs had set targets only for the end of the projects, which contributed to the large variance.[85]

By region, for 40 ESPIGs (22 in FCACs, 18 in non-FCACs) that included this indicator, 170,951 (72 percent) teachers were trained in sub-Saharan Africa; 51,619 (22 percent) were trained in the East Asia and Pacific region; 9,113 (4 percent) were trained in Latin America and the Caribbean; and 5,959 (2 percent) were trained in the Middle East and North Africa.

Figure 11: Teachers Trained Through GPE Grants, by Region



3.3.2.5 Indicator 23: Proportion of classrooms built or rehabilitated through GPE grants, from the total planned

Among 29 ESPIGs that included this indicator, the overall annual completion rate for ESPIGs in FCACs and non-FCACs was 66 percent, including eight ESPIGs (Benin, Chad [UNESCO], Cote d'Ivoire, the Gambia, Liberia, Madagascar, Mali and Senegal) that either met or exceeded their estimated annual targets. Among ESPIGs implemented in FCACs, the overall progress across the portfolio was 76 percent.

Table 36: Classrooms Built/Rehabilitated through GPE Grants

	Annual Output	Annual Target	FY16 Target Completion Rate	FY17 Targets	End Targets
FCAC (20 grants)	2,587	3,395	76%	5,410	11,014
Non-FCAC (9 grants)	967	2,001	48%	1,619	3,102
Total (29 grants)	3,554	5,396	66%	7,029	14,116

Table 37: Countries/Federal States With Classrooms Built/Rehabilitated Through GPE Grants

FCAC	Non-FCAC
Central African Republic, Chad,[86], Comoros, the Democratic Republic of Congo, Cote d'Ivoire, Eritrea, the Gambia, Guinea-Bissau, Haiti (Active), Liberia, Madagascar, Mali, Pakistan-Balochistan, Sierra Leone, South Sudan, Sudan, Togo, Uganda, Yemen	Benin, Cambodia, Djibouti, Guinea, Mauritania, Nicaragua, Niger, Senegal, Tajikistan

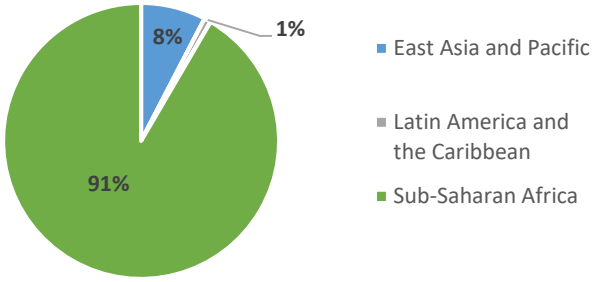
[85] This is noted for two countries. In such cases, GPE has calculated annual targets by dividing the end-of-project target numbers by years of implementation. Factoring the additional grants that reported exceeding GPE's estimated annual targets, these results should be factored with a margin of error of approximately 15-20 percent.

[86] There are two ESPIGs for Chad: one by UNESCO and another one by UNICEF.

The estimated target completion rate for this indicator in FY16 was low in comparison to the other indicators. Examples of the reasons provided by GAs as contributors to the low target completion rate were mostly related to slow bidding and procurement processes to third-party contractors (Cambodia, Cote d'Ivoire, Guinea, Guinea-Bissau, Nicaragua, Tajikistan, Sierra Leone, Djibouti and the Democratic Republic of Congo).

By region, for 29 ESPIGs (20 in FCACs, nine in non-FCACs) that included this indicator, 3,255 classrooms (91 percent) were built or rehabilitated in Sub-Saharan Africa, 271 classrooms (8 percent) were built or rehabilitated in the East Asia and Pacific region and 28 (i.e., classroom 1 percent) in Latin America and the Caribbean.

Figure 12: Classrooms Built/Rehabilitated Through GPE Grants, by Region.



Key Observation: **Grant support is aligned with GPE 2020 — The pilot coding exercise undertaken during FY16 has shown that GPE grants are strongly aligned with GPE's goals and objectives. In terms of components supporting activities to improve learning outcomes, 50 of the 54 coded grants have components focusing on teacher training, 46 provide learning materials and 36 support improvements in national learning assessment systems. To promote equitable access to education, 45 grants support classroom expansion/rehabilitation, 28 support gender equality, 22 support nutrition/health programs, and 18 support children with disabilities. For systems strengthening, 54 grants support management capacity building and 29 support EMIS activities. In terms of education level, 52 grants support activities at the primary level and 30 support secondary-level activities, while 26 grants support pre-primary activities.**

The coding is based on program proposal documents and does not yet include budgeted spending — hence it is not yet possible to analyze GPE planned investment per strategic goal. In addition, different formats used by the GAs on expenditure make the analysis on actual spending per strategic goals a real challenge. Based on this initial coding, the Secretariat will further develop the coding methodology. The Secretariat will work with OECD/DAC to improve reporting of its funding/spending by subsector; capture the weighting/volume of resources being allocated to different grant subcomponents; and further refine the coding and develop a clear rubric and operational guide for coding. These improvements to the coding methodology will likely require agreements with grant agents to code grant components using a common typology in the grant budget and grant application, so that U.S. dollar amounts can be identified.

3.4 FUNDING MODEL UPDATE

Currently, there are six ESPIGs that have been awarded under the funding model adopted by the Board of Directors in May 2014. Those include the Democratic Republic of Congo, Malawi, Mozambique, Nepal, the Caribbean Island States and Rwanda. The funding model strengthens the focus on performance through (1) requirements that must be fulfilled in order to access the first 70 percent of the maximum country allocation (i.e., the fixed part) and (2) a sector-level, results-based financing approach to the remaining 30 percent upon achievement of agreed targets in the areas of equity, efficiency and learning outcomes (i.e., the variable part).[87]

For the fixed part, the first requirement is a credible education sector plan (ESP) or transitional education sector plan (TEP). The ESP or TEP should be based on a sector analysis, should include a multi-year implementation plan, and should be finalized and endorsed at least three months prior to the submission of the grant application to ensure the ESP drives the GPE program and not vice versa. The Board further strengthened this requirement in October 2015 by requiring an independent appraisal of sector plans in countries seeking GPE funding for implementation — both to drive greater quality and to give assurance around credibility.

The second requirement is evidence of commitment to finance the ESP or TEP. To this end, governments should commit to maintaining or progressively working toward spending at least 20 percent of the government budget on education. Moreover, in countries that have not yet achieved universal primary education, 45 percent of the education budget should be allocated to primary education. In line with the partnership principle of mutual accountability, development partners should commit to predictable and effective aid aligned to the priorities defined in the ESP or TEP. This means that development aid to education should ideally be on budget and, to the extent possible, an integral part of the financing framework included in the ESP or TEP.

The third requirement focuses on the availability of critical education sector data, including basic financial and education data, to monitor sector outcomes and progress. Alternatively, if a country does not have an effective system to collect and analyze basic data, the requirement is a costed plan to develop an effective EMIS. The second part of the requirement is a system to monitor learning outcomes or, alternatively, a costed plan to develop such a system. As a proxy indicator for capacity to produce sector data, timely reporting on critical data to UNESCO's Institute of Statistics is assessed.

In FY16, work continued to maximize the intended leveraging impact of the funding model. While the first round of applications developed between July 2014 and the application submission date in March 2015 did not allow much focus on the sector planning process, subsequent applications have benefited from more lead time to engage early and provide support to education sector analysis and planning through the education sector plan development grant (ESPDG) as well as technical support. In countries preparing applications based on an existing sector plan, the Secretariat has engaged in dialogue around mechanisms to assess the plan's quality and evidence base, and to determine needs for additional studies or adjustments through mid-term reviews, joint sector reviews or similar means.

[87] Under the Small Island Exemption, the Caribbean Island States grant was exempt from applying for the variable part, but was still awarded under the funding model as a fixed grant. This exemption is articulated in Annex 2 of the Board's *Principles and Options for the Revision of the Global Partnership for Education Funding Model* document of February 26, 2014.

The funding model and financing through the ESPDG have also led to increased focus on and investments in sector analysis. While ESA guidelines are available, there is a need to continue to build capacity around ESA and their use in sector planning to reinforce the relevance and coherence of the education strategies devised in ESP/TEP. To this end, four regional workshops in Africa were organized by UNICEF with the technical support of Pôle de Dakar and the financial support and technical involvement of GPE's Secretariat.

To ensure the ESPDG is contributing to drive better-quality sector plans, the ESPDG guidelines and application form were revised to include basic criteria for a quality plan as well as a tool to set up a roadmap for an effective, evidence-based and inclusive planning process. In addition, guidelines for TEPs were finalized in collaboration with UNESCO International Institute for Educational Planning.

The GPE quality assurance review (QAR) process was also reviewed and adjusted for improved rigor and coherence. The first phase of the QAR, at the start of program development, integrates assessment of status with regard to the requirements of the funding model and includes guidance on the fixed and variable part of the funding model. A standard methodology for the CGPC for assessing grant applications was developed, and the quality standards assessed in the second phase of the Secretariat's QAR process were adjusted for coherence with this methodology. Finally, the third phase of the QAR, the final readiness review — conducted at the time of grant application submission — was adjusted to give greater attention to context, process and progress, rather than summarizing the program information that can be found in the application form.

As part of the adjustments to the operational model adopted in October 2015, a standard process for selecting a grant agent was adopted and rolled out for countries applying in the first round of 2017 and beyond.[88] In some cases, this has required more lead time; for future applications, this should be carefully considered in the timeline for applications to avoid delays.

The assessment of domestic financing requirements remains challenging and the need for further guidance persists. There are four overall issues to highlight:

- There is inherent uncertainty with benchmarked targets across a wide spectrum of country contexts and education systems. This includes, for example, varying degrees in the attainments of universal primary education, which affects the level of spending and investments that may be required.
- Similarly, the benchmarked targets do not factor in important qualifying circumstances, such as the effectiveness and efficiency of resource allocation and expenditure. These qualifying circumstances are often complex.
- The benchmarked targets are based on composite indicators affected by several parameters. For example, the relative rate of government expenditure on education can be affected by natural cycles in the economy, government revenue, investment cycles, etc. This can create fluctuations in the indicators, with complex underlying stories over which the government may have very limited control.

[88] This document was approved by the Country Grants and Performance Committee, in its delegated authority from the Board of Directors, on February 22, 2016. The process applies to education sector program implementation grants and is applicable to all countries who have not — as of February 22, 2016 — informed the Secretariat of the selection of a GA. The Secretariat will integrate some measure of flexibility for those countries that may be very advanced in their selection process. More information can be found here: http://www.globalpartnership.org/content/standard-selection-process-grant-agents.

- Calculating domestic financing indicators can be challenging and uncertain across countries with different budget classification systems (with often multiple ministries covering education spending) or different primary education cycles.

The second requirement posed problems, for example, in Malawi (approved in FY16), where primary school spans Grades 1-8 rather than Grades 1-6, the length of the cycle set by GPE. Malawi had to recalculate its commitment to primary education according to GPE's definition of the cycle, rather than to its actual cycle. In the Democratic Republic of Congo, also approved in FY16, the challenge was the structure of the ministries of education. Three ministries manage the education sector. Budgets are prepared separately for each ministry, making it very difficult to separate out the cost of primary education. While it is relatively straightforward to identify money transferred to schools, separating and calculating the cost of administration for primary education within each ministry was a significant challenge. Moving forward, GPE will need to consider how to approach the calculation for commitment to primary education in countries whose systems are complex. Furthermore, as early childhood care and education becomes a more prominent aspect of GPE's work, further consideration may be required to examine ECCE as a potential factor in the 45 percent requirement.

The Secretariat has been carrying out a data collection process and developing a methodology to build a time series for monitoring domestic expenditure in education and tracking progress over time (Indicator 10 of the results framework). Based on collection of public and available budget documents, data have been processed for 47 countries and a baseline has been set up to track progress on the efforts made by countries on education spending. In the coming months, some key features of the methodology need to be verified by countries in an effort to ensure accuracy in the data collection process and calculation of the indicator. This exercise will be undertaken every year to inform the GPE results framework.

The remaining 30 percent of the MCA is results based. For disbursement of the variable part, DCPs must demonstrate "evidence of actions and corresponding indicators confirming transformative strategies to improve equity, efficiency and learning outcomes in basic education."[89] Context and capacity will impact the suitability of indicators and payment modalities, and therefore indicators may be process-, output- or outcome-related. Some countries have chosen milestone indicators at the process level for partial payout, followed by gradual progress toward outcomes. Process and output level indicators should be accompanied by a robust theory OF change to demonstrate how these will lead to the desired outcomes.

GPE's approach to results-based financing is at the systems level. The indicators selected must be core indicators of the ESP, reflecting progress on key strategies and policies designed to drive overall progress in the sector. As such, the approach works best when discussions on the indicators occur as an integral part of the sector development process. This has not been possible for the first group of grants, as the sector process was well advanced before the GPE grant application process began. As the Secretariat engages earlier in the process with further rollout of the funding model, this provides opportunities for greater alignment of the indicator discussion with the overall sector dialogue. The previous five grants have "retrofitted" the indicators to their sector strategies. The sector approach also means that progress on the indicators is not necessarily driven by GPE-financed activities (although they may be), but can be achieved based on inputs financed by government or other partners. The essential concept is that GPE awards this part of the funding to countries that show commitment and progress in addressing equity, efficiency and learning outcomes at the sector level.

[89] Meeting of the Board of Directors, May 28, 2014, para 5.1.

The *Equity* component of the variable part requires the selection of an indicator (or indicators) that addresses disparities in education access, quality and learning outcomes, including gender, income, region-based and other disparities.[90] A review of the equity indicators from the five countries approved for the variable part demonstrates a range of equity indicators. In Malawi, the Democratic Republic of Congo, Nepal and Rwanda, the indicators specify geographical target areas for interventions, such as the most disadvantaged districts and poorest provinces. In Mozambique, the districts with the lowest pupil-teacher ratios (PTRs) are targeted, which corresponds to the poorest areas of the country. Malawi and Nepal specify target populations for their interventions (girls and out-of-school children, respectively). Table 38 outlines the equity targets of the five countries.

Table 38: Equity Indicators

Country	Indicator
Malawi	10% increase in female-to-male teacher ratio in Grades 6-8 in eight *most disadvantaged* districts
Mozambique	Number of districts with PTR above 80
Rwanda	Pre-primary gross enrolment rate (GER) increased from an average of 10% in 2014 to 17% by 2017 in the 22 poorest performing districts (defined as those that had GER of less than 17% in 2014)
Democratic Republic of Congo	Inclusion of 1,600 previously unpaid primary school teachers on government payroll in the *poorest provinces* (in order to reduce *the poorest* households out-of-pocket for education)
	Percentage of pupils required to pay for SERNIE[91] and Minerval[92] is less than 5% in 2017–18
	Percentage of pupils required to pay for TENAFEP[93] fees is less than 5% in 2019
	Household out-of-pocket fees for education have been reduced by 10%, on average, and by 20% for households from the *poorest quintile*
Nepal	Targeted interventions implemented in 10 *most disadvantaged* districts according to the newly developed equity index
	Out-of-school children (OOSC) reduced by 20% in these 10 districts

The funding model defines "efficiency" in relation to access, quality and learning outcomes, as the ratio of outcomes versus resources for these dimensions. The funding model also specifies that "other dimensions of efficiency regarding access and quality can be developed, depending on the availability of data."[94]

Dropout and repetition, transition rates, school management capacity and data management are key themes in efficiency indicators so far. The Democratic Republic of Congo, Malawi and Mozambique focus on reducing dropouts and repetition in schools. Nepal is reforming its examination system, building in flexibility to improve transition rates between Grades 10 and 11, which also contributes to equity. Rwanda's efficiency measures focus on education management by creating a more efficient EMIS through the publication and use of disaggregated district-level education data. Table 39 lists the efficiency indicators.

[90] Meeting of the Board of Directors, May 28, 2014, p. 11.

[91] Service National de l'Identification des Élèves [National Service for Student Identification].

[92] A monthly payment of 4,500 francs (US$5) per child to cover the cost of incentives for teachers, a school uniform and learning materials.

[93] Test National de Fin d'Études Primaires [National Elementary Completion Exam].

[94] Meeting of the Board of Directors, May 28, 2014, p. 11.

Table 39: Efficiency Indicators

Country	Indicator
Malawi	Reduction in repetition rate in Grades 1-4 in 8 most disadvantaged districts through the development and institutionalization of a national implementation strategy on repetition
Mozambique	Number of primary school managers who participated in management training
	Percent of trained school managers (year n-1) evaluated based on performance (year n)
Rwanda	Education statistics 2016, disaggregated at district level available by March 2017
Democratic Republic of Congo	Study on operationalization of the education and training sector strategy to fight dropout disseminated and implementation of some strategies to fight dropout start to roll out
	Reduction of dropout rate at the end of Grade 1 in low-efficiency provinces by 25% (by the end of second year of implementation)
Nepal	Single-subject certification implemented in school leaving certificate (SLC) examinations and approved for higher secondary examinations.

Learning outcome indicators are linked to improvements in student learning or to proxy outputs linked with an evidence-based theory of change to improve learning. These include number of instructional hours; availability of instructional materials; textbook ratios for reading and math; and percentage of qualified teachers.[95] A range of indicators has so far been chosen, covering student assessments, teacher policies and community inputs to schools. Rwanda and the Democratic Republic of Congo have applied a systemic approach to conducting and managing data for learning assessments. Malawi addresses learning outcomes through teacher management and distribution; Mozambique focuses on comprehensive teacher training; and Nepal centers on engaging the community (i.e., parents) in monitoring learning outcomes.

Table 40: Learning Outcome Indicators

Country	Indicator
Malawi	20% reduction in pupil-qualified teacher ratio (PqTR) in Grades 1 and 2 in eight most disadvantaged districts
Mozambique	Number of teachers that have participated in the new in-service training program that focuses on applying adequate teaching methodologies in the classroom to enable children to learn to read, write and speak Portuguese
Rwanda	National sample-based assessment of learning outcomes in literacy and numeracy at P2 and P5, conducted in 2016 and used to inform teaching and learning
The Democratic Republic of Congo	Improvement of Grade 2 and 4 students' test scores in reading, in French and in national languages, as measured by standardized learning assessments carried out by teachers and supervised by the parental committee
Nepal	Standardized classroom-based EGRA for Grades 2 and 3 are conducted with parent observation, and results are shared and discussed with parents in 3,000 schools/communities.

Verification of results must be carried out before funds for the variable part can be released. Depending on the disbursement-linked indicator (DLI), timing of verification may coincide with the government's budget cycle or the completion of the academic year. In the case of the Democratic Republic of Congo, the grant's variable part is divided equally between the three stretch indicators and progress is measured through a combination of process, output and outcome indicators. In Rwanda, the application indicates that the means of verification is the consensus opinion of the Education Sector Working Group (ESWG) at the backward-looking 2017 joint sector review. In Mozambique, DLI verification relies on third-party verifications using the EMIS, as well as sample surveys. Nepal's verification process combines LEG reviews and third-party verification. In Malawi, the LEG reviews the report on stakeholder consultations and documents certifying the stakeholders' signoff. The achievement of the Year 2 DLI target will be confirmed

[95] Meeting of the Board of Directors, May 28, 2014, p. 11.

by the GA and validated by the LEG. Finally, independent verification agents conduct surveys on a sample basis after completion of an academic year and report on baselines and targets in targeted districts.

Upon verification of results, funds will be released. The mechanisms can be structured flexibly so that disbursement can be tied to the attainment of annual targets. Disbursement arrangements may also allow partial disbursement against partially achieved results.

In Malawi, the payments against the achievement of indicators are made on a reimbursement basis, where the government pre-finances agreed-upon eligible expenditure items and submits an application for reimbursement up to the maximum of the DLI payment value for the given year when a particular target is achieved. Partial achievement of a target in Year 3 will lead to partial disbursement, and the remaining balance will be rolled over to the next year for reassessment and disbursement if the target is met.

In the case of Mozambique, if a target in a given year is met, the amount allocated to the target will be disbursed the following year. If a target is only partially met (above 60 percent), the disbursement will align with the level of progress achieved by measuring the value observed the year before and the value observed in that given year.

In the Democratic Republic of Congo, the activities funded by the variable part are not earmarked. If some of the results agreed in the variable part are not achieved, resulting in a partial disbursement of the variable part, the program will be restructured: partial disbursement of the grant's variable part will mean that some activities will be downsized.

In Nepal, for the equity targets related to a reduction in out-of-school children, the disbursement amount will be proportional to the percentage of target achieved, provided a minimum threshold of 51 percent of the target is met. Disbursement related to efficiency will be conditional on department of education reports, official documents and actual mark sheets of exams. Learning-outcome disbursements will be proportional to the numbers realized, but a minimum 51 percent of the target must be achieved to be eligible for disbursement.

Key Observation: **Need for more investment in analysis and learning around GPE's operating and funding model — It is evident from this portfolio review that there has been substantial progress made across many different areas during FY16 as the funding model and activities to strengthen the operational model are rolled out further. However, as expected, both strengths and areas for needed improvement are identified in the process. It is important to ensure GPE has a strong mechanism for analysis and learning so that lessons are captured and, accordingly, processes and requirements are systematically refined.**

4 SUPPORT TO COUNTRIES AFFECTED BY FRAGILITY AND CONFLICT

Millions of children around the world are affected by conflict, natural disasters, complex humanitarian emergencies, internal strife and fragility. Increasingly, the world's out-of-school children live in countries facing war and violence.[96] As a result, they are deprived of their right to education. Ensuring access to quality education protects the rights of children and youth in the midst of chaos while instilling a sense of normalcy and shoring up resilience.

GPE is strongly committed to addressing this crisis. GPE 2020, the partnership's new strategic plan, makes support for countries affected by fragility and conflict a focus over the next five years. GPE's support to these countries continues to increase.

As of fiscal year 2016, 28 GPE partner developing countries were classified as affected by fragility and conflict, which is 54 percent of 52 DCPs with active ESPIGs. Grant investments in FY16, therefore, are fully in line with GPE 2020 in terms of support to these countries.

GPE provides a foundation for coordination and dialogue among development and humanitarian actors in countries as diverse as Burkina Faso, Burundi, Central African Republic, Chad, the Democratic Republic of Congo, Guinea, Liberia, Nepal, Sierra Leone, Somalia, South Sudan and Yemen. These countries experienced a crisis at some point during FY16, or continued to feel the direct impact of a major crisis experienced previously. In response, GPE has used four mechanisms put in place over the years, which are described in a policy brief entitled *GPE's Work in Countries Affected by Fragility and Conflict* published by the Secretariat in September 2016. They can be summarized as follows:

- GPE supports education sector plans that reinforce emergency readiness, preparedness and planning through the ESPDG.
- GPE supports transitional education planning, which offers a unique starting point for policy coordination when countries are emerging from a crisis — specifically recognizing the need to establish links between development actors (organized within a local education group) and humanitarian actors (through the education cluster). [97]
- Through its accelerated financing mechanism, countries with an existing maximum country allocation that has not yet been accessed are able to draw down up to 20 percent of this allocation through an accelerated grant application process to meet immediate needs when a crisis strikes.[98]
- GPE grants can also be restructured to meet emergency needs, and can be deployed for direct service provision to address urgent needs, under the GPE *Operational Framework for Effective Support in Fragile and Conflict-Affected States*, adopted in 2013.

The following section highlights some of the crisis situations experienced in DCPs in FY16. It also describes how GPE responded.

[96] UNESCO, "Education for All 2000–2015: Achievements and Challenges" (2015).

[97] *Guidelines for Transitional Education Plan Preparation* (May 2016).

[98] *Guidelines for Accelerated Support in Emergency and Early Recovery Situations* (updated in August 2015).

4.1 POLITICAL CRISES AND LARGE-SCALE VIOLENCE

Burkina Faso

Following a coup d'état that lasted for seven days in September 2015, in which 11 people died and more than 250 people were injured, aid was temporarily suspended by key development partners in Burkina Faso. This had an impact on GPE-funded activities, as the GA in the country was the Agence Française de Devéloppement (AFD) and France suspended its support. The coup was rapidly resolved, however, and AFD continued to act as GA. The 2016 joint sector review highlighted delays in implementation of the sector plan, including the pooled fund supported by GPE, which were linked to the disruption caused by the coup, among other reasons. The Secretariat was in regular contact with the GA and the coordinating agency to follow up on evolutions. It informed the Board on the suspension of aid, which in itself did not impact the implementation.

Burundi

After 10 years of growing stability, Burundi fell back into political crisis on April 26, 2015, when protests erupted in reaction to the president's announcement that he would seek a third term. Belgian Technical Cooperation (BTC) was the GA for the ESPIG in the amount of US$52.9 million and UNICEF was the coordinating agency. Subsequent to the presidential election held in July 2015, which resulted in the incumbent's re-election, the political crisis and civil unrest worsened and led Belgium to decide in November 2015 that it would no longer be the GA for grant implementation nor coordinator of the pooled-fund partners. BTC announced it would hand back its GA mandate to GPE by May 31, 2016, once a replacement was identified. In February 2016, UNICEF was proposed as GA for the grant until completion, with a remaining allocation of US$20.1 million, corresponding to the amount that had not yet been disbursed by BTC.

In conjunction with the change in GA, and as a result of delays in implementation and shifting priorities, the ESPIG was restructured into a project that aims to consolidate basic education reform and promote access and quality, as well as a peaceful school environment. UNICEF, AFD (which has been selected as GA for the next grant) and BTC worked closely together to prepare the revision request and establish a tentative road map for the next grant, depending on country conditions. The Secretariat accompanied this process guided by GPE's *Policy on Education Sector Program Implementation Grants*, and the *Operational Framework for Effective Support in Fragile and Conflict-Affected States*. The Board approved the ESPIG revision proposal on June 14, 2016, following recommendation by CGPC in its April 2016 meeting.

Central African Republic

In the Central African Republic, GPE contributed to an early recovery intervention through the provision of accelerated funding and support for the development of a transitional education plan. After the 2013 crisis, over one-third of schools were damaged. The accelerated funding of US$3,689,897, approved by the Board in November 2013, allowed about 113,500 students and 560 teachers to return to schools by restoring quickly the basic educational services, rehabilitating 241 damaged schools, supporting catchup classes and providing school materials to children in the areas most affected by the conflict, as well as provision of daily lunches in partnership with the UN World Food Programme.

In 2014, GPE helped the country to develop a transitional education sector plan for the period 2015 to 2017 to restore the education sector to its pre-2013 situation, and an additional grant of US$15.5 million was approved by the Board in December 2014 to contribute to the implementation of this transitional plan. During the first year of implementation, the additional grant has contributed to the reopening of 74 percent of schools in GPE target areas by continuing the activities implemented through the accelerated

funding, in particular in the areas that are still inaccessible to the government because of insecurity, thanks to the partnership with nongovernmental organizations.

In addition to the distribution of learning materials to pupils and teachers, in 2016 GPE has also started to reinforce the capacity of the ministry of education by restarting the training of 500 new teachers each year, launching the census of teachers paid by parents for the preparation of the subsidy pilot project, and preparing the school data collection with the help of UNESCO's Institute of Statistics. In particular, GPE has supported the ministry of education to map the existing schools (e.g., functional, closed, abandoned, destroyed).

Moreover, GPE continues its unique role in promoting donor coordination through the local education group, which has played an important role in the planning process when crisis struck. In particular, the TEP has helped to leverage additional financing and aligned the existing funding to new priorities. The implementation of the European Union program started last year, which complements the GPE program by targeting the provinces not covered by GPE with the same package of interventions. A program of AFD also helps to re-establish the capacity of the ministry of education in coordination with the GPE program. The NGOs, which are supporting the GA to implement the GPE program, provide co-funding to implement the activities of the GPE program, and the humanitarian education cluster works closely with the local education group. In June 2016, the ministry of education organized the first joint sector review after the 2013 coup, thanks to the support provided by LEG members.

Chad

The humanitarian crisis in the Lake Chad region involves large numbers of refugees and returnees fleeing violence in northeastern Nigeria. The crisis is exacerbated by declining oil prices, which challenge the government's ability to meet spending targets in education.

Using GPE support, Chad set a strong example for GPE partner countries by becoming the first GPE partner to include refugees in its transitional education sector plan in 2013. GPE subsequently provided Chad with two grants to implement the TEP (US$7.06 million and US$40.14 million for the period 2013–16.) GPE is supporting Chad's development of an education sector plan for the period 2017–26.

GPE confirmed in May 2015 an indicative allocation of US$34.8 million in new ESPIG funding for Chad. In March 2015, during Chad's annual education joint sector review, a discussion between the ministry of education and its development partners led to a decision to mobilize additional funding to respond to the humanitarian crisis. Under GPE's accelerated funding mechanism, Chad was eligible to request US$6.96 million as accelerated funding (equivalent to 20 percent of the current indicative allocation) to focus on basic service delivery.

GPE country-level partners worked closely with the country's education cluster to develop an emergency project aimed at addressing the education crisis in the Lake Chad region. The Chadian government's approach has been to shore up the school system in the most troubled areas so that affected populations will not feel abandoned in the context of severe national spending cuts. This has included payment of subsidies for community school teachers, school feeding, micronutrients, dignity kits for girls, support for civic education, classroom construction, latrines and water supply for schools, in-service teacher training, textbook distribution, and literacy for out-of-school youth.

The Chadian authorities submitted a proposal for accelerated financing to GPE on January 8, 2016. Funding was approved by the CGPC on February 4, 2016, meeting GPE's commitment to process

accelerated funding proposals within a four-week window. Funds were rapidly disbursed to GPE implementing partner UNICEF by February 9, 2016, demonstrating the speed with which GPE can move to support accelerated financing for humanitarian crises.

The Democratic Republic of Congo

GPE supported the Democratic Republic of Congo to prepare a transitional education sector plan for the period 2012 to 2014 — the country's first education sector plan since independence. Access to a free, quality education for all Congolese children was introduced in 2010 by the government. In many towns and villages, however, parents still contribute to school costs to cover school maintenance, administration, and even supplies and teachers' salaries. Motivated by the new TEP, the government increased the share of its budget allocation for education, from 9 percent in 2010 to almost 16.8 percent in 2013 and 17.8 percent in 2014.[99] GPE is presently supporting the government's efforts with a US$100 million grant that covers school rehabilitation and construction in the most deprived provinces, distribution of 20 million textbooks around the country, and improvements in sector management.

In 2015, GPE also contributed to support the Democratic Republic of Congo to develop its first sector-wide education plan for the period 2016–25. The new ESP was based on findings from a recent sector analysis that had been conducted with the support of Pôle de Dakar/UNESCO-IIEP. The diagnostic includes a further analysis of the impact of risks and conflicts on the education sector.

The ministry of budget and ministry of finance have committed to continue increasing the budget allocation to the education sector so that it reaches 20 percent by 2018, and the local education group endorsed the new plan in January 2016. The Board, at its June 2016 meeting, approved a new ESPIG of US$100 million, which will run from September 2016 to December 2020 to contribute to the implementation of the new plan. The new grant follows GPE's new performance-focused, results-based funding model, with strong focus on the credibility of the sector plan, domestic financing and the capacity to produce data; and with a results-based mechanism to disburse funds upon verified progress in equity, efficiency and learning outcomes.

Somalia

The protracted crisis that started in 1991 continues to severely affect Somalia and its education sector. In certain areas, regular attacks are committed by terrorist organizations. Lack of clarity regarding de-federalization of power has also challenged the implementation of programs, including GPE-funded activities. Data is also very difficult to obtain, though important progress has been made especially in Benadir, Somalia-Puntland and Somalia-Somaliland.

The country has also suffered droughts exacerbated by El Niño, in particular in Somalia-Puntland and Somalia-Somaliland. The Secretariat has been in contact with the education cluster as well as education ministries in these two regions to discuss actions in order to mitigate the effects of El Niño. Meanwhile, ESPDGs are currently supporting sector analysis and sector planning in both sub-entities, and the process is well underway for the submission of grant applications using the new funding model. While requirements around a credible sector plan are on the way to being met, there are severe government budget and data challenges. This will be a case where the adaptability of the funding model to highly challenged environments will be put to the test.

[99] According to UNESCO Institute of Statistics' UIS.Stat database.

South Sudan

Large-scale violence across the country and a civil war in three states that started in December 2013[100] have led to massive internal displacement, including of 500,000 children, or have forced populations to seek refuge in neighboring countries. Education services collapsed in the three affected states, schools closed, teachers were displaced, school buildings were occupied by armed groups, and fund transfers to schools were stopped. The conflict also shifted the domestic attention to security and military away from education and health. South Sudan has the lowest public expenditure in education, and the ministry of education did not even receive the total planned allocation in the 2015 national budget.

Implementation of GPE-funded activities has been severely delayed. Data collection did not take place in the three warring states, while teacher training, school grants and monitoring — among others — were also severely disrupted. The donor response was divided between moving funding away from long-term development goals and supporting immediate emergency needs. Some donors shifted resources from development activities to emergency activities, and the United States Agency for International Development (USAID) has informed that it will stop supporting the GPE-supported program, to which its was contributing. However, the LEG decided not to use the GPE funding for emergency activities. USAID already promised funding for emergency activities, and it was deemed necessary to continue with the system building through the GPE-funded program. This was a pragmatic and bold decision on the part of the LEG in South Sudan. UNICEF, as GA, presented a restructuring proposal in light of the impact of the conflict on the education system and the program was duly restructured, with a thorough conflict analysis conducted to inform the program restructuring. In April 2016, the CGPC approved the restructuring of the ESPIG and the extension of its closing date until November 30, 2017.

Yemen

Following the high level of violence and insecurity due to armed conflict and airstrikes by the Arab Alliance since January 2015, the Secretariat initiated the implementation of GPE's *Operational Framework for Effective Support in Fragile and Conflict-Affected States* in March 2015. The Secretariat's efforts led to the organization of a successful LEG meeting in Amman in May 2015, which resulted in identifying a few areas for immediate implementation: (1) refurbishment/rehabilitation of schools mostly affected in the conflict; (2) psychosocial support to students; and (3) provision of basic learning supplies. As a result, in July 2015, UNICEF — after LEG endorsement and MoE approval — submitted the reprograming request of US$9,679,220 (13 percent of the original grant amount), which received a no-objection from the Secretariat.

In January 2016, the German aid agency, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, as coordinating agency, convened a follow-up LEG meeting in Amman to review the situation and assess the impact on the education sector. During the meeting, partners identified several areas for further strengthening, including the coordination between the LEG and the education cluster, improved communication between partners on the ground, and the need for transitioning from the emergency response plan to a transitional education sector plan in the face of the emergency situation potentially continuing beyond the next six months. The request for a new restructuring of the grant, which included — among others — adjustments in approved activities and addition of new activities, as well as an extension of 12 months until March 2019, was approved by the CGPC in April 2016.

[100] The portfolio review covers the fiscal year 2016. This section does not include information relating to the situation that has rapidly changed since early July 2016.

4.2 EBOLA OUTBREAK

Guinea

The outbreak of Ebola virus disease in February 2014 had a dramatic impact on the development of the country, which had completed a political transition in 2013 following a coup in 2008. The epidemic highlighted the country's weaknesses in all sectors, including its economy and social services. In the education sector, the start of the school year 2014–15 had to be delayed for three months, until January 2015. Low funding for the sector, due to the overall critical economic and financial situation of the country with the impact of Ebola, has severely affected the latest campaigns for increasing literacy rates, strengthening civic education and implementing in-service teacher training plans.

In order to mitigate the impact of the epidemic on the country's development, the government — with support of its partners — developed a Post-Ebola Priority Action Plan 2015–17. It builds on the Poverty Reduction Strategy 2013–15 and its main action areas, while concentrating measures on stopping the epidemic, avoiding new flares, and tackling the most pressing social and economic needs of the most vulnerable populations.

Guinea received a third ESPIG for the period 2015–18 in the amount of US$37.8 million, following approval by the Board in December 2014. Due to delays in finalizing financial arrangements for the pooled funds, to which the World Bank, AFD and UNICEF contribute, the agreement between the trustee and the government was signed on July 21, 2015, and implementation started in October 2015. Since the Ebola crisis has led to much education sector work being postponed, the government and its partners were interested in maintaining the GPE program focus on education sector development during the crisis and in the post-crisis period.

Liberia

The outbreak of Ebola virus disease in 2014 and 2015 resulted in a suspension of the academic year and restriction on movement, which severely impacted project implementation. Throughout the crisis, LEG meetings continued and donor coordination was reinforced, with the Secretariat actively engaged. The education cluster was activated to coordinate the reopening of schools and organize additional data collection to respond to gaps in EMIS.

Linked to the disruption caused by Ebola, the project initially approved in May 2010 was extended by an additional year to June 29, 2016. In June 2016, the ministry of education and the World Bank as GA requested to further extend the closing date of the project to December 29, 2016, to ensure the successful completion of a number of activities, including the last school constructions and the textbooks utilization study. All components, subcomponents and activities planned remain unchanged by this last extension. The Secretariat approved the request on June 24, 2016.

Sierra Leone

The Ebola outbreak in Sierra Leone forced all schools to close from September 2014 until April 2015. The Ebola Strategic Response Plan of the Ministry of Education, Science and Technology was developed, with the LEG showing strong commitment to respond to the crisis and enhance dialogue. Funds were raised to implement the plan, including the reallocation of US$1.45 million of the GPE co-funded program. As part of the plan, and in order to mitigate the effects of the crisis, the ministry organized two condensed school years in 2015–16, transitioning back to a normal school year from September 2016. It will be important, however, to gradually roll the activities related to the Ebola recovery into the 2014–18 ESP. The crisis led

to significant delays in the implementation of GPE-funded activities. During the upcoming mid-term review, it will be assessed whether the ESPIG will need to be extended.

4.3 NATURAL DISASTERS

Nepal

Due to the devastating earthquakes in April and May 2015, over 35,000 classrooms were mostly or entirely damaged, leaving more than one million children lacking access to safe permanent places in which to learn. Eighty percent of the damage and losses were concentrated in the 14 most affected districts (of the 75 districts). Approximately 8,000 temporary learning centers were established to allow the continuation of education. Students and teachers in affected and non-affected districts have received disaster risk awareness training. Disaster risk reduction instruction was integrated within the curriculum, together with pre-service teacher professional development. With the principle of "build back better," seismic-resilient school building designs have been developed for different education levels. A severe commodity and fuel crises in the last few months of 2015, however, undermined the reconstruction activities. Reconstruction of schools has started now after assessments and tendering, and the retrofitting of some 200 schools was completed.

Against the difficult backdrop of the earthquake aftermath and fuel and commodity crises, the ministry has been developing its new sector plan, the School Sector Development Plan 2016–23, through a consultative process since the fourth quarter of 2015 and with financial support from the ESPDG. Appraisal was carried out and detailed revisions are currently being made in view of its endorsement. The plan includes the provision of transitional access to education for nearly 1 million children in the affected districts, and rationalized construction and reconstruction of over 7,000 schools, also including the retrofitting of existing classrooms.

Nepal received a second ESPIG for the amount of US$59.3 million (including US$17.79 million for the variable part), following the Board approval in May 2015. As of June 2016, the Secretariat has not received a restructuring request. In the early weeks after the earthquake, the government indicated it did not wish to shift the funding from development to emergency activities, despite the substantial funding required for rebuilding schools and providing continued education services in affected areas.

5 QUALITY ASSURANCE AND RISK MANAGEMENT

5.1 ENHANCED QUALITY ASSURANCE MECHANISMS

The quality assurance function is a key pillar of an effective country-level operational platform[101] and has at its core a focus on enhancing the partnership's work at the country-level to support fulfillment of its goals and strategic objectives, as outlined in the GPE Strategic Plan 2016–2020. The Secretariat's Quality Assurance (QA) Unit was established in May 2015 in response to the recommendations of the partnership's 2014 organizational review.

Over the past year, the QA function has responded to the Board's requests to strengthen GPE's operational platform by developing the following major components of the QA framework:

1. A revised quality assurance review (QAR) process for education sector plans, centered on a strengthened independent assessment of ESPs and linked to more systematic upstream support to planning processes through the ESPDG and advisory support.
2. A standard methodology for the CGPC's review of grant applications based on agreed-to quality standards, and linked to an adjusted Secretariat's quality assurance review (QAR) process.

5.1.1 Quality Assurance Review Process for Education Sector Plans and Their Strengthened Independent Assessment

The quality assurance of ESPs results from the Board's adoption of measures to strengthen the operational platform.[102] The process incorporates as its cornerstone the independent assessment of education sector plans and the creation of a roster of consultants trained in the GPE/IIEP plan preparation and the plan appraisal guidelines. These consultants will conduct assessments of draft ESPs using common standards and a common methodology. While many countries have already conducted independent appraisals before finalizing their ESPs, appraisal requirements neither specified independence nor the use of GPE/IIEP guidelines as the common methodology, thus leading to significant inconsistencies over how well plans covered and met quality standards. In addition, there was also inconsistency in how appraisal results were used in stakeholder dialogue and to finalize the plan.

To reach its strategic goals and objectives, GPE should support quality through collaboration and high-quality guidance and inputs to the process. It should also use quality assurance to verify that guidance. Financial support through the ESPDG and the collaborative process at the country-level lead to broadly owned, evidence-based, relevant sector plans of good quality. The operational risk framework (Section 5.2.1: Operational Risk Framework), when rolled out, will allow the Secretariat to calibrate its direct engagement, according to sector risks and capacity at the country level, thus investing more of its technical resources where the need for Secretariat engagement is strongest. The quality assurance function allows for consistent attention to quality across the partnership, independent of the level of advisory engagement.

[101] This QA function is noted as a key pillar in BOD/2015/10-DOC 06 – Global Partnership for Education Proposal for a More Effective Operational Platform (approved by the Board in decision BOD/2015/10-02).

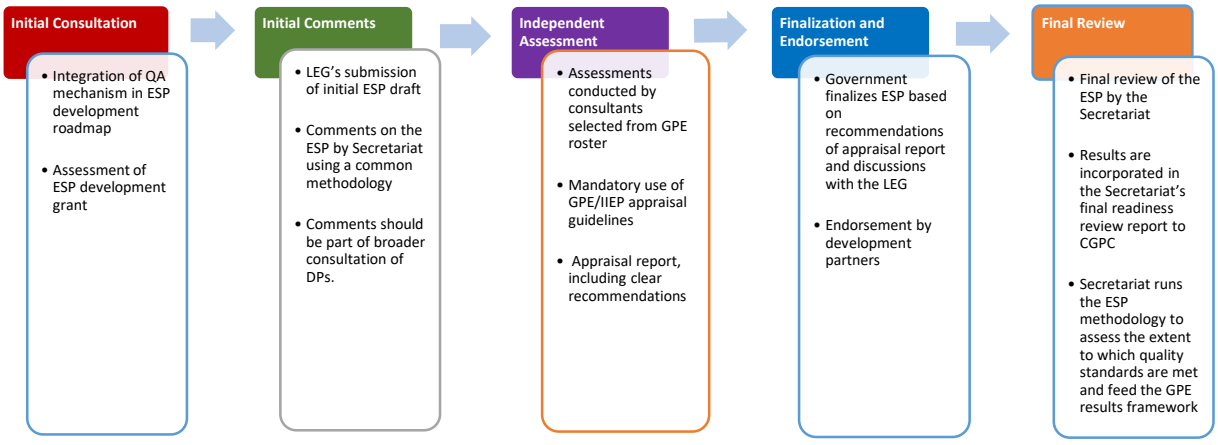
[102] As outlined in BOD/2015/10-DOC 06 – Global Partnership for Education Proposal for a More Effective Operational Platform (approved by the Board in decision BOD/2015/10-02).

The revised quality assurance mechanism for ESPs is composed of two parts: an "upstream" process and a "downstream" process:

- The upstream process consists of a multi-phase approach that aims to support the enhanced quality of ESPs, through a process that both guides and verifies the quality of ESPs as outlined in the IIEP/GPE plan preparation guidelines. The ESP QA process is linked to strengthened upstream guidance through the revised ESPDG guidelines and with Secretariat support. Feedback on draft plans from the Secretariat is timed to coincide with feedback by in-country development partners, and is focused on the quality standards used by the partnership.
- The downstream process aims to review and assess endorsed ESPs to (1) verify they meet the GPE funding model requirement on a credible ESP/TEP, and (2) monitor the overall robustness of ESPs in GPE countries to feed GPE's results framework indicator (16a), which measures the share of endorsed ESPs meeting quality standards, as defined in the plan preparation guidelines.

The QAR process is embedded within the country-sector dialogue and ESP development process. The responsibility for the quality assurance process lies with the country's LEG and the Secretariat, and is based on transparency of the process and consistency of methodologies to assist countries in meeting agreed standards. The process below provides a brief overview of the country-level process, which is explained step by step in the paragraphs and graphic below.

Figure 13: Quality Assurance Review Process for Education Sector Plans



Initial consultation takes place during the launch of the ESP development process. It is the Secretariat's responsibility to ensure partners at the country level are informed of the quality assurance mechanisms and milestones expected for fulfillment of the requirements for receiving GPE grant funding. Discussion of these mechanisms and milestones upfront ensures that these are integrated in an ESP development roadmap. The Secretariat must also inform partners of the availability of funding to support sector analysis and planning through the ESPDG.

Initial comments on a draft ESP are provided by the Secretariat as part of a broader consultation with development partners. The LEG should decide when the first ESP draft is ready to be shared for

comments. The Secretariat will use the ESP methodology[103] that was developed, based on the plan preparation guidelines, to ensure consistency in the application of GPE-agreed quality standards.

The QAR process includes an independent assessment of the draft ESP, based on the plan preparation and appraisal guidelines. As part of its decision to further strengthen the GPE appraisal process, in December 2015, the Board[104] mandated that:

- IIEP/GPE appraisal guidelines should be used to perform this assessment.
- Consultants should be selected by Development Partner Groups from a roster of experts trained to use the appraisal.

On the second point, so that the use of the roster will not contradict international standards for procurement, countries can select an independent consultant through an open procurement process. If the selected consultant is not on the roster, he or she will be invited to complete the GPE/IIEP online training in the use of the appraisal guidelines and thereby be added to the roster.

The ESP is finalized by the government based on the conclusions and recommendations of the appraisal report after discussion within the LEG. The final version of the ESP is shared with the in-country development partners for their endorsement. An endorsement letter, signed by development partners at the highest appropriate level, should incorporate the main recommendations of the appraisal report — the former of which still need to be considered and should articulate the way forward in improving the ESP strategies and elements to monitor during a joint sector review mechanism. It is important also to note that the ESP is only fully "credible" if adopted by the government as its national education sector plan.

A final review is conducted by the Secretariat once an ESP has been endorsed. The results inform the Secretariat's final readiness review report and the CGPC's final assessment matrix, which are currently being piloted (discussed below). The Secretariat also conducts a final assessment of the ESP, based on ESP methodology. The results of these assessments feed the GPE results framework performance indicator[105] measuring the quality of ESPs.

5.1.2 Quality Assurance of the Grant Application

In the final quality assurance and decision-making on grants, the CGPC plays a central role. At its October 2015 retreat, the Board of Directors noted "the agreement within the CGPC to develop a consistent methodology for the review of grant applications" and requested "the Secretariat work with the CGPC to

[103] The ESP methodology is an assessment tool based on the plan preparation guidelines (GPE and IIEP, 2015). It is designed to assess the extent to which ESPs meet the seven quality standards defined in the Guidelines. In order for an ESP to be considered a quality plan, it must meet at least five of the following seven quality standards: (1) guided by an overall vision, (2) strategic, (3) holistic, (4) evidence-based, (5) achievable, (6) sensitive to context, and (7) attentive to disparities.

[104] Option 1A in BOD/2015/12 DOC 09 Rev. 1 Independent Assessment of Education Sector Plan – Costed Options (approved by the Board in decision BOD/2015/12-14).

[105] As mentioned earlier, performance indicator 16a in GPE's results framework: Proportion of endorsed (a) education sector plans (ESP) or (b) transitional education sector plans (TEP) meeting minimum standards and able to assess trends in the improvement of plans.

finalize a methodology for CGPC's review of applications based on agreed quality standards, as well as a methodology and process to ensure the Secretariat's quality assurance review is aligned to these."[106]

The Secretariat, therefore, developed a final assessment methodology based on existing quality assurance tools and mechanisms. The methodology is intended to help CGPC members look at the evidence and recommend to the Board whether to approve, not approve or partially approve an application based on common dimensions and clear criteria. In April 2016, CGPC agreed to pilot the methodology for at least two rounds and then make a decision on its adoption and revision.

The CGPC final assessment methodology is designed in the form of a matrix with two major components:

Component 1 serves as a final quality check to assess whether the country has met the requirements to apply for the grant. It summarizes the main conclusions of the quality assurance review (QAR) process led by the Secretariat. The role of the CGPC for this component is (1) to check that the QAR process has been comprehensively followed, and (2) to decide whether the requirements to access the maximum country allocation (MCA) as defined in the GPE funding model are met for the fixed and variable part of the MCA.

As a first approach to the final evaluation of the technical soundness of the program by the CGPC, the matrix also includes the results of the quality standards assessment for program documents. This methodology assesses whether the program meets quality standards on (1) program design, (2) program budget, (3) results' framework, (4) monitoring and evaluation, (5) readiness, (6) risks, (7) sustainability and (8) aid effectiveness. These quality standards are also reflected within the assessment conducted by the Secretariat at QAR Phase II: Program Review.

Component 2 proposes a set of criteria and questions to guide CGPC members in examining the "case for investment" of the final grant application package. The objective of this component is to assess whether the ESP and associated GPE-financed program are likely to lead to results in the sector, in terms of improved education systems and outcomes, in line with GPE's goals. This "case for investment" uses the following three key dimensions:

- **Transformative effect** dimension assesses whether the application documents demonstrate in a convincing and manner — based on evidence and a solid theory of change — that the proposed interventions will have the ability and opportunity to significantly strengthen the education system and/or to improve the educational results of the country within the implementation period of the program.
- **Value for money** dimension assesses whether the program demonstrates favorable use of GPE funding to achieve intended results at the sector level through its support to the implementation of the ESP in the context of the country, and to contribute to GPE's global impact and outcomes.
- **Risk** dimension reflects and synthesizes the risk assessment analysis developed by the GA and assesses adequacy of mitigation measures. The risks and mitigation measures focus on those that could affect the achievement of the objectives of the program and of the ESP.

[106] Board Document BOD/2015/10-DOC 06 – Global Partnership for Education Proposal for a More Effective Operational Platform (approved by the Board in decision BOD/2015/10-02).

5.1.3 Revisions to the Quality Assurance Review Education Sector Program Implementation Grants Process

The quality assurance process for ESPIGs includes three phases:

- **Phase I: Program Identification** supports transparent, collaborative decision-making around the use of GPE funds; serves to assess links between the proposed program and the ESP; and ensures that GPE strategic priorities are addressed in the application. It also includes an assessment of the country's readiness to fulfill the three key requirements of GPE's funding model.[107]
- **Phase II: Program Review**, during which the complete draft program document (including all required annexes) that has been developed by the GA, in close collaboration with the government, is subject to a rigorous review. The program review has two objectives: (1) to continue to support country-level collaboration around the use of GPE funds started in Phase I, and (2) to provide a technical assessment of the program and of the indicators linked to the variable tranche that will facilitate the preparation of a robust and relevant set of interventions with the potential to achieve results in the sector.
- **Phase III: Final Readiness Review** is carried out by the Secretariat. This provides a final assessment of the quality of the application. This phase (1) assesses the completeness and consistency between application documents, and (2) provides an overview of the context, process and the key strengths and weaknesses of the proposal. Phase III draws on Phases I and II and serves as a basis for CGPC recommendations on country allocations to the Board of Directors.

In order to ensure alignment with the CGPC final assessment methodology, the Secretariat undertook revisions to QAR Phase II and QAR Phase III. Regarding QAR Phase II, the work comprised revisions to the QAR Phase II guidance note for consultants and template for consultants. It also included the development of a quality standards assessment for program documents (already referenced and currently under pilot) and the development of guidance questions for assessing the variable part, focusing on (1) alignment, (2) relevance, (3) transformative effect, (4) adequacy of indicators and targets, (5) reliability of means of verification, and (6) clarity and adequacy of the disbursement mechanisms. This latter mechanism has not yet been rolled out; it is expected to be used by the first round of 2017.

On QAR Phase III, revisions were made to the final readiness review (FRR) prepared by the Secretariat to assist the CGPC in making informed recommendations. Revisions to the FRR template were aimed at reducing duplication with the application form and program document, focusing on additional analysis from the perspective of GPE's strategic goals and objectives, GPE's historic engagement in the country and the leveraging impact of the funding model. The assessment of an application must give due consideration to context and capacity, so that GPE's processes drive progress across DCPs from a range of starting points. The Secretariat's FRR therefore presents contextual challenges and how these have been addressed through the ESP and grant development process, allowing the CGPC to take the trajectory as well as the end result into account when making its recommendation.

[107] GPE funding model requirements: (1) a credible endorsed ESP or, in conflict-affected countries, a TEP; (2) evidence of commitment to finance the endorsed ESP or TEP, and (3) the availability of critical data and evidence for planning, budgeting, managing, monitoring and accountability or, alternatively, a strategy to develop capacity to produce and effectively use critical data.

5.2 MANAGING RISK ACROSS THE PORTFOLIO

5.2.1 Operational Risk Framework

In October 2015, the Board approved a number of recommendations to strengthen GPE's operational model, including the development of an operational risk framework to support a differentiated risk-based approach to quality assurance and monitoring. Since then, the Secretariat has presented a draft of the operational risk framework to the Board, which was endorsed at the Board meeting of June 2016. The Secretariat is currently working to finalize risk identification in GPE countries and develop country risk management plans for high-risk countries and grants to present to committees in October 2016 and the Board in November 2016.

The objective of the operational risk framework is to ensure that the Secretariat understands and supports risk management on a country-by-country and grant-by-grant basis. In so doing, the Secretariat will be able to ensure an appropriate approach to supporting the sector plan development in each country, quality assuring new grant applications, and monitoring program progress. Importantly, the operational risk framework is not designed to duplicate the risk management policies and procedures of grant agents. Instead, the framework will allow the Secretariat to cross-check the GA's risk assessment with the broader contextual risks when assessing grant applications, and to improve consistency of risk management by addressing risk at the country, sector and grant levels in a systematic way. It therefore complements the current corporate risk matrix.

The operational risk framework differentiates risks at the country, sector and grant levels:

- **Country Risk:** The operational risk framework uses the methodology developed by the Global Fund to Fight Aids, Tuberculosis and Malaria for the assessment of country risk. The country/external risk index is a composite index derived from several international indices, and can inform GPE on the contextual risk level per eligible country. The Global Fund currently ranks countries into four categories of "contextual risks": very high, high, medium and low. This assessment will be used as background information to inform sector/grant risk assessment on factors beyond GPE's control. Working with this existing methodology has allowed the Secretariat to align definitions of country risk with partner organizations and avoid additional costs associated with the development of a specific methodology.

- **Sector/Grant Risk:** The monitoring of risks at the sector and grant levels focuses on a few critical or overarching functions in the GPE model, which the Secretariat intends to track systematically across countries. It relies on a set of basic and objective indicators, where available, as well as comprehensive information provided from grant agents and from regular monitoring work performed by the Secretariat. Risk identification at the sector and grant level enables the Secretariat to target country support more effectively and focus oversight on key sectors or grant risks. Each sector and grant risk is given a rating of probability and impact in the case that the risk is realized.

Based on the country risk rating and grant/sector risk assessments, the Secretariat develops country risk management plans, which include targeted actions to mitigate the identified risks. Deployment of the Secretariat's limited resources, the level and intensity of quality assurance, and monitoring of project or program progress will be differentiated to ensure that the mitigation actions and level of effort are

commensurate with the risk. This will allow resources to be freed up in low-risk situations, where possible, and will allow greater resources to be used to better manage higher-risk situations.

This being a pilot phase, the Secretariat will implement and make necessary revisions to the tool within the next year. On an annual basis, the Secretariat will review the effectiveness of the mitigation measures and re-evaluate the identification and assessment of risk. Particular emphasis will be placed on identifying broader trends across the portfolio and identifying areas that require adjustments to policy or resources (e.g., revised application procedures to differentiate processes based on risk). The CGPC will also be informed of risks and mitigation measures as they relate to grant performance.

Key Observation: **Operational Risk Framework — The newly devised operational risk framework provides an opportunity for strengthened performance monitoring, including the mitigation of implementation delays. It is a tool both for the Secretariat to more efficiently deploy its limited resources, and for the CGPC to more systematically focus its performance monitoring role.**

5.2.2 Progress Report Reviews

FY16 saw the launch of another of GPE's risk management functions: progress report reviews of all active ESPIGs. As part of its risk policy adopted by the Board of Directors in December 2014, the Secretariat established in 2015 a Monitoring Unit within the Country Support Team. The Secretariat conducted joint reviews of the most recent ESPIG progress and audit reports from GAs to identify the implementation and disbursement status of programs, to agree with GAs on appropriate follow-up actions relating to issues identified, and then to verify that these issues are addressed.

A review process was prepared for piloting in September 2015. This included a review of implementation and results performance on disbursement and fiduciary performance, and cross-checking the results with information available to the Secretariat from monitoring missions and ongoing dialogue with the grant agent to determine whether there are issues that need specific effort and follow-up with the grant agent.

From August 2015 to the end of June 2016, the Secretariat completed reviews of progress reports and related documents (original program documents, GA mission aides-memoire and mission reports, if available) for 46 countries. For nine countries, this involved reviewing two or more progress reports covering different periods. During the same time, the Secretariat completed reviews of financial and audit reports for 39 countries.

Common challenges uncovered in these reviews included program designs that are very complex to implement, and a mismatch between the capacities required to implement the program, as well as the skills mix present in education ministries and project units. This can lead to substantial delays in implementation. This situation is not uncommon and was evident in GPE-supported programs in Guinea, Kenya, Niger, Nigeria, Lao PDR, Pakistan and Uganda, among others. There are also sometimes unrealistic timeframes that do not anticipate sufficiently the necessary length of the inception phase.

Programs also often fail to strike a balance between ambition and achievability. While GPE's goals require grant-financed programs to be ambitious and to support improved access, quality and capacity, this ambition usually necessitates a degree of complexity that requires sophisticated organizational,

managerial and technical skills at various levels of the system to ensure effective implementation of the programs designed and reviewed mainly by foreign experts and other outsiders. While the design of such programs may be based on detailed assessments of needs, shortcomings and opportunities within the education system, there is not usually an equivalent assessment provided of the existing and available skills and capacity needed to successfully implement the proposed program. Focusing more on the human resources and decision-making process upstream during the program design stage is important to ensure that both are commensurate with the complexity and scope of the program design and its managerial, organizational and technical requirements. These continue to be weak spots that are frequently overlooked during project preparation and inevitably cause problems and delays once program implementation begins. This can compromise the success of the program overall.

Before the new ESPIG policy was adopted in May 2015, project documents were sometimes revised after LEG endorsement and Board approval, without these changes being communicated to or approved by either the LEG or GPE. This has resulted in inconsistencies between the results framework approved by GPE and the reporting framework used by the grant agent. Such changes are usually made after Board approval and prior to receiving internal agency approval, specifically in the case of the World Bank. To resolve this problem, it was agreed with the World Bank that its decision meeting will precede submission of the application to GPE. In this way, the project documents submitted to the Board will be the final and LEG-endorsed versions. Moreover, the new ESPIG policy sets out specific approval processes and accountabilities for grant revisions.

5.2.3 Audit Report Analysis

As part of enhanced oversight and monitoring processes at the Secretariat, FY16 was the first year of implementation of GPE's annual audit report reviews. As per the final decisions of the Board of Directors' meeting of October 16, 2015,[108] the Secretariat received the mandate to strengthen the GPE operational model through enhanced fiduciary oversight of GPE grants. Annual audit reviews of GPE programs are intrinsic to this function. The audit review process consists of a systematic collection of audit reports from GAs and their review by the Secretariat, as well as a follow-up with GAs on remedies for the issues identified in the audits. Internal guidelines and procedures were developed, additional staff were hired, and FY16 saw the first round of annual audit report reviews.

The purpose of the audit review process is to monitor and report to the Board on the GAs' activities around the identification and mitigation of issues raised by auditors and related to poor practices in financial management, procurement, or safeguards at the DCP government or GA level. These actions should aim to eliminate or reduce the risk of misuse of funds or any other risks associated with lack of transparency or poor practices that can stall the successful implementation of GPE-financed programs. The results of the audit review process are measured in the GPE results framework.

Audit reports are collected by the Secretariat annually. The Secretariat aims to review all audit reports in the fiscal year they were received. Audit reports are provided to the Secretariat six months following the end of the GA's fiscal year. Since fiscal years differ between GAs, the reviews of audits take place throughout GPE's fiscal year. When several audit report reviews are due at once, priority is given to high-risk programs. The operational risk framework will enable systematic prioritization when this is required.

[108] Board decision BOD/2015/10-02 — GPE Operational Model. The approved decisions are summarized in BOD/2015/10 Doc 06-Decision.

An annual audit may be waived by the GA for a particular year in a case when the program is either less than one year into implementation or when disbursements are low. The Secretariat keeps track of these cases and follows up with GAs on the availability of the audits. There might be cases when audits are not available to the Secretariat for unknown reasons, in which case the Secretariat follows up with the GA and the DCP government on the status of the audit until it is issued and submitted to the Secretariat. One such program is Afghanistan, which has not been able to carry out the external audits because of competing obligations and low capacity within the Supreme Audit Office of Afghanistan. After regular follow-up from the Secretariat, by the end of FY16 the grant agent had commissioned an independent third-party auditor to carry out the external audits, to be made available in early FY17. In the meantime, the ministry of education has been carrying out the annual internal audits, verified by the grant agent. In addition, the grant agent has been supported in its regular oversight and capacity-building functions by an external audit firm (KPMG) acting as the grant agent's financial adviser.

During FY16, there were 37 audit reports received by the Secretariat from GAs. The Secretariat has reviewed 36 of these, or 97 percent. The one remaining audit was received on the last day of FY16 and is being reviewed in FY17.

The audit reports were conducted by third-party independent auditors, or by offices of audit general or supreme audit offices of DCP governments. Out of the 37 audits received in FY16, 26 were issued by independent third-party audit companies, 10 by the office of audit general, and one by the UNICEF Office of Internal Audit and Investigations (OIAI). For programs where UNICEF is the GA, the agency's single-audit principle applies,[109] under which audits of individual programs are not available. In some cases, however, UNICEF prepares internal audits for the entire country-office program, conducted by UNICEF's OIAI. In FY16, one such country program audit has been conducted for the UNICEF South Sudan country office, with the objective of providing assurance as to whether there are adequate and effective controls, risk-management and governance processes over a number of key areas in the office. It did not, however, cover the GPE program specifically.

In FY16, the majority of audits were satisfactory. There are three main categories of audit opinion: *unqualified* (satisfactory), *qualified* and *disclaimer*. A *qualified* opinion is issued when controls and processes in some areas of operations need improvement, or need to be adequately established and functioning. A *disclaimer* is issued in cases when the auditor was unable to form an opinion due to existing limitations in access to necessary facts or documentation, for example, in a case of a pooled funding mechanism or inability to travel to the field to conduct verifications. Of the 37 audits received, 28 were issued as *unqualified* (satisfactory), six as *qualified*, one *disclaimer* and one UNICEF internal audit.

Categories of issues found in the audit reports reviewed during FY16 can be broadly classified as technical, systemic and GA-related issues.

The majority of issues were technical issues, such as undocumented transactions, unaccounted advance payments or other types of non-compliance with policy. Some reports referred to systemic issues, such as weak government capacity; a weak public financial management system; a need to enhance monitoring of program implementation and annual program reviews with government partners; insufficient coordination among partners; or, in the case of programs for which UNICEF is GA, a need to improve management of the Harmonized Approach to Cash Transfers by rolling it out to government partners.

[109] UNICEF is subject to external audit exclusively by the United Nations Board of Auditors, undertaken in accordance with its own risk model and audit plan.

One of the most encountered GA-related issues is the reporting format of implementation progress, particularly financial utilization of GPE budget. The OIAI report of the South Sudan country-office has found that most of the country program reports did not include financial utilization reports. Instead, only the total expenditures were reported. The donors are therefore not able to check whether their contributions are used in accordance with the agreed-upon budgets, in which cases final figures are provided by the UNICEF comptroller after the year-end closure of the accounts. These findings by the OIAI match the Secretariat's most common feedback to UNICEF progress reports that, in the majority of cases, encounter this issue. The completion of the standardized reporting template for all GAs will help to resolve this issue by allowing reporting on financial utilization per component, together with other GPE-specific indicators as discussed in Section 3.3.

Timeframes for issues to be satisfactorily addressed by the GA and reported back to the Secretariat vary depending on the type of issue, with most technical issues successfully addressed within six months of the audit report being issued. The 2015 audit for the Mauritania program has established that the GPE funds were held in an account in a local commercial bank that filed for bankruptcy, following license withdrawal by the Central Bank of Mauritania. Due to urgent measures taken by the GA (the World Bank) and follow-up actions by the Secretariat, the funds were returned to the GA within seven months of the Secretariat's audit review.

Systemic issues may take longer to resolve. A qualified opinion by an independent auditor has been issued for the 2014 audit report for Nicaragua due to a number of issues related to internal controls and government capacity, such as shortcomings with operational manuals, internal administrative capacities and legislative requirements. As of the end of FY16, several of the auditors' recommendations have been implemented according to the GA's (the World Bank) observations. Confirmation of this will be provided in the 2015 audit report, which will be available in early FY17. Identification of systemic issues through audits can feed into GPE's country-level agenda to strengthen education systems, using the operational risk framework to map out where greater partnership efforts are needed to focus on fiduciary or public administration issues that have an impact on effective delivery of education services.

5.2.4 Misuse of Funds

As stated in GPE's Protocol on Misuse of Funds (2012), GPE partners have zero tolerance for misuse and will always take action to address the misuse and secure recovery of GPE resources lost to misuse. This section provides an update on current misuse cases being monitored by the Secretariat and an overview of how GPE exercises stewardship over its funds.

5.2.4.1 Update on Misuse Cases

Benin

From November to December 2014, fraudulent activities took place in school canteens in Malanville district, Benin. This was identified by a government audit in June 2015. The government took measures against individuals involved and broadened the audit to a representative sample of schools in all 25 districts targeted by the school canteens program. In December 2015 the Secretariat received the final conclusions of the audit report that had identified some other fraudulent activities in different districts, mostly through the overestimation of the number of meals distributed but also misuse of funds to buy kitchen utensils, irregular payments of the school directors' training fees, ineligible expenses relating to monitoring activities and incorrect use of fuel. The total amount of the misuse was US$69,300 (of which

US$51,800 was in Malanville district). In February 2016, the GA (the World Bank) confirmed that the total amount of misused funds (US$69,300) has been reimbursed by the government to the program bank account.

Liberia

The Liberia GPE Grant for Basic Education Project had a reported case of misuse of funds of US$35,000 in August 2014. The alleged reason was that the project support team's accountant falsified deposit slips. Upon learning of the discrepancy, the project support team alerted the minister of education, who acted quickly and requested the national police to launch an immediate investigation. Simultaneously, the project accountant was suspended from duty, and his pay for the months of August and September was withheld. In parallel, the project support team notified the World Bank, which immediately reported the incident to its investigations unit (INT). The task team also notified the Secretariat of the ongoing investigations by the Liberian authorities and the World Bank's INT unit. A judgment in the court case against the project accountant remains outstanding. INT concluded its investigation, which substantiated the allegation. INT has shared its findings with the controller's office, which ensured that necessary fiduciary measures were in place within the project. The INT concluded that the US$35,000 is deemed ineligible for financing, and the World Bank worked with the Liberian government to recover the missing funds, which have been repaid.

Madagascar

UNICEF became GPE's implementing agency in Madagascar in 2009; between 2010 and 2012, UNICEF disbursed US$18.6 million to pay 45,000 community teachers in 22 regions. Payments were made through decentralized regional state education authorities and then to teachers through local financial intermediaries. In 2013, a routine audit by an international firm was initiated by UNICEF of teachers' payments made the previous year and covering around US$8 million of expenditure. In 2014, the audit findings validated an amount of US$6.2 million, but US$38,000 was considered ineligible. In 2015, further verifications and a forensic audit were conducted by UNICEF's Office of Internal Audit and Investigation on the remaining amounts (approximately US$2 million). This exercise was completed in November 2015 and concluded that, overall, an amount equivalent to US$61,818 was deemed ineligible and hence needs to be recovered. A summary of the 23 investigation reports by the OIAI has been prepared by UNICEF and submitted to the government, together with a formal request for reimbursement of all ineligible expenditure. A formal commitment has been given by the government to provide full reimbursement, expected in early FY17.

Country Case A

In March 2016, the Secretariat was informed that the World Bank's INT has launched a full investigation into a potential misuse of funds case relating to procurement. The matter under investigation originally occurred in December 2015. In order to protect the integrity of the investigation, which is currently ongoing, according to the Protocol on Misuse of Funds (2012) (Section 9 [b] [ii]), this country is not mentioned by name. It is understood that the amount concerned is less than US$100,000.

The Secretariat will continue to monitor these cases on a regular basis and follow up with GAs if reasonable progress is not being made to resolve the case. An update will be provided to the GERF and the Board at each face-to-face meeting. In addition, final investigation reports for these cases produced by GAs will be examined for lessons learned for that particular country and across other GPE countries. If

appropriate, recommendations will be made accordingly to modify policies, quality assurance, monitoring or the operational risk framework.

5.2.4.2 Stewardship of GPE Funds

Figure 14: Overall Framework for the Protection and Good Stewardship of GPE Funds



The top two boxes are based on the strong fiduciary procedures of GAs. The next two boxes contain the legal agreements in place between GPE and member governments through GAs, and the final box represents the specific measures being taken by the Secretariat. These are further elaborated upon below:

- The Secretariat has undertaken a recent review of **GAs' minimum standards**. The review examined misuse of funds procedures and measures for the protection of whistle-blowers among these GAs. It also reviewed compliance involving financial management and institutional capacity measures, both important elements in the mitigation of misuse of funds. It was found that all GAs were in compliance with the minimum standards.
- The **Standard Selection Process for GAs** has, as one of its key selection criteria, the ability to discharge fiduciary and administrative responsibilities.
- Through the Trustee, GPE has **legal financial procedures agreements** in place with all GAs.
- **In turn, GAs have legal agreements with member governments**. GPE, therefore, has a strong legal framework in place, which includes measures to request refunds from governments in the event of proven cases of misuse.
- The final element of stewardship represents the **Secretariat measures**. First, at the foundation, there is GPE's Protocol on Misuse of Funds (2012). Second, there is now additional Secretariat capacity to ensure there is an enhanced focus on fiduciary issues. The Secretariat is now better capacitated to review audit reports and implementation reports and, importantly, to follow-up on challenges raised by these and undertake monitoring missions. Third, the **operational risk framework** specifically looks at risk at the country level, and subdivides this risk into country, sector and grant risk. This allows a significantly more detailed dive into risk identification and mitigation,

including risks around the stewardship of GPE resources. In particular, the operational risk framework specifically examines the risk of fraud and misuse of individual GPE grants, and seeks to identify the risk factors that drive a particular risk — for example, GA capacity in the country context.

These are the main ways in which GPE seeks to exercise stewardship of its funds. It is important to keep in mind, however, that despite these stewardship measures, there will remain a risk of misuse as GPE operates in some very challenging contexts.

ANNEX 1-A: EDUCATION SECTOR PLAN DEVELOPMENT GRANTS

County Name	Year joined GPE	Country Profile Information[110]				Current ESP Period (*interim)	Total Grant Amount Approved (US$)	ESA amount (US$)	ESPDG Amount (US$)	ESPDG Approval Date	ESPDG Grant Agent	Actual Start Date	Actual Closing Date	Status[111]
East Asia and Pacific														
Kiribati	Eligible	FCAC	S	SIDS	LM		200,000	0	200,000	16-Mar-15	UNICEF	16-Mar-15	30-Oct-16	Active
Lao PDR	2009				LM	2011-2015	239,520	0	239,520	19-Dec-14	UNICEF	19-Dec-14	30-Nov-15	Closed
Micronesia	Eligible	FCAC	S	SIDS	LM		231,988	231,988		27-Oct-15	ADB	1-Feb-16	1-Feb-17	Active
Marshall Islands, Republic of the	Eligible	FCAC	S	SIDS	UM		204,814	204,814	0	23-Mar-16	ADB	1-Apr-16	31-Mar-17	Active
Vietnam	2003				LM	2003-2015	233,650	233,650	0	26-Jan-15	UNESCO	1-May-15	1-Aug-16	Active
Latin America and the Caribbean														
OECS [112]	2016		S	SIDS	UM	2012-2021	298,500	0	298,500	14-Nov-14	World Bank	15-Nov-14	15-Jun-16	Closed
Guyana	2002		S	SIDS	LM	2014-2018	250,000	n/a	n/a	29-Jul-13	World Bank	15-Aug-13	31-Aug-15	Closed
Honduras	2002				LM	2014-2018	500,000	263,500	236,500	2-Oct-15	World Bank	2-Oct-15	30-Jun-16	Active
Nicaragua	2002				LM	2011-2015	500,000	250,000	250,000	26-Jan-15	World Bank	9-Feb-15	15-Jul-16	Active
South Asia														
Nepal	2009	FCAC			L	2014-2016	387,608	144,038	243,570	26-Mar-15	UNICEF	1-Apr-15	1-Mar-16	Active
Nepal[113]							78,166	78,166	0	11-Mar-16	UNICEF	1-Apr-15	15-Jul-16	Active
Sub-Saharan Africa														
Benin	2007				L	2015-2017	428,794	273,927	154,868	4-Mar-16	SDC	7-Mar-16	31-Dec-17	Active
Cabo Verde	Eligible		S	SIDS	LM		234,775	140,000	94,775	26-Aug-14	UNICEF	Jul-16	1-Jul-16	Active
Comoros	2013	FCAC	S	SIDS	L	2013-2015*	444,274	220,635	223,639	12-May-16	UNICEF	13-May-16	31-Dec-16	Active
Congo, Dem. Rep.	2012	FCAC			L	2016-2025	237,875	0	237,875	5-Jun-15	World Bank	5-Jun-15	25-Oct-15	Closed
Côte d'Ivoire	2010	FCAC			LM	2012-2014*	220,219	0	220,219	25-Feb-16	UNICEF	26-Feb-16	31-Aug-16	Active
Ethiopia	2004	FCAC			L	2015/16 - 2019/20	187,170	0	187,170	4-Feb-16	UNICEF	4-Feb-16	30-Sep-16	Active
Lesotho	2005		S		LM	2005-2015	230,000	95,114	134,886	29-Jul-14	UNICEF	29-Jul-14	30-Apr-16	Closed
Liberia	2007	FCAC			L	2010-2020	500,000	308,000	192,000	15-Jan-16	World Bank	15-Jan-16	1-Oct-16	Active
Malawi	2009				L	2008-2017	250,000	0	250,000	22-Oct-13	World Bank	30-Oct-13	31-Aug-15	Closed
Mali	2006	FCAC			L	2015-2016*	442,604	192,742	249,862	15-Jun-16	UNICEF	15-Jun-16	30-Apr-18	Active
Senegal	2006				LM	2013-2025	250,000	35,550	214,450	6-Apr-16	World Bank	8-Apr-16	31-Dec-16	Active

[110] FCAC – GPE Countries affected by fragility and conflict; S – Small State (WB-WDI List of Small States); SIDS – Small Island Developing State (UNESCO List of Small Islands Developing States as of June 2016); the World Bank Income level: L - Low Income Country, LM - Lower Middle Income, UM - Upper Middle Income, H - High Income (World Bank Analytical Classification as of June 2016)

[111] Status data as of June 30, 2016

[112] An ESPDG was granted to the OECS based on its regional education strategy. While receiving one ESPDG, it is counted as four countries (Dominica, Grenada, St. Lucia, and St. Vincent and the Grenadines).

[113] Nepal's two ESPDGs are counted as one. The country received additional financing of US$78,116, approved in March 2016.

County Name	Year joined GPE	Country Profile Information[110]		Current ESP Period (*interim)	Total Grant Amount Approved (US$)	ESA amount (US$)	ESPDG Amount (US$)	ESPDG Approval Date	ESPDG Grant Agent	Actual Start Date	Actual Closing Date	Status[111]
Somalia — Puntland	2012	FCAC	L	2012-2016	483,327	233,327	250,000	8-Feb-16	Save the Children	11-Feb-16	31-Aug-16	Active
South Sudan	2012	FCAC	L	2012-2017	467,079	233,477	233,602	21-Oct-15	UNESCO	21-Oct-15	30-Jun-16	Active
Sudan	2012	FCAC	LM	2015/16–2016/17*	499,900	249,950	249,950	9-Mar-16	World Bank	10-Mar-16	30-Jun-17	Active
Tanzania — Mainland	2013		L	2008-2017	245,541	0	245,541	11-Dec-15	UNESCO	16-Dec-15	30-Sep-16	Active
Tanzania — Zanzibar	2013		L	2008-2016	187,309	187,309	0	27-Jul-15	SIDA	27-Jul-15	31-Dec-15	Closed
Zambia	2008		LM	2011-2015	498,391	272,929	225,462	29-Apr-16	UNICEF	3-May-16	31-Jan-17	Active

ANNEX 1-B: PROGRAM DEVELOPMENT GRANTS

County Name	Year joined GPE	Country Profile Information[114]			Current ESP Period	Total Amount Approved (US$)	PDG Approval Date	PDG Closing Date	PDG Grant Agent	Status[115]
Latin America and the Caribbean										
Caribbean Island States [116]	2016		S	SIDS	UM	2012-2021	316,000	26-Nov-14	15-Jul-16	World Bank	Active
Guyana	2002		S	SIDS	LM	2014-2018	200,000	1-Jul-13	31-Jul-15	World Bank	Closed
South Asia										
Bangladesh	2015				LM	2011-2016	100,000	9-Feb-15	31-Dec-15	World Bank	Closed
Nepal	2009	FCAC			L	2014-2016	179,700	14-Nov-14	30-Sep-15	World Bank	Closed
Sub-Saharan Africa										
Congo, Dem. Rep.	2012	FCAC			L	2016-2025	321,750	21-Oct-15	31-Dec-16	World Bank	Active
Lesotho	2005		S		LM	2005-2015	250,000	2-Jun-16	3-Apr-17	World Bank	Active
Malawi	2009				L	2008-2017	319,114	29-Apr-15	30-Jun-16	World Bank	Closed
Mozambique	2003				L	2012-2016	200,000	8-Oct-14	30-Apr-16	World Bank	Closed

[114] FCAC – GPE Countries affected by fragility and conflict; S – Small State (WB-WDI List of Small States); SIDS – Small Island Developing State (UNESCO List of Small Islands Developing States as of June 2016); the World Bank Income level: L - Low Income Country, LM - Lower Middle Income, UM - Upper Middle Income, H - High Income (World Bank Analytical Classification as of June 2016)

[115] Status data as of June 30, 2016

[116] The Caribbean Island States allocation is a multi-country allocation, including Dominica, Grenada, St. Lucia and St. Vincent and the Grenadines. It is counted as 4 countries and 1 ESPIG grant.

ANNEX 1-C: EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANTS

County Name	Year joined GPE	Country Profile Information[117]				Current ESP Period (*interim)	Total Amount Approved (US$)	ESPIG Approval Date	ESPIG Grant Agent	Grant Agreement Date/Starting Date	ESPIG Closing Date	Cumulative Disbursement (US$)	Disbursement Status[118]	Implementation Status
East Asia and Pacific														
Cambodia	2006				L	2014-2018	38,500,000	19-Nov-13	World Bank	16-May-14	31-Jul-17	27,038,691	On track	Slightly behind
Lao PDR	2009				LM	2011-2015	16,800,000	16-Dec-14	World Bank	4-Jun-15	15-Jul-19	1,597,659	Slightly behind	Delayed
Papua New Guinea	2010			SIDS	LM	2010-2019	19,200,000	10-Nov-10	World Bank	3-Mar-11	31-Dec-15	19,200,000	Closed	Closed
Timor-Leste	2005	FCAC	S	SIDS	LM	2011-2030	2,537,205	15-Dec-11	World Bank	25-Jun-12	31-Jul-15	2,537,205	Closed	Closed
Vietnam	2003				LM	2003-2015	84,600,000	31-Jul-12	World Bank	9-Jan-13	31-May-16	84,600,000	Closed	Closed
Europe and Central Asia														
Kyrgyz Republic	2006				LM	2012-2020	12,700,000	19-Nov-13	World Bank	10-May-14	30-Jun-17	7,805,908	On track	On track
Tajikistan	2005				LM	2012-2020	16,200,000	21-May-13	World Bank	1-Oct-13	30-Sep-17	9,834,087	On track	On track
Uzbekistan	2013				LM	2013-2017	49,900,000	28-Jun-14	World Bank	29-Oct-14	31-Jan-18	20,528,520	On track	Slightly behind
Latin America and the Caribbean														
Caribbean Island States[119]	2016		S	SIDS	UM	2012-2021	2,000,000	15-Jun-16	World Bank				ESPIG Pending	ESPIG Pending
Guyana	2002		S	SIDS	LM	2014-2018	1,700,000	16-Dec-14	World Bank	5-Jun-15	30-Sep-18	790,189	On track	On track
Haiti	2008	FCAC		SIDS	L	2013-2016	21,999,969	12-Mar-10	World Bank	10-Jun-10	31-Oct-15	21,999,969	Closed	Closed
Haiti							24,100,000	28-Jun-14	World Bank	7-Nov-14	30-Jun-17	16,973,347	On track	Slightly behind
Nicaragua	2002				LM	2011-2015	16,700,000	31-Jul-12	World Bank	20-Apr-13	31-Oct-16	16,700,000	On track	Slightly behind
Middle East and North Africa														
Djibouti	2006		S		LM	2010-2019	3,800,000	19-Nov-13	World Bank	13-Apr-14	30-Jun-17	642,350	Delayed	Delayed
Yemen	2003	FCAC			LM	2013-2015*	72,600,000	21-May-13	UNICEF	28-Mar-14	3-Mar-19	6,686,181	Delayed	Delayed

[117] FCAC – GPE Countries affected by fragility and conflict; S – Small State (WB-WDI List of Small States); SIDS – Small Island Developing State (UNESCO List of Small Islands Developing States as of June 2016); the World Bank Income level: L - Low Income Country, LM - Lower Middle Income, UM - Upper Middle Income, H - High Income (World Bank Analytical Classification as of June 2016).

[118] Status data as of June 30, 2016.

[119] The Caribbean Island States allocation is a multi-country allocation, including Dominica, Grenada, St. Lucia and St. Vincent and the Grenadines. It is counted as four countries and one ESPIG.

County Name	Year joined GPE	Country Profile Information[117]		Current ESP Period (*interim)	Total Amount Approved (US$)	ESPIG Approval Date	ESPIG Grant Agent	Grant Agreement Date/Starting Date	ESPIG Closing Date	Cumulative Disbursement (US$)	Disbursement Status[118]	Implementation Status
South Asia												
Afghanistan	2011	FCAC	L	2011-2013*	55,700,000	15-Dec-11	UNICEF	3-Aug-12	31-Dec-16	27,856,780	Delayed	Slightly behind
Bangladesh	2015		LM	2011-2016	100,000,000	23-May-15	World Bank	5-Jan-16	30-Jun-18	20,000,000	On track	On track
Nepal	2009	FCAC	L	2014-2016	59,300,000	23-May-15	World Bank	22-Jan-16	15-Jul-18	36,687,006	On track	Slightly behind
Pakistan — Balochistan	2012	FCAC	LM	2013-2018	34,000,000	28-Jun-14	World Bank	25-Mar-15	30-Dec-18	8,068,017	On track	On track
Pakistan — Sindh	2012	FCAC	LM	2014-2018	66,000,000	28-Jun-14	World Bank	25-Mar-15	29-Sep-17	28,650,000	On track	Slightly behind
Sub-Saharan Africa												
Benin	2007		L	2015-2017	42,300,000	21-May-13	World Bank	21-Mar-14	31-May-17	24,000,000	On track	Slightly behind
Burkina Faso	2002		L	2012-2021	78,200,000	21-May-13	AFD	14-Nov-13	30-Jun-17	44,700,000	Slightly behind	Slightly behind
Burundi	2012	FCAC	L	2012-2020	32,800,000	20-Nov-12	BTC	18-Jun-13	17-Jun-16	32,800,000	Closed	Closed
Burundi					20,100,000	15-Jun-16	UNICEF		21-Jun-18		ESPIG Pending	ESPIG Pending
Cameroon	2006		LM	2013-2020	53,300,000	19-Nov-13	World Bank	11-Mar-14	30-Sep-18	15,795,999	Slightly behind	Slightly behind
Central African Republic (AF)[120]	2008	FCAC	L	2014-2017*	19,200,000	19-Nov-13	UNICEF	19-Nov-13	31-Dec-17	11,042,310	On track	On track
Chad	2012	FCAC	L	2013-2015*	40,140,000	20-Nov-12	UNICEF	1-Jan-13	31-Dec-16	33,647,706	On track	On track
Chad					7,060,000	20-Nov-12	UNESCO	30-Apr-13	31-Dec-16	3,759,881	Delayed	Delayed
Chad (AF)					6,955,170	2-Feb-16	UNICEF	5-Feb-16	4-Feb-17	1,860,759	On track	On track
Comoros	2013	FCAC S SIDS	L	2013-2015*	4,600,000	21-May-13	UNICEF	1-Sep-13	30-Sep-16	2,963,614	Delayed	Slightly behind
Congo, Dem. Rep.	2012	FCAC	L	2016-2025	100,000,000	20-Nov-12	World Bank	15-May-13	31-Aug-16	88,662,831	On track	Slightly behind
Congo, Dem. Rep.					100,000,000	15-Jun-16	World Bank				ESPIG Pending	ESPIG Pending
Côte d'Ivoire	2010	FCAC	LM	2012-2014*	41,400,000	15-Dec-11	World Bank	16-Jul-12	30-Sep-16	31,981,839	Slightly behind	Delayed
Eritrea	2013	FCAC	L	2013-2017	25,300,000	19-Nov-13	UNICEF	28-Mar-14	31-Dec-16	6,127,340	Delayed	Delayed
Ethiopia	2004	FCAC	L	2015/16 - 2019/20	100,000,000	19-Nov-13	World Bank	9-May-14	17-Feb-17	80,000,000	On track	Slightly behind

[120] Central African Republic received and Accelerated Funding (AF) of US$3.6 million in November 19, 2013. This AF has been combined with the main grant of US$15.5million approved in December 16, 2014 and are counted as one grant. Same for Somalia South Central.

County Name	Year joined GPE	Country Profile Information[117]			Current ESP Period (*interim)	Total Amount Approved (US$)	ESPIG Approval Date	ESPIG Grant Agent	Grant Agreement Date/Starting Date	ESPIG Closing Date	Cumulative Disbursement (US$)	Disbursement Status[118]	Implementation Status
Gambia, The	2003	FCAC	S	L	2014-2022	6,900,000	19-Nov-13	World Bank	9-Apr-14	28-Feb-18	4,669,567	On track	Slightly behind
Ghana	2004			LM	2010-2020	75,500,000	31-Jul-12	World Bank	22-Nov-12	31-Aug-16	75,500,000	On track	On track
Guinea	2002			L	2015-2017	37,800,000	16-Dec-14	World Bank	21-Jul-15	1-Jul-18	5,062,280	Slightly behind	On track
Guinea-Bissau	2010	FCAC	S SIDS	L	2011-2013*	12,000,000	15-Dec-11	UNICEF	4-Sep-12	31-Mar-17	6,035,701	Delayed	Slightly behind
Kenya	2005			LM	2013-2018	88,400,000	16-Dec-14	World Bank	4-Jun-15	31-Mar-19	6,436,646	Slightly behind	Slightly behind
Liberia	2007	FCAC		L	2010-2020	40,000,000	6-May-10	World Bank	29-Sep-10	29-Dec-16	40,000,000	On track	Slightly behind
Madagascar	2005	FCAC		L	2013-2015*	85,400,000	21-May-13	World Bank	24-Oct-13	1-Jun-17	47,096,438	Slightly behind	Slightly behind
Malawi	2009			L	2008-2017	44,900,000	15-Jun-16	World Bank				ESPIG Pending	ESPIG Pending
Mali	2006	FCAC		L	2015-2016*	41,700,000	7-Feb-13	World Bank	27-May-13	31-Dec-17	32,225,291	On track	Slightly behind
Mauritania	2002			LM	2011-2020	12,400,000	21-May-13	World Bank	18-Feb-14	1-May-17	6,509,351	Slightly behind	Delayed
Mozambique	2003			L	2012-2016	57,900,000	23-May-15	World Bank	16-Sep-15	31-Dec-18	18,000,000	On track	Slightly behind
Niger	2002			L	2014-2024	84,200,000	19-Nov-13	World Bank	19-Jul-14	30-Sep-18	17,818,805	Delayed	Slightly behind
Nigeria	2012	FCAC		LM	See note[121]	100,000,000	16-Dec-14	World Bank	22-May-15	29-Jun-19	11,450,951	Slightly behind	Slightly behind
Rwanda	2006	FCAC		L	2013/14–2017/18	25,200,000	23-May-15	DFID	30-Jun-15	31-May-18	-	Delayed	Slightly behind
Sao Tome and Principe	2007		S SIDS	LM	2012-2022	1,100,000	19-Nov-13	World Bank	6-Feb-14	30-Jun-17	566,289	Slightly behind	Slightly behind
Senegal	2006			LM	2013-2025	46,900,000	21-May-13	World Bank	22-Nov-13	31-May-17	36,011,032	On track	On track
Sierra Leone	2007	FCAC		L	2014-2018	17,900,000	19-Nov-13	World Bank	1-Aug-14	28-Feb-17	5,241,172	Delayed	Delayed
Somalia — Puntland	2012	FCAC		L	2012-2016	2,100,000	21-May-13	UNICEF	1-Jun-13	31-Oct-16	1,851,553	On track	On track
Somalia — Somaliland	2012	FCAC		L	2012-2016	4,200,000	21-May-13	UNICEF	1-Jun-13	31-Dec-16	3,015,384	On track	Slightly behind
Somalia — South Central	2012	FCAC		L	2013/14–2015/6*	8,200,000	19-Nov-13	UNICEF	7-Oct-13	31-Dec-16	5,239,932	Slightly behind	Slightly behind

[121] Nigeria ESP periods are: Jigawa 2013-2022; Kaduna 2006-2015; Kano 2009-2018; Katsina 2011-2020; Sokoto 2011-2020

County Name	Year joined GPE	Country Profile Information[117]		Current ESP Period (*interim)	Total Amount Approved (US$)	ESPIG Approval Date	ESPIG Grant Agent	Grant Agreement Date/Starting Date	ESPIG Closing Date	Cumulative Disbursement (US$)	Disbursement Status[118]	Implementation Status
South Sudan	2012	FCAC	L	2012-2017	36,100,000	20-Nov-12	UNICEF	1-Jan-13	30-Nov-17	10,358,974	Delayed	Slightly behind
Sudan	2012	FCAC	LM	2015/16–2016/17*	76,500,000	20-Nov-12	World Bank	11-Apr-13	28-Feb-17	38,029,546	Delayed	Slightly behind
Tanzania — Mainland	2013		L	2008-2017	94,800,000	19-Nov-13	Sida	1-Jul-14	30-Jun-17	58,213,210	On track	Delayed
Tanzania — Zanzibar	2013		L	2008-2016	5,200,000	21-May-13	Sida	1-Aug-13	1-Aug-16	5,194,966	On track	On track
Togo	2010	FCAC	L	2014-2025	27,800,000	28-Jun-14	World Bank	5-Mar-15	30-Sep-18	6,971,097	On track	Delayed
Uganda	2011	FCAC	L	2010-2015	100,000,000	19-Nov-13	World Bank	19-Aug-14	30-Jun-18	20,916,127	Delayed	Delayed
Zambia	2008		LM	2011-2015	35,200,000	21-May-13	DFID	15-Nov-13	15-Mar-18	17,664,000	On track	On track
Zimbabwe	2013	FCAC	L	2016-2020	23,600,000	21-May-13	UNICEF	1-Jan-14	31-Dec-16	13,035,564	Delayed	On track

ANNEX 1-D: COUNTRIES WITHOUT CURRENT GRANTS

County Name	Year joined GPE	Country Profile Information[122]			
GPE Member, with announced MCA (ESPIG eligible)					
Bhutan	2009		S		LM
Congo, Dem. Republic of	2015				LM
Lesotho	2005		S		LM
GPE Member, past ESPIG recipient with no current MCA (not ESPIG eligible)					
Mongolia	2006				UM
Republic of Moldova	2005				LM
GPE Member, ESPDG eligible only					
Honduras	2002				LM
GPE Member, not ESPIG eligible					
Albania**	2006				UM
Georgia**	2007				LM
Eligible to become GPE member, eligible for ESPIG					
Cabo Verde	eligible R		S	SIDS	LM
Kiribati	eligible R	FCAC	S	SIDS	LM
Maldives	eligible R		S	SIDS	UM
Micronesia	eligible R	FCAC	S	SIDS	LM
Myanmar	eligible R	FCAC			LM
Republic of the Marshall Islands	eligible R	FCAC	S	SIDS	UM
Samoa	eligible R		S	SIDS	LM
Solomon Islands	eligible R	FCAC	S	SIDS	LM
Tonga	eligible R		S	SIDS	F
Tuvalu	eligible R	FCAC	S	SIDS	UM
Vanuatu	eligible R		S	SIDS	LM
Eligible to become GPE member, eligible for ESPDG only					
Armenia	eligible E				LM
Bolivia	eligible E				LM
Philippines	eligible E	FCAC			LM
Swaziland	eligible E		S		LM
West Bank and Gaza	eligible E	FCAC			LM
Eligible to become GPE member, not eligible to ESPIG or ESPDG					
India	eligible N	FCAC			LM
Korea DPR	eligible N				L
Sri Lanka	eligible N	FCAC			LM

[122] FCAC – GPE Countries affected by fragility and conflict; S – Small State (WB-WDI List of Small States); SIDS – Small Island Developing State (UNESCO List of Small Islands Developing States as of June 2016); the World Bank Income level: L - Low Income Country, LM - Lower Middle Income, UM - Upper Middle Income, H - High Income (World Bank Analytical Classification as of June 2016).

ANNEX 2: GPE DEVELOPING COUNTRY PARTNERS LIST

Click on the hyperlinks below to access the GPE website country pages (internet connection required)

A
- Afghanistan
- Albania

B
- Bangladesh
- Benin
- Bhutan
- Burkina Faso
- Burundi

C
- Cambodia
- Cameroon
- Central African Republic
- Chad
- Comoros
- Democratic Republic of Congo
- Congo, Republic of
- Côte d'Ivoire

D
- Djibouti
- Dominica

E
- Eritrea
- Ethiopia

G
- The Gambia
- Georgia
- Ghana
- Grenada
- Guinea
- Guinea-Bissau
- Guyana

H
- Haiti
- Honduras

K
- Kenya
- Kyrgyz Republic

L
- Lao PDR
- Lesotho
- Liberia

M
- Madagascar
- Malawi
- Mali
- Mauritania
- Moldova
- Mongolia
- Mozambique

N
- Nepal
- Nicaragua
- Niger
- Nigeria

P
- Pakistan
- Papua New Guinea

R
- Rwanda

S
- Saint Lucia
- Saint Vincent and the Grenadines
- Sao Tome and Principe
- Senegal
- Sierra Leone
- Somalia
- South Sudan
- Sudan

T
- Tajikistan
- Tanzania
- Timor-Leste
- Togo

U
- Uganda
- Uzbekistan

V
- Vietnam

Y
- Yemen

Z
- Zambia
- Zimbabwe

ANNEX 3: RESPONSE TO COUNTRY GRANTS AND PERFORMANCE COMMITTEE AND GPE BOARD'S 2015 PORTFOLIO REVIEW RECOMMENDATIONS

Recommendations	***Response***
The lack of standardized indicators in Results Frameworks and reports makes it difficult to aggregate outputs from grants at the global level, as has been noted in previous Portfolio Reviews, although non-standardized data are available on a grant by grant basis. The recommendation to adopt a standardized reporting template was followed up in FY15 and a pilot format was developed, addressing mainly inputs. The Secretariat's view is, however, that a standard reporting format is also needed to monitor progress on sector indicators, and that the selection of these indicators should be informed by the Corporate Results Framework that will be adopted for the Strategic Plan 2016-20. This recommendation also has been made by the Board Reference Group, working on proposed adjustments to the Operational Platform. In order to accurately assess necessary progress, the standardized reporting template for progress and completion reports should be used to cover all active grants (i.e., under the previous and current replenishment cycle).	Discussion was held on the draft standardized grant reporting template at the Country Grants and Performance Committee (CGPC) call on January 28, 2016 and at the request of the CGPC Chair, a CGPC working group (representatives from the World Bank, UNICEF and the U.K. Department for International Development (DFID)) was created to work with the Secretariat on finalizing the draft template. Three consultation calls took place in March and April 2016 with a draft template approved by the working group being sent to the CGPC for consideration at the April 26-28 meeting. The CGPC meeting approved the ESPIG annual implementation status reporting template and requested this to be used in the preparation of data for the FY16 Portfolio Review. The template contains some new features such as a traffic lights system as well as global numbers (e.g. number of textbooks, classrooms, teachers trained) for corporate reporting that feeds into the Results Framework, in addition to programmatic reporting that already exists. The template tries to balance the programmatic reporting with the need to aggregate grant information at the portfolio/corporate level, and, in particular, to deliver on Results Framework indicators on textbooks, classrooms and teachers. The Secretariat has also sought to minimize extra work for grant agents by allowing references to their existing reporting formats rather than duplication of information. To help with implementation of this template, four training webinars were held with the Word Bank and UNICEF. For the bilateral agencies, CST leadership along with Country Leads contacted the grant agents to communicate and explain the new reporting template. The reporting template was used for all active grants and the indicators obtained fed into this Portfolio Review FY16. Lessons learned from this pilot exercise will be discussed further during FY17.
To facilitate effective implementation of the new funding model, communication between the headquarters of development partners and their respective field-level staff is essential in strengthening country-level development partners'	The Secretariat has made significant efforts to improve communication with headquarters and field offices of development partners regarding the effective implementation of the new funding model. For example, the Secretariat has strengthened collaboration with Pôle de Dakar and UNESCO's International Institute for Education Planning, attending Pole de

Recommendations	*Response*
understanding and support. The Secretariat has met with some development partner headquarters, but more efforts, including from Board members, are needed to build momentum around the funding model for optimal effects.	Dakar's consultative Board meeting to discuss greater collaboration around technical assistance provided to countries in the field of sector analysis and planning. Regular communication mechanisms will be created for ensuring a greater standardization in the way the countries are technically supported both by the technical assistance providers and the Secretariat. Also Country Leads have visited headquarters of several key development partners, including AFD/MOFA, DFAT, DFID, EC, GIZ and SDC. The Secretariat has implemented a new communication mechanism to ensure that headquarters of all development partners receive notifications of updates to new grant guidelines and tools; CST (including Managers and Country Leads) has held two sets of collaboration meetings with each relevant region in the World Bank Global Education Practice and one meeting with UNICEF regional teams, to explain grant requirements, the new standard reporting template, answer any questions that Team Task Leaders and Regional Managers may have, as well as try to address risk factors and implementation issues with grants. In addition, Country Leads explicitly meet with GAs and Coordinating Agencies in every mission they undertake to answer any new funding model questions.
Some of the specific requirements of the revised funding model need to be further clarified and operationalized, including requirements/guidance on sector financing, requirements for when a country has to submit a full sector plan rather than a transitional plan, and verification mechanisms for payment of the variable tranche. Moreover, clearer guidance on indicators is needed, balancing the need for flexibility with that for clarity of expectations.	The GPE Secretariat has worked on improved methodologies and processes for operationalizing new funding model requirements. Almost all of the key funding model requirements are now accompanied by a clear methodology that states the way the requirement should be understood and the way it should be assessed in terms of readiness and level of achievement. This creates greater objectivity and a more equitable way of examining applications across countries. For instance, for domestic financing, a methodology has been developed for cross-checking the source of information and budget perimeter used in the calculation of the share of public expenditure going to the education sector. No clear formula and methodology has been yet devised on the 45 percent of education spending going to primary education requirement and this is subject to ongoing discussions. Besides the technical work for better defining funding model requirements, technical guidance has been devised. This is directed to the full array of GPE partners for working upstream on funding model requirements, such as helping countries devise quality TEP, and technical guidance. Corresponding appraisal guidelines also are about to be finalized. The Secretariat regularly engages with coordinating agencies, ministries and development partners on improving the effectiveness of their sector dialogue. Guidelines are being

Recommendations	*Response*
	developed to support this work, including guidelines on Joint Sector Reviews which are being finalized. Regarding clarification and operationalization of the variable part, the Quality Assurance Process II (QAR II) has been strengthened and includes assessment questions to improve on the following: (1) the justification for the indicators in the variable part and their means of verification, and (2) the means to release the payment of the tranche per a disbursement schedule. These questions to better assess the variable part in QAR II are also reflected in the CGPC final assessment methodology. The strengthened QAR II process an assessment will be operationalized starting in Round 2 of 2016. In addition, the Secretariat workplan for FY17 includes providing further variable part guidance. It is noted for the future that more Secretariat capacity is needed in order to provide greater upstream engagement in the ESP process.
Given the significant gap in education emergency funding, current options for the Global Partnership may provide short-term solutions in some cases, but do not significantly respond to the larger problem of lack of education emergency funding. As options for enhancing support to education in emergencies are agreed at the global level, GPE mechanisms should be reviewed to align them to any new or improved global mechanisms. Within this broader framework, the Global Partnership's added value compared to that of other agencies engaged in its education emergency response should be carefully considered and clearly defined. GPE should focus its attention on the evaluation of its education emergency responses to identify effective practices and build global public knowledge in this area, with due consideration of cost and capacity.	The GPE Secretariat is strongly engaged in supporting the further development and operationalization of the Education Cannot Wait fund as well as reviewing GPE's current support to emergencies and protracted crisis situations in partner countries. The secretariat prepared in May 2016, in response to a request from the BoD, a Business Case addressing the key opportunities and challenges including assessment of institutional requirements for GPE to potentially host the ECW platform in the future. The Board of Directors mandated, in its meeting in June 2016, the GPE Secretariat to continue to support UNICEF (interim host of the ECW fund) in developing and operationalizing the ECW-fund. The Board of Directors also requested the Strategic Financing Working Group and the secretariat to work closely with the external firm to assess the implications of hosting ECW. The Secretariat is focused on strengthened approaches in countries affected by fragility and conflict alongside its support to the ECW Secretariat and in collaboration with the consultants working with the SFWG.
The proposal on strengthening the Operational Model has implications for what should be reported in future annual Portfolio Reviews. As minimum standards are developed in key areas, relating to GPE grants and to GPE leveraging of strengthened sector coordination, planning and implementation, these will need to be supported by systematic monitoring, with progress reported in the Portfolio Review.	This Portfolio Review includes a specific sub-section on the GPE Operational Model that reports on the initiatives and pieces of work that were recently approved or strengthened per the improvement of the Operational Model. This includes the GA selection process, standardized grant reporting template, risk framework including new operational risk framework, and funding model updates.

Recommendations	*Response*
	Work related to the minimum standards will be tracked throughout the Portfolio Review, the Results Report, and the Corporate Results Framework.
The CGPC reiterates the recommendation from the FY14 Portfolio Review, that in order to make progress toward the GPE goal of Building for the Future and strengthening systems for delivery of education, greater emphasis is required on the use of country systems in program design and application reviews, and that there is a need to work toward the use of more aligned modalities as appropriate for GPE grants over time. Within this broader recommendation, the Committee emphasizes the following: a. GPE developing country partners should, according to their own capacity, commit to supporting the strengthening of national systems, including public financial management systems, through their own country programming, and should ensure education sector dialogue is linked into this strengthening. b. The Committee recognizes that CSO partners have an important advocacy and accountability function, both toward developing country partners in terms of transparency and accountability in public financial management, and toward development partners in terms of the role they play to facilitate sustainable development through the integration of building capacity of national systems. The Committee recommends that links to civil society organization (CSO) capacity building to effectively perform this function be included in Civil Society Education Fund activities. c. The Committee agrees with the Operational Model reference group's conclusion that the selection of GPE grant agents should include consideration of aid modalities and public financial management analysis. The Committee recommends that the criteria to select a grant agent include consideration of which	a. This Portfolio Review includes a section on *Modality Analysis* that addresses the concern of the lack of use of country systems within GPE grants. b. Regarding the advocacy and social accountability roles that CSOs play, the current Civil Society Education Fund[123] grant (2016–18) has allocated US$5.5 million to support the capacity development of national coalitions to fulfill this function. Capacity support and learning for civil society coalitions is a cornerstone of the CSEF program, and the majority of capacity development initiatives are coordinated and implemented by CSEF secretariats in each of the regions where CSEF operates, including Africa, Asia and the Pacific, Latin America and the Caribbean, and Middle East and Eastern Europe. In addition, regional Financial Management Agencies support coalitions in areas of financial management, budgeting and reporting. A global capacity support and learning plan is also in development, based on the individual needs of national coalitions identified through self-assessments during their planning process, reviews of the regional coordinating bodies, and through discussions with collaborating organizations on the CSEF International Partners Group[124]. It is also founded on the global aims and objectives of the program. Throughout the course of CSEF III (2016–18), GCE has committed to the following capacity development activities: • The Global Secretariat will provide tools (two toolkits a year); briefings or case studies (two to three a year); and regular newsletters for exchange of information (quarterly). • The Global Secretariat will work with the International Partners' Group to facilitate four to six communities of practice on thematic areas, contributing to greater learning and exchange. The focus of global capacity building and training in 2016 is on the development of a domestic financing education toolkit and GPE pledge monitoring tool, with support programs built around these. A specific community of practice around domestic financing will be launched in 2016. In 2017, the GCE Secretariat will focus attention on a learning tool for citizen representation and movement building and targeted support to coalitions for engagement with Education Sector Plans. In line with the Cardno Emerging Markets

[123] It should be noted that CSEF, along with GRA, is not reported in this Portfolio Review as it will instead be included in the Results Report.

[124] Includes representatives from ActionAid, Education International, Open Society Foundation (OSF), OSISA, Oxfam, Oxfam Ibis, Save the Children, Results, and VSO.

Recommendations	*Response*
agency is best placed to contribute to strengthening national systems. The Committee further encourages agencies that use aligned modalities to take on the role of grant agent.	assessment, GCE will also provide capacity building and training to national coalitions on resource mobilization and fundraising, financial management, and ongoing support to strengthen monitoring and evaluation. Regional Secretariats will provide ongoing tailored technical support and accompaniment to national coalitions based on national coalitions objectives and plans. In addition, each Regional Secretariat will organize at least two meetings for exchange, learning and reflection, and the Global Secretariat will convene a Global Learning Event in year 3 to consolidate learning from the program. c. Regarding the selection of the grant agent based on considerations of aid modalities and public financial management analysis, these criteria have been included in the document titled *Standard Selection Process for grant agents.* Specifically, the standard process includes the following: *Preliminary discussions will be held within the Local Education Group on possible aid modalities, in line with aid effectiveness principles, including the potential for alignment with national systems and the reduced fragmentation of external aid resources. Ideally, this should occur as an integral part of the education sector planning process.* This document was approved by the CGPC, in its delegated authority from the GPE Board of Directors, on February 22, 2016. The process applies to ESPIGs and is applicable to all countries who have not — as of February 22, 2016 — informed the Secretariat of the selection of a GA. The Secretariat will integrate some measure of flexibility for those countries that may be very advanced in their selection process. More information can be found at: http://www.globalpartnership.org/content/standard-selection-process-grant-agents

ANNEX 4: GRANTS DISBURSEMENT AND IMPLEMENTATION STATUS

Grants that came out of the Red compared to FY15 status

BENIN

Grant	Amount: US$42.3 million GA: World Bank	Period elapsed: 71.38% Disbursed: 56.7% Closing Date: May 31, 2017	**Status FY15**	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Slightly behind IMPLEMENTATION	On track DISBURSEMENT
Comments	A restructuring of the grant was approved by the Secretariat in August 2015 to amend a program component; update the Results Framework; reallocate funds between expenditure categories; and extend the grant's closing date by 11 months to May 31, 2017. These changes have allowed for an increase in disbursement levels. Initial delays occurred after the signing of the grant agreement, mostly due to discussions between the government and the GA regarding the grant implementation arrangements. A significant lag (more than six months) occurred between the signing date and the effectiveness date. Regarding the implementation of the grant, there is neither delay nor major issue that impacts the implementation of the activities, but an effort needs to be made on the achievement of the indicators and results of the program.				

ETHIOPIA

Grant	Amount: US$100 million GA: World Bank	Period elapsed: 77.24% Disbursed: 80% Closing Date: February 17, 2017	**Status FY15**	Delayed IMPLEMENTATION	On track DISBURSEMENT
			FY16	Slightly behind IMPLEMENTATION	On track DISBURSEMENT
Comments	The grant is slightly behind in implementation due to procurement bottlenecks, which are gradually being taken care of. The country is applying for its Maximum Country Allocation of US$100 million in September 2016, and is on track by disbursing 80% of its current grant by the new grant application date.				

TAJIKISTAN

Grant	Amount: US$16.2 million GA: World Bank	Period elapsed: 68.77% Disbursed: 60.7% Closing Date: September 30, 2017	**Status FY15**	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	On track IMPLEMENTATION	On track DISBURSEMENT
Comments	The project became effective three months later than planned due to the MOES's internal restructuring and staff reduction, which increased the workload on the remaining staff. This late effectiveness caused the initial implementation delays. In addition, MOES staff and the new local Technical Advisor had significant delays in drafting terms of reference, development of coherent implementation plans, preparation of the detailed project budgets and conducting bid evaluations. By intensifying their implementation support, the grant agent has been highly responsive in working with the Ministry to address implementation delays and challenges observed during the November 2015 MTR. Based on the Mid-Term Review findings, the project was restructured in May 2015. The non-material revisions/restructuring included a one-year extension of the project's closing date, a reallocation of grant proceeds across components, and a reduction in the scope of activities under the curriculum component. In May/June 2016, the grant agent implementation support mission confirmed that the project is on track to satisfactorily completing project activities by the revised, September 30, 2017, closing date. Accordingly, the project's progress toward achievement of the Project Development Objective and overall implementation progress (IP) were revised from Moderately Unsatisfactory to Moderately Satisfactory. The GA is also working with the Ministry to revise the implementation schedule and the financial/disbursement plan.				

Grants that turned Red in FY16

AFGHANISTAN

Grant	Amount: US$55.7 million GA: UNICEF	Period elapsed: 88.64% Disbursed: 50% Closing Date: December 31, 2016	**Status FY15**	Slightly behind IMPLEMENTATION	Slightly behind DISBURSEMENT
			FY16	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	The difference in rating between cumulative disbursement rates for FY15 and FY16 is reflective of two things: (1) initial non-compliance with grant agent's due diligence on ex-ante controls for cash forecasting and disbursement (the entire second tranche was disbursed in calendar year 2014); (2) much tighter controls on disbursement in FY16, with UNICEF also holding off on its request for a third tranche from the Trustee. Program oversight and controls have improved between FY15 and FY16. The difference in rating is therefore a technical one and is not reflective of a worsening situation from FY15 to FY16.				
Remedial Actions	UNICEF and the Ministry of Education (MoE) have worked to improve the planning and oversight arrangements with the introduction of counter-factual planning forecasts (alternative scenarios). Key issues of non-compliance in the oversight of the program (i.e., *ex ante* controls on GA's disbursements and the absence of an external audit) have been addressed. The MoE has strived to accelerate the procurement process for the School Improvement Plans which constitute the main investment portion of the program. In addition, recognizing the initial over-ambitious timetable of the program and in line with more realistic planning, UNICEF and the MoE introduced a request for a 12-month, no-cost extension that was approved in August 2015.				
Current Status	FY16 has seen several positive improvements from FY15. These include: (1) progress from a cumulative 27 percent program expenditure and 54 percent cumulative expenditure and commitment in FY15 to a cumulative 49 percent disbursement and 74 percent expenditure and commitment in FY16 [cf. June 2015 and May 2016 MSRs]; (2) resolution in the commissioning of an external audit of the program, from continuing uncertainty in FY15 to the contracting of Ernst & Young by UNICEF in FY16; (3) reliable planning and reporting remain challenging, but FY16 has seen better support and capacity development for this, including FY16 planning of alternative scenarios (optimistic and conservative); (4) improvements in GA oversight - in addition to the audit, UNICEF is now committed to tighter cash forecasting and ex-ante controls on disbursements; (5) program components have progressed evenly from FY15 to FY16, notably covering recurrent expenditure on the established classrooms (CBE and ALP); uncertainty remains on the large infrastructure component (school improvement plans) but the rate of completion, contracting and procurement has increased. These developments are reflected in the increased rate of program commitments and expenditure.				

LAO PDR

Grant	Amount: US$16.8 million GA: World Bank	Period elapsed: 26.17% Disbursed: 9.5% Closing Date: July 15, 2019	**Status FY15**	On track IMPLEMENTATION	On track DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	Slightly behind DISBURSEMENT
Delay Factors	Although FY15 has "on track" for implementation, there was barely any implementation during the previous period, as the grant became effective on June 4, 2015. The major delay in implementation in FY16 has been due to the absence of the Project Implementation Unit coordinator due to a six-month developmental assignment. The team was not functioning very well during her absence.				
Remedial Actions	The TTL and the GA team have been holding monthly meetings with the MoE since January 2016, and providing close technical support.				
Current Status	Things are getting back on track. The Project Implementation Unit coordinator will be back full-time in late July 2016.				

MAURITANIA

Grant	Amount: US$12.4 million GA: World Bank	Period elapsed: 73.97% Disbursed: 52.5% Closing Date: May 1, 2017	**Status FY15**	On track IMPLEMENTATION	Slightly behind DISBURSEMENT
			FY16	Delayed IMPLEMENTATION[125]	Slightly behind DISBURSEMENT
Delay Factors	Mauris Bank, where the project funds were held in a special account, went bankrupt, leading to blocked funds for the project. The Project Management Unit had limited resources to operate with during this time.				
Remedial Actions	Regular reminders and advocacy have helped.				
Current Status	Implementation is picking up and will make progress.				

NIGER

Grant	Amount: US$84.2 million GA: World Bank	Period elapsed: 46.48% Disbursed: 21.2% Closing Date: September 30, 2018	**Status FY15**	On track IMPLEMENTATION	Slightly behind DISBURSEMENT
			FY16	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	The disbursement was slightly behind in FY15 because the government was not able to prepare on time the annual action. The preparation of the FY16 Annual Action Plan was also slow. Consequently, the MoE was not able to catch up the delays observed since the beginning of the project.				
Remedial Actions	The project has planned to recruit technical assistance to reinforce the capacity of the MoE.				
Current Status	The recruitment of the planned Technical Assistance is underway.				

TOGO

Grant	Amount: US$27.8 million GA: World Bank	Period elapsed: 37.09% Disbursed: 25.1% Closing Date: September 30, 2018	**Status FY15**	On track IMPLEMENTATION	Slightly behind DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	On track DISBURSEMENT
Delay Factors	Progress has been recorded under all components of the project but there is no significant advancement on either one to have an effect on the Program Development Objectives of "Improve the quality of teaching and learning in early grades of primary schools; and (2) strengthen access and equity in primary schools particularly in deprived prefectures." Implementation progress still lags behind schedule due to delays in implementation of the curricula for Grades 1 and 2, and in the finalization of the recruitment of different positions to move forward the implementation of the project activities.				
Remedial Actions	Regarding the curriculum, the calendar has been adjusted so that full implementation for Grades 1 and 2 can take place during school year 2016/2017, instead of moving forward grade by grade as was originally planned. Regarding the procurement process related to staff recruitment, the project coordination unit is expected to be reinforced.				
Current Status	After just one year of implementation, activities are underway, although the real impact will be recorded in October 2016.				

[125] The rating was based on the Progress Report submitted in January, 2016. The project is on the positive track. according to the most recent Progress Report (August 2016).

UGANDA

Grant	Amount: US$100 million GA: World Bank	Period elapsed: 48.33% Disbursed: 20.9% Closing Date: June 30, 2018	**Status FY15**	Slightly behind IMPLEMENTATION	Slightly behind DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	Procurement of goods and services, especially for school construction and textbooks was delayed for inadequate attention to social and environmental safeguards, delay in assessing bid documents and incomplete documentation sent for approval to the GA.				
Remedial Actions	The project Mid-Term Report has agreed on several remedial actions, including hiring an environmental and social safeguards specialist, hiring an additional procurement specialist, and streamlining procurement process.				
Current Status	Project Mid-Term Report agreed to reduce the number of schools to be constructed in order to reduce the risk of further delay. The proposed restructured project documents will be sent for Secretariat approval in November 2016.				

CHAD*

Grant	Amount: US$7.06 GA: UNESCO	Period elapsed: 86.35% Disbursed: 53.3% Closing Date: December 31,2016	**Status FY15**	On track IMPLEMENTATION	On track DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	UNESCO's team in Chad has had coordination difficulties. The distance between the project director based in Cameroon and the staff based in Chad has made work challenging, with decisions being delayed. The working relationship between UNESCO and the Ministry has not been as close as would have been recommended for a GA in such a fragile context. Note: This grant would have been red-lighted in the 2015 Portfolio Review due to slow financial disbursement, but there was an error in the grants spreadsheet that led to the grant being flagged as "on-track."				
Remedial Actions	No remedial action has been proposed to date by the UNESCO team.				
Current Status	The project's Results Framework includes 30,000 adults newly literate because of the project (15,000 in 2014 and 15,000 in 2015). For non-formal education, 720 out-of-school youth were to have benefited from an alternative education program. In June 2016, the UNESCO team acknowledged that they would be unable to achieve either of these significant results. Therefore, the program is significantly delayed and will either end without results being reached or they will need to ask for another extension. The submitted report omits this critical program result in literacy, and another in non-formal basic education.				

COMOROS*

Grant	Amount: US$4.6 million GA: UNICEF	Period elapsed: 91.91% Disbursed: 64.4% Closing Date: September 30, 2016	**Status FY15**	On track IMPLEMENTATION	On track DISBURSEMENT
			FY16	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	Textbook conception took longer than anticipated. Conditions for the implementation of the special education component turned out to be weak.				
Remedial Actions	A revision request is being finalized so as to allow more time to complete implementation, given that the initial closing date was for June 30, 2016.				
Current Status	Revision request to extend the grant is being prepared.				

TANZANIA

Grant	Amount: US$94.8 million GA: SIDA	Period elapsed: 66.76% Disbursed: 61.4% Closing Date: June 30, 3017	**Status FY15**	On track IMPLEMENTATION	On track DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	On track DISBURSEMENT
Delay Factors	Elections held in late 2015 and changes in political leadership, combined with key education policy shifts and a need for strengthened programmatic oversight and quality implementation of the GPE-funded program, LANES (Literacy and Numeracy Education Support), caused the implementation delays. The change of administration also resulted in institutional shifts and delayed decision making by senior government officials.				
Remedial Actions	A comprehensive Mid-Term Review was held in late May 2016 and recommended programmatic adjustments to accelerate implementation which are being pursued by Government and LEG members. The Secretariat expects a proposal for program modification that will likely include a program extension (at least a one-year extension request was indicated during the Mid-Term Review), and may contain modification of program scope or design.				
Current Status	The Secretariat is now waiting for a program extension request.				

ZIMBABWE*

Grant	Amount: US$23.6 million GA: UNICEF	Period elapsed: 83.29% Disbursed: 55.2% Closing Date: December 31, 2016	**Status FY15**	On track IMPLEMENTATION	Slightly behind DISBURSEMENT
			FY16	On track IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	Although they are reporting expenditures of US$13 million at the Portfolio Review cut-off date (June 30, 2016), there was money to be committed to be spent by UNICEF that would have come after the cut-off date that would change the rating to come out of a red delay. Therefore, the grant will reach 85 percent by the application date in September 2016.				
Remedial Actions	The remaining activities are in the pipeline and will be implemented within the last 6 months of the grant. These are: Syllabus training for grades phasing in: US$1,616,220 TPS trainings: US$460,340 Complementary readers: US$1,000,000 ERI and PLAP Annex printing and trainings: US$250,000 (approx.) GPE Evaluation: US$115,000				
Current Status	The country grant agent expects that by the end of August 2016 the grant will reach close to 85 percent implementation as a number of requests are already in the pipeline. The country is ready to apply for Round 2 of 2016, and has scheduled to have disbursed 85 percent of the funds by application date.				

Grants that have remained Red from FY15 to FY16

CÔTE D'IVOIRE

Grant	Amount: US$41.4 million GA: World Bank	Period elapsed: 94.08% Disbursed: 77.3% Closing Date: September 30, 2016	**Status FY15**	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	Slightly behind DISBURSEMENT
Delay Factors	The community-led school construction activities took more time than anticipated. The program had a very slow startup in 2012–13 related to the time it took to sign the grant agreement. Setting up project management systems also took additional time. The additional time meant that the community approach can now be viewed as a success. The ministry project team has made it clear that activities would be completed as per the revised closing date (September 2016).				
Remedial Actions	In September 2015, the Secretariat provided a non-objection for a 12-month extension to the PUAEB. In discussions with the Local Education Group, the Country Lead supported the government's move to request an extension rather than abandon the community-led approach. In hindsight, this was a good decision since the country's experience will serve as a model for others.				
Current Status	These delays have led to two extension requests. The program is quite close to meeting the planned closing date, but the grant agent may request a six-month extension.				

DJIBOUTI

Grant	Amount: US$3.8 million GA: World Bank	Period elapsed: 68.99% Disbursed: 16.9% Closing Date: June 30, 2017	**Status FY15**	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	The delay is mainly due to the weak capacity for procurement and internal challenges within the Ministry of Education.				
Remedial Actions	The grant agent hired an international procurement specialist to strengthen the capacity of the Project Implementation Unit. A restructuring of the program may be needed since delays may prevent reaching Project Development Objectives.				
Current Status	There is a slight improvement of the program performance, although the risks still remain high regarding the bidding process procedures.				

SIERRA LEONE

Grant	Amount: US$17.9 million GA: World Bank	Period elapsed: 74.31% Disbursed: 29.3% Closing Date: February 28, 2017	**Status FY15**	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	The Ebola crisis has put significant negative impact on program implementation. Procurement on some items has taken longer than expected. Since the beginning of the grant, management has been weak. There does not seem to be any new factors to the delays.				
Remedial Actions	Grant agent and government have discussed extensively on how to improve and streamline the procurement process and strengthen the program management by ministry staff. The GA delegated day-to-day technical assistance to country office and a resident education specialist was on the ground.				
Current Status	A request for 10-month extension is being prepared by the GA. The GA's strengthened support at the country-level has been accelerating the pace of program implementation. Recommendations made at the program's Mid-Term Review in July 2016 are further expected to catch up on implementation delays.				

SUDAN

Grant	Amount: US$76.5 million GA: World Bank	Period elapsed: 82.95% Disbursed: 49.7% Closing Date: February 28, 2017	**Status FY15**	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	The project had major delays with the school construction component, which is the component with the most funds. Construction costs were grossly underestimated at the beginning. The design of the classrooms also had to be changed, which incurred more costs. Furthermore, inflation has significantly affected the government's ability to meet the targets in class room construction from GPE funds. Issues have been addressed; however implementation and disbursement have not been able to catch up with planned activities for the last year of the grant.				
Remedial Actions	Significant saving in cost occurred from textbook production as the procurement modality moved from National Competitive Bidding to International Competitive Bidding. This saving — somewhere between US$7 million and US$8 million — can be used for multiple purposes within Component 2 on textbook production and distribution, as well as to cross-subsidize classroom construction. The projected number of class rooms that can be built with remaining resources is under Component 1.				
Current Status	There are still delays in implementation and disbursement. The GA submitted a request to restructure the grant to include reallocation of funds from textbooks to school construction, but then retrieved the request to include a one-year extension to complete all grant activities and disburse funds in a timely manner. The Secretariat is awaiting the restructuring and extension request. The GA has prepared a new restructuring paper that is still to be submitted officially.				

GUINEA BISSAU*

Grant	Amount: US$12 million GA: UNICEF	Period elapsed: 83.64% Disbursed: 50.3% Closing Date: March 31, 2017	**Status FY15**	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	Constant political instability has slowed down project implementation since the beginning of the grant. In addition, the second phase of the project has slowed because of uncertainty of maintaining UNICEF as managing entity when a new minister was appointed following the presidential election.				
Remedial Actions	Although the one year extension helped with the disbursement rate, there is still a risk that the project will not be completed by the end of March 2017. Despite the rating of the latest Progress Report, the last batch of the school construction has not started yet and the construction of the new teacher training risks not being completed on time. A second extension of the grant closing date may be needed to ensure that all of the planned activities will be completed.				
Current Status	Disbursement has improved since UNICEF requested a no-cost extension of the GPE grant (initial end-date: April 2016; extension requested: 11 months), with the new closing date being March 31, 2017.				

ERITREA*

Grant	Amount: US$25.3 million GA: UNICEF	Period elapsed: 81.86% Disbursed: 24.2% Closing Date: December 31, 2016	**Status FY15**	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	Dialogue with the government has been challenging and the Local Education Group is marginally effective in putting pressure on the ministry for timely implementation. Lack of capacity and an international trade embargo has made the difficult environment even more complex.				
Remedial Actions	The grant agent and the GPE Secretariat had agreed with the Ministry to prioritize procurement for school construction; however, the agreement did not materialize.				
Current Status	Remedial actions have not led yet to any improvements in implementation.				

SOUTH SUDAN*

Grant	Amount: US$36.1 million GA: UNICEF	Period elapsed: 89.36% Disbursed: 28.7% Closing Date: November 30, 2016	**Status FY15**	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Slightly behind IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	Security situation remains volatile in South Sudan, delaying program progress.				
Remedial Actions	The program was restructured and contracts were issued for renewed implementation of the program. In addition, the grant agent is doing an assessment of the impact of conflict in program implementation and will suggest restructuring.				
Current Status	The assessment is underway, but there are no immediate improvements after the remedial actions.				

YEMEN*

Grant	Amount: US$72.6 million GA: World Bank	Period elapsed: 45.86% Disbursed: 9.2% Closing Date: March 3, 2018	**Status FY15**	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
			FY16	Delayed IMPLEMENTATION	Delayed DISBURSEMENT
Delay Factors	Due to the conflict which started in January 2015, several program activities have faced serious delays in implementation. This has also affected disbursement rates. Specifically, activities related to construction have been put on hold.				
Remedial Actions	Education Sector Program Implementation Grant restructuring was reviewed and approved by the Country Grants and Performance Committee. Regular programmatic reviews are being held with the GA and government.				
Current Status	There have been slight improvements due to peace in a few regions.				

* These grants have a non-World Bank grant agent who used a different methodology than the one used for the World Bank grants to rate implementation and disbursement status.

ANNEX 5-A: APPROVED NON-MINOR PROGRAM REVISIONS RELATING TO THE EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANTS

	Country	Decision	Request Explanation
Extension Restructuring	**Benin** $42,300,000 GA: World Bank August 27, 2015 Extension: **Yes** Restructuring: **Yes**	Benin's request to restructure its Education Sector Program Implementation Grant which includes: (1) amending Component 1; (2) updating the Results Framework; (3) reallocating US$1,868 million from Category 2 (construction) to category 1 (training, consultation for Component 1; and (4) to extend the project's closing date by 11 months to May 31, 2017 received the no-objection from the GPE Secretariat. The decision is effective under the condition that the Supervising Entity continue reporting back to the Secretariat the original indicator "Gap in Gross Primary Intake Rate (GPIR) between the deprived districts and the national average (total and girls)" under some modality, despite the addition of the modified indicator (changes in the GPIR in targeted districts). The Secretariats also recommends the addition of a monitoring indicator regarding the acquisition and distribution of the Grade 1 and Grade 2 grammar books (activity added to component 1). In addition, the Secretariat strongly recommends for the Local Education Group to include a strong analysis explaining the widening of equity gaps (gaps in Gross Primary Intake Rate) related to deprived districts in comparison with national averages within the upcoming ESPDG application as well as within the Joint Sector Review.	The Benin Global Partnership for Education Program is financed by US$42.3 million grant from the Global Partnership for Education (2014-16), for which the World Bank is Supervising Entity (SE). An audit conducted in June 2015 by the Ministry of Pre and Primary Education uncovered a case of misuse of funds related to the management of the school canteens. The Ministry has acted satisfactorily and the amount is being reimbursed. Shifts in the exchange rate and the exemption of taxes by the government have allowed for completion of the initial activities at a lower cost (construction of classrooms) in the country currency, which will be used to add to component 1 (acquisition of books to train teacher and increase in-service teacher training in additional districts). Changes in the Results Framework are due to the increase of activities in Component 1 per the reallocation of funds. This takes into account the evolution since the outset of the project and the trend in the number of students for the coming school year. The additional 11 months will provide time to complete critical activities regarding the PDO achievement, which have met considerable delays. In addition, in light of the coming rain period, the remaining time before the original closing date of June 30, 2016 will not be sufficient to fully implement certain activities such as the schools construction, as well as effective implementation of the EMIS.

		Country	Decision	Request Explanation
Extension	Restructuring	**Cote d'Ivoire** $41,400,000 GA: World Bank September 30, 2015 Extension: **Yes** Restructuring: **Yes**	Cote d'Ivoire's request for a reallocation of US$3 million across program components, changes in the Results Framework and a 12-month extension of its current Education Sector Program Implementation Grant from closing date of September 30, 2015 to September 30, 2016 received the no-objection from the GPE Secretariat.	The Cote d'Ivoire Projet d'Urgence d'Appui à l'Education de Base (PUAEB) is financed by a US$41.4 million grant from the Global Partnership for Education (2012-15), for which the World Bank is the GA. The Grant was approved in December 2011 and the grant agreement was signed in July 2012. Implementation did not begin until early 2013. Adjustment in the Results Framework (fewer classrooms rehabilitated) is justified by higher unit costs due to the complexity of the rehabilitations and inaccurate assessments at a time of the ESPIG application (conflict situation in 2011). The US$3 million increase in Component 1 (constructions) is justified by higher unit costs in middle school construction and desks for primary schools. This includes other underestimated or non-budgeted expenses. Evolution of the exchange rates (U.S. dollar appreciation/CFA Franc depreciation) since the grant approval in December 2011 brings additional funds to Cote d'Ivoire. The increase in available funds in local currency, however, may have offset by inflation, in particular in construction material prices.
	Restructuring	**The Gambia** $6,900,000 GA: World Bank April 27, 2016 Extension: No Restructuring: **Yes**	The Secretariat provided its no-objection to the Gambia's request for restructuring the READ project relating to (1) an additional grant in the amount of US$1 million from the Early Learning Partnership (ELP) trust fund to help finance the costs of providing additional support to Early Childhood Development (ECD) activities; (2) adjustments of the PDO Indicators made to reflect the greater number of beneficiaries and to cover the additional activities and (3) the cancellation of two DLIs, resulting in the funding being allocated to the regular lending activities under component 2.	The approved restructuring of the READ project relating to (1) an additional grant in the amount of US$7.5 million from IDA to help finance teacher salaries for six months and school grants for seven months; (2) an additional grant in the amount of US$1 million from the Early Learning Partnership (ELP); (3) the cancellation to five DLIs; (4) changes to the Results Framework; and (5) reallocation of funds between project components.

	Country	Decision	Request Explanation
Extension	**Guinea Bissau** $12,000,000 GA: UNICEF August 27, 2015 Extension: **Yes** Restructuring: No	Guinea Bissau's request for an 11-month extension of its Education Sector Program Implementation Grant (ESPIG) in the amount of US$12 million, from the original closing date of April 30, 2016 to March 31, 2017 received the no-objection from the GPE Secretariat.	Guinea-Bissau was granted an ESPIG in December 2012 in the amount of US$12 million. UNICEF is acting as GA for the grant. The implementation of the project started in May 2013 and was initially planned to be completed in April 2016. The launch of the construction of the teachers' centers was delayed due to changes in the government and some uncertainty from the new government maintaining UNICEF as GA. Guinea-Bissau now requests an 11-month extension of its ESPIG from April 30, 2016 to Mach 31, 2017. This request does not affect the Results Framework and does not require additional costs. In addition, the request was approved by the LEG.
Extension	**Liberia** $40,000,000 GA: World Bank June 24, 2016 Extension: **Yes** Restructuring: No	Liberia's request for a six-month extension of its Education Sector Program Implementation Grant (ESPIG) in the amount of US$40 million, from the original closing date of June 29, 2016 to December 29, 2016 received the no-objection from the GPE Secretariat.	Liberia received a grant of US$40 million, approved by the GPE Secretariat in May 2010. Since its approval, the project has undergone one major and one non-minor restructuring. With this extension, the project will be six years and a half. This request to extend the closing date of the project to December 29, 2016 will ensure the successful completion of a number of activities, including the last school construction, the distribution of teaching and learning material, retention assessment, textbook utilization study, and end-line survey.
Extension	**Mali** $41,700,000 GA: World Bank June 30, 2016 Extension: **Yes** Restructuring: No	Mali's request for a 12-month extension of its Education Sector Program Implementation Grant (ESPIG) from the original closing date of December 31, 2016 to December 31, 2017 received the no-objection from the GPE Secretariat.	The US$41.7 million ESPIG program was approved by the GPE Board in February 2013 with a 36-month implementation period. The project had a slow start with an official launch only at the end of October 2013 due to some of the implementation delays. This extension will enable classroom construction in the north of Mali which is likely to begin in October 2016.

	Country	Decision	Request Explanation
Restructuring	**Nicaragua** GA: World Bank $16,700,000 May 13, 2016 Extension: No Restructuring: **Yes**	Nicaragua's request for restructuring the program design, in accordance with the adjustments outlined in the request and including a changed indicator, received the no-objection from the GPE Secretariat.	Nicaragua was granted an ESPIG in July 2012 in the amount of US$16.7 million. The World Bank is acting as GA for the grant. The government of Nicaragua has revised the strategy for the rehabilitation of preschools and core schools and to more holistically integrate the two interventions for preschools and core schools to ensure fully functioning school infrastructures, including water, sanitation, among others. This has resulted in increased unit costs that had forced the MoE and the GA to reassess the number of classrooms that can be funded from the GPE grant. The number of classrooms expected to be funded from the grant has resulted in a reduce number of preschool classrooms to be rehabilitated or built, from 200 to 106. This will have no negative impact in the number of children to benefit from the overall program as having access to preschool education.
Extension	**Somalia-Puntland** $2,100,000 GA: UNICEF May 27, 2016 Extension: **Yes** Restructuring: No	Somalia-Puntland's request for a five-month extension of its Education Sector Program Implementation Grant (ESPIG) in the amount of US$2.1 million, from the original closing date of May 31, 2016 to October 31, 2016 received the no-objection from the GPE Secretariat.	Somalia-Puntland received a grant of US$2.1 million approved by the GPE Board in May 2013. The project includes payment of teacher salaries, which started in September 2013 (instead of June 2013) because of a transparent and diligent process that was followed to select and verify teachers. The extension will allow for the full three years of teacher salary payments and an additional third-party monitoring for assessing the appropriateness of fund utilization and impact teachers through the program.

	Country	Decision	Request Explanation
Extension Restructuring	**Somalia-Somaliland** $4,200,000 GA: UNICEF February 8, 2016 Extension: **Yes** Restructuring: **Yes**	Somalia-Somaliland's request for a six-months extension of current GPE ESPIG, from a closing date of June 30, 2016 to a closing date of December 31, 2016, received the no-objection from the GPE Secretariat. The Secretariat also provided its no-objection to the change in the Results Framework, except for the deletion of the indicator on the number of teachers enrolled in the MoEHE led Teacher Training (upon completion of the Teacher Training Institute- TTI) and the change of indicator on the Number of total female head techers. Both indicators will remain unchanged. Concerning the indicator on timeliness of the teacher incentive payments, the Secretariat stresses that the indicator should be measured in terms of monthly payments.	In May 2013, the Secretariat approved the Education Sector Program Implementation Grant (ESPIG) in the amount of US$4.2 million to Somalia-Somaliland with the UNICEF as the GA. The project includes payment of teacher incentives, which only started in January 2014 (instead of July 2013) due to a transparent and diligent process followed to select and verify teachers. The extension will allow for the full 3 years of teacher salary payments. In addition, it has been a challenge to populate all Results Framework indicators into the Implementation Report due to lack of data. The Secretariat has taken this up with the GA, and as a consequence the LEG has looked at rationalizing the Results Framework. While overall, the Secretariat provided a no-objection, it insisted that two indicators be maintained because it felt that they were crucial to measure outcome of certain activities.

		Country	Decision	Request Explanation
Extension	Restructuring	**Tajikistan** $16,200,000 GA: World Bank May 18, 2016 Extension: **Yes** Restructuring: **Yes**	The GPE Secretariat provided its no-objection to Tajikistan's request to restructure its Education Sector Program Implementation Grant (ESPIG) which includes: (1) reducing the scope of activities under Sub-component 2.2; (2) reallocating funds from Component 1 to Component 2; and (3) extending the project closing date by twelve 12 months to September 30, 2017. Noting the potential savings which could result from efficient procurement and from the depreciation of the local currency against the U.S. dollar, the Secretariat requested that the GA informs the Secretariat once the cost saving amount has been confirmed and also that the GA provides an update to the LEG and the Secretariat on the details of the funds use.	Tajikistan received a grant in the amount of US$16.2 million approved by the GPE Board in May 2013. The restructuring proposed a reduction in the scope of activities under Sub-component 2.2. The original project design foresaw that the upgraded curricula for Grades 5 to 11 would be piloted for two subjects. The revised proposal is that while the project still supports the upgraded curricula in those grades (an intermediate indicator), the piloting be limited to Grades 5 and 6. The restructuring also proposes that funds be reallocated from Component 1 to Component 2 to reflect implementation progress, actual costs, and revised estimates. According to estimates, there will be cost savings of US$1.0 million. The overall reallocation between components is US$450,000. The savings from the component on ECD (mainly coming from the reduced cost of learning materials, training and a consultancy) will be used for additional learning materials for the primary curriculum.
	Restructuring	**Yemen** $72,600,000 GA: UNICEF July 14, 2015 Extension: No Restructuring: **Yes**	Yemen's request for reprogramming its Education Sector Program Implementation Grant (ESPIG) in the amount of US$9,679,220, which represents 13.3 percent of the original GPE-funded program of US$72,600,000 received the no-objection from the GPE Secretariat. Given the current conflict situation in Yemen, the GPE Secretariat recommends that Yemen carefully consider the timeline and the location for the school constructions and start building schools when security conditions improve. UNICEF is recommended to closely monitor the implementation of the grant and should inform the GPE Secretariat of any further changes which might impact the activities on the ground.	Within the framework of the GPE Operational Framework for Effective Support in countries affected by fragility and conflict and in response to the current armed conflict in Yemen, the Secretariat consulted Yemen on next steps toward the implementation of the GPE -funded grant. Following a meeting in Jordan in May 2015, UNICEF (managing entity for the grant) in consultation with the Ministry of Education, Yemen and the Local Education Group (LEG) requested the Secretariat's non-objection of the revision of the ESPIG in the amount of US$9,679,220, which represents 13.3 percent of the original GPE-funded program of US$72,600,000. The proposed change will not result in an overall change of the focus of the program approved by the Board with the objective "to support the Government of Yemen to improve the equity in access and learning environment of basic education in 13 governorates, and strengthen institutional capacity at the MoE, GEOs and DEOs."

ANNEX 5-B: APPROVED MATERIAL REVISIONS RELATING TO THE EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANTS

		Country	Decision	Request Explanation
Extension		**Afghanistan** $55,700,000 GA: UNICEF July 16, 2015 Extension: **Yes** Restructuring: No	The Country Grants and Performance Committee, on behalf of the GPE Board of Directors, has approved Afghanistan's request for a 12-month no-cost extension for the Afghanistan Education Sector Program Implementation Grant from December 2015 to December 2016.	As of July 2015, the combined rate of execution and liabilities to date was 60.5 percent. An additional financial year of 12 months is both required and credible for the completion of the program. Given the late effective start of program implementation (January 2013), the extension brings the total program implementation period to four years. This is not unreasonable for both the volume of the grant and the challenging environment for implementation.
Extension	Restructuring	**Burundi** $52,900,000 GA: UNICEF June 14, 2016 Extension: **Yes** Restructuring: **Yes**	The Board of Directors approves the proposed revisions to the Burundi ESPIG as recommended by the Country Grants and Performance Committee and requested in the Program Revision Notification in Annex 1 of BOD/2016/06 DOC 07, including a change in GA from Belgian Technical Cooperation to UNICEF. Reduces the allocation to Belgian Technical Cooperation by US$20,100,000 representing the remaining uncommitted funds on the initial allocation, and approves a corresponding amount of US$20,100,000 with UNICEF as GA, plus an additional US$1,608,000 in agency fees. In addition, the following observations on the revision were highlighted: - Due attention should be given to the political economy throughout implementation, ensuring that the activities are carried out in a way that is transparent and pays attention to equity issues. - The GA and partners should ensure that the training and school materials provided have an impact on classroom practices and that there is	While the CGPC has the delegated authority from the Board to approve material revisions to ESPIGs, the revision includes a change in GA and is accompanied by a request from the new GA for an agency fee. At the same time, unused funds to the old GA need to be cancelled and return. Only the Board has the authority to approve new allocations and cancel existing allocations unless it has specifically delegated this authority. The revisions to the Burundi ESPIG program is the result of the ongoing political crisis in the country. The proposed GA, UNICEF requires a new allocation in agency fees of US$1,608,000. The grant amount of US$20.1 million, corresponds to the unused balance of the initial GPE grant of US$52.9 million for which the Belgian Technical Cooperation was GA. The revised program seeks to reinforce the achievements of the previous program implemented through a pooled funding modality and to ensure complementarity with other interventions conducted since 2012. Priority actions have been selected with a view to supporting the ongoing reforms and because they constitute the most appropriate responses to the political crisis in the country. They also reflect consideration of the current challenges in terms of responses to natural disasters. The program puts a strong emphasis on primary education and aims to address the gaps not filled under the pooled funding arrangement. A major innovation of the revised program is to provide teaching materials

	Country	Decision	Request Explanation
		follow-up to ensure proper use of textbooks and guides. - The GA and partners should also ensure that targeting for construction and site selection criteria addresses equity issues, and that the timing of construction is sensitive to the political context and potential consequences of conflict. - The LEG should ensure that this is a transitional approach and that a return to the previous aligned support will be facilitated as soon as possible and, in particular, for the next grant.	and students textbooks that will benefit all students of all grades at the elementary level, nationwide.
Restructuring	**Madagascar** $85,400,000 GA: World Bank April 26, 2016 Extension: No Restructuring: **Yes**	The Country Grants and Performance Committee in its delegated authority from the Board of Directors approves the proposed revisions to the Madagascar ESPIG as requested in the Program Revision Notification.	The GPE Board approved an Education Sector Implementation Grant in the amount of US$85.4 million to Madagascar in May 2013. A Project Mid-term Review (MTR) carried out in November 2015 had determined that the PDO continued to be relevant and achievable and progress toward PDO achievement was rated satisfactory. The same Mid-Term Review highlighted the savings realized by the project and made recommendations that led to the revision of the project. Large fluctuations in the U.S. dollar/ Malagasy Ariary exchange rate have resulted in additional resources for the project, equivalent to US$17 million available for programming, in addition to the non-allocated funds which approximated US$4 million. It was proposed that activities be added to the project, in line with the current PDO, in order to meet additional sector needs and absorb the savings.
Extension Restructuring	**South Sudan** $36,100,000 GA: UNICEF April 5, 2016 Extension: **Yes** Restructuring: **Yes**	The Country Grants and Performance Committee (CGPC), in its delegated authority from the Board of Directors, approved the proposed revisions to the South Sudan Education Sector Program Implementation Grant. The grant's closing date has now been extended to November 30, 2017. The CGPC asked for quarterly updates on implementation progress. They also advised to develop a robust risks matrix for the program,	The GPE Board of Directors approved a grant in the amount of US$36.1 million to South Sudan in November 2012. The program implementation came to a complete halt at the eruption of conflict in December 2013, just one year after the Board approval. The GA evacuated all program staff from Juba only to return them in July 2014, when the security situation allowed return of staff into the country. Program inception discussions and agreements had to be revived with the new leadership at the Ministry of Education. Of special mention is the agreement on parameters for selecting school sites, which had to be totally

	Country	Decision	Request Explanation
		which could be followed up on a quarterly basis. The Committee also advised the Secretariat that disbursements should be made incrementally based on needs.	renegotiated with the ministry leading to a delayed start of school construction. Similarly, terms of references for head teacher training activity, school inspection training, and baseline study had to be renegotiated with the ministry leadership. Procurement and contract awarding for these activities did not take place until the middle of 2015. The 19-month extension will help complete these activities and deliver program outputs. The scope of school infrastructure activity has been revised to construct new primary schools in five states. Previously, the plan was to construct new classrooms in existing schools. As a result, the total number of schools to be constructed under the project is now 15, down from supporting 50 schools. In addition, new activities are added to improve the quality of education. The total cost of these activities are slightly over US$7 million, while the GA made US$4.8 million savings that will be used to cover the costs of these new activities.
Extension Restructuring	**Yemen** $72,600,000 GA: UNICEF April 26, 2016 Extension: **Yes** Restructuring: **Yes**	The Country Grants and Performance Committee (CGPC), in its delegated authority from the GPE Board of Directors, approved Yemen's request for revision of the Education Sector Program Implementation Grant (ESPIG). During the discussion, CGPC acknowledges and supports the emphasis on the accelerated development of a Transitional Education Sector Plan for Yemen.	The new reprograming is proposed in view of the ongoing conflict and to support the MoE's immediate needs. A summary of the main changes: (1) Adjustment in targets of approved activities due to the current escalation of violence and the need for reprograming, it is proposed to cancel or reduce the targets of some approved activities. (2) Adjustment of budget of approved activities. (3) Adjustment in the management cost for the MoE and UNICEF. (4) Addition of new activities. (5) Education in Emergency: A new component has been added in the program description with a funding of US$ 2,542,277 to support the immediate needs of the education system. (6) Extension for 12 months. (7) Change in the number of beneficiaries due to reprograming and emergency related interventions the targeted population to be reached will be at least 427,444 children, compared to the previous estimate of 287,000 children. (8) Change in the Results Framework. (9) Support for the development of a Transitional Education Sector Plan.

ANNEX 6: REPORT BACKS ON FAC/CGPC'S RECOMMENDATIONS AND CONCERNS

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
Afghanistan	**Issue or Concern** Education Financing: Efficiency of resource distribution **Recommendation (Report Backs)** Concern regarding the efficiency of resource distribution across Afghanistan.	**Status:** Complete **Action Taken to Address the Issue in FY16** Ministry of Education and Development partners have worked on the development of the new Afghan National Education Strategic Plan (NESP III). For this they have been using the GPE normative processes and guidelines. A new Education Sector Analysis was carried, using the GPE/WB/UNICEF/UNESCO methodological guidelines. The ESA includes a section that covers public education expenditure, including distribution across sub-sectors and an analysis of unit costs. The new NESP III is expected to be finalized and endorsed by the end of calendar year 2016. It includes typical sections covered under the GPE guidelines for the development of sector plans, including critical elements to align sound policy with resource allocation: simulation model and financing framework. To develop a stronger operational planning and reporting framework, allowing for stronger monitoring of education budgets and improved policy dialogue, the Development partners have agreed to endorse a full NESP III in two steps: the core document in 2016 and the operational plans in early 2017. Development partners have used existing resources to support the development of NESP, although they have requested and received additional funding under the Education Sector Program Implementation Grant (ESPIG) window to support: (1) the two-step appraisal of NESP III; and (2) expertise to support the development of the planning and reporting framework.
	Issue or Concern Gender: Safety of female teachers **Recommendation (Report Backs)** Concern regarding the safety of female teachers.	**Status:** Complete **Action Taken to Address the Issue in FY16** No changes from previous measures. MoE recruitment has in fact been prudent given the heightened insecurity and that the full target of 300 recruitments may not be reached in those conditions.
	Issue or Concern Education Financing: Managing fiduciary risks related to school grants	**Status:** Complete

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Recommendation (Report Backs) Concern regarding the fiduciary risks related to school grants.	**Action Taken to Address the Issue in FY16** This is no longer relevant as there are no school grants under the program.
	Issue or Concern M&E: Weak monitoring and evaluation strategy **Recommendation (Report Backs)** Strengthen the monitoring and evaluation strategy of the proposed program.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** UNICEF has strengthened its oversight of the program on several aspects, notably in better monitoring of planning and budgeting and in carrying out its ex ante controls on disbursements. UNICEF has been engaging in continuous dialogue with the Government of Afghanistan to ensure the external auditing of the program. Given the inherent capacity challenges of the Afghan Supreme Audit Office (which has a mandate that covers all public budgets in the country), UNICEF has now contracted an external auditing firm (Ernst & Young) directly. Implementation reports are prepared by the MoE with UNICEF support and are shared with the members of the Local Education Group. **Next Step for FY17** UNICEF will continue its improved oversight and monitoring of the program. Secretariat will continue its engagement with UNICEF to recommend improvements in its oversight.
Bangladesh	**Issue or Concern** Education Financing: Domestic Resource Allocation **Recommendation (Report Backs)** With respect to the low level of domestic financing on education, the Committee requested a report back on domestic financing for education over the medium term (committed and actual expenditure) and on the intended measures to progressively increase the financing to the sector, for the new medium term expenditure framework.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** According to the Annual Sector Performance Report 2016, the share of education budget against total government budget in FY15-FY16 dropped to 12 percent from 14 percent in FY14-Fy15. Campaign for Popular Education (an NGO umbrella) attributed this to inadequate budget absorption capacity (Third Primary Education Development Programme budget execution rate in FY15-Fy16 as of March was only 45 percent), a large number of unfilled vacancies, weak capacity at the decentralized level especially among head teachers as budget entities. According to the World Bank's Implementation Status and Results report, the Ministry of Finance can provide additional allocation subject to satisfactory financial progress. The components of Third Primary Education Development Programme include the strengthening of the government's financial management capacity and of school management.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
Benin	**Issue or Concern** Education Financing; Learning and Results **Recommendation (Report Backs)** Concern about low level of funding going to improving quality.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** At the last mid-term and Joint Sector Review in June 2016, it appears that the domestic budget will be maintained at the same level (around 20 percent). This issue is taken into account by the technical team in charge of the elaboration of the new Education Sector Plan.
	Issue or Concern M&E: implementation delays **Recommendation (Report Backs)** Concern about delays in the implementation of the previous GPE-funded program.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** During the Mid-Term Review, delays were observed in the school constructions and school feeding program. A timeline has been set up between the donors (World Bank, GPE, Agence Française de Devéloppement (AFD)) and the government) to ensure a timely completion of these activities for school year 2016/2017.
	Issue or Concern M&E; Gender and Inclusion: Sustainability and Girls' access in most deprived areas **Recommendation (Report Backs)** Concern about sustainability of certain elements of the program, including provision of teaching materials, school feeding, and promotion of girls' access to education in the most deprived districts.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The provision of the teaching material has been successfully completed, in the wake of program restructuring (August 2015). The situation of girls' access in the most deprived districts remain concerning, so the mission asked for some further information regarding the indicators that apply to the objectives of access, quality and equity in the most deprived districts targeted by the GPE program.
	Issue or Concern Alignment with country system **Recommendation (Report Backs)** The expectation is that, building on Benin's current capacity, a more aligned modality will be possible in the future.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** GPE has informed the technical team in charge of the elaboration of the ESP and the donors that an evaluation of the pool fund mechanism (FCB-PME) is required.
	Issue or Concern M&E: monitoring in poor areas **Recommendation (Report Backs)** Concern about the monitoring of the program in poor areas.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The situation of girls' access in the most deprived districts remain concerning, so the mission asked for some further information regarding the indicators that apply to the

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
		objectives of access, quality and equity in the most deprived districts targeted by the GPE program. Additional surveys will be conducted in the coming months to monitor the progress of the activities in these areas as well as analyze the bottleneck effects.
	Issue or Concern M&E: need to adjust Results Framework and indicators **Recommendation (Report Backs)** The Results Framework should better reflect the program and should be updated to include indicators on the improvement of quality.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Some indicators have been adjusted in the wake of the last restructuring. The Results Framework and the indicators are aligned with the ESP (Plan de developpement decennal du secteur de l'education).
Burkina Faso	**Issue or Concern** Program Design and inclusion: Issue of refugee children **Recommendation (Report Backs)** The Local Education Group should make note of the need to address the issue of refugees coming in from Mali.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** There are still 34,000 refugees from the Malian crisis in Burkina Faso. The humanitarian response plan prioritizes refugees who live in the most vulnerable areas, including for education provision. **Next Step for FY17** While the monitoring of the situation of refugees from the Malian crisis will continue, the issue should be considered based on an assessment of the government's ability to increase education access.
	Issue or Concern Education Financing: underestimated financing gap **Recommendation (Report Backs)** Note that the financing gap may be underestimated due to over-optimistic growth estimation.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The simulation model is currently being updated, so that a realistic scenario can be included in the revised planning tools **Next Step for FY17** Integration of a realistic scenario in the revision of the ESP.
	Issue or Concern Education Financing: decreasing number of donors and education aid.	**Status:** Ongoing

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Recommendation (Report Backs) Concern about the decreasing number of donors contributing to education aid in the country.	**Action Taken to Address the Issue in FY16** The contribution to the pooled fund by Luxemburg will end after a last disbursement in 2016 and the maximum country allocation from GPE substantially decreases, although France may provide new contributions and Switzerland raises its contribution from 2017. **Next Step for FY17** Follow up on contribution of different partners
Burundi	**Issue or Concern** Education Quality: poor results **Recommendation (Report Backs)** It is noted that there are challenges regarding the quality of education in the country, including a low completion rate and high repetition and drop-out rates. The government of Burundi and other donors are encouraged to contribute to this area, and any future application for a program implementation grant should ensure sufficient focus on quality issues.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** **Justification for Delay** The political crisis has hampered operations in the country.
Cameroon	**Issue or Concern** Education Financing **Recommendation (Report Backs)** The low share of government financing going to basic education is noted. The LEG should develop a strategy for monitoring this and report accordingly to the Secretariat.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** During the last Joint Program Review, this issue was discussed and the government committed to increase the education budget on the period covered by its new ESP.
	Issue or Concern Alignment with country needs **Recommendation (Report Backs)** The amounts of the grant funds directed to paying for contract teacher salaries are high. Any future proposal to GPE should consider increasing the focus on girls and quality.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** During the schoolyear 2015-16, 3,060 “parent teachers” were contracted and the salaries were paid since October 2015. As planned by the GPE program, the contract teacher salaries are supported by the grant. The upcoming restructuring, however, aims to provide math and grammar textbooks for students in Grade 3, according to a ratio of 1:2 or 1:3.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Issue or Concern Learning and Results **Recommendation (Report Backs)** There should be synergies developed between national and regional learning assessments.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** A unit has been set up within the MoE to evaluate the learning results of Grade 2, Grade 4 and Grade 6. The outcomes of the survey will be available in August 2016.
Chad	**Issue or Concern** Education Financing and Ownership: low government financing **Recommendation (Report Backs)** The level of government funding to education is a concern and it is urged that the funding be increased.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The Country Lead focused specifically on the domestic finance issue in a November 2015 mission, working with the MoE team to conduct an analysis of the process by which the decisions were made to not apply the critical TESP measures designed to put the teacher wage bill on a more equitable, sustainable footing. A meeting was held with the MoF to focus on the lack of analysis that accompanied the GoT decision to implement higher cost, less equitable measures which, together with the decline in petroleum prices, contributed to a 2014 suspension of the payment of subsidies to community school teachers who are located primarily in rural areas. **Justification for Delay** The Joint Sector Review for 2016 has been delayed, and so the sector plan implementation report is not yet available. This document will provide information on the 2015 budget situation. The acute financial situation (i.e., due to the drop in the price of petroleum) has meant that subsidies to community school teachers — representing nearly 70 percent of the teacher force — have been suspended. This is likely to skew the overall budget allocation away from education, although the suspension of major capital investment projects may skew the allocations in the opposite direction. **Next Step for FY17** The issue of domestic financing will take on added importance in the coming period as the country is preparing an application for a GPE ESPIG. With the drastic cuts in national budge expenditures, and the suspension of subsidies to community school teachers, it is likely that the country will face challenges to meet GPE requirements in the following areas (1) percentage of education sector funding to primary

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
		education, and (2) credibility of ESP. The Partnership (and the Secretariat) needs to increase its support to the country to avoid entering into a logic of failure.
	Issue or Concern Capacity and Ownership: Low implementation Capacity **Recommendation (Report Backs)** The managing entities will need to work with government institutions in order to build capacity.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The issue remains of concern and the Country Lead has specifically raised questions in recent missions (January and June 2016) regarding the working relationship between the UNESCO team and the Ministry of Education staff. The GPE-funded activity, the PREBAT, is designed to provide support in a relatively low-capacity context, and the GA (formerly Managing Entity) needs to work more closely with the ministry in a helpful, supporting role so that routine project-related decisions move forward in a timely manner. It would be more helpful, for example, if the UNESCO team were more present in the MoE for collaborative working sessions and if the MoE and UNESCO authorities received the results of the joint technical working sessions for action, as opposed to a situation where the GA and the MoE send draft documents back and forth for comments and discussion. A more hands-on approach on the part of the GA would be advised.
Comoros	**Issue or Concern** M&E: revision of targets and proper annual results reporting **Recommendation (Report Backs)** The targets in the Results Framework, which are the same as those for the entire education sector, should be revised so that they reflect the program financed by the grant. The revised Results Framework should be shared with the Secretariat and the results should be reported on an annual basis.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** **Justification for Delay** An extension is being prepared. The target indicators in the Results Framework will be revised and the Results Framework updated. This is expected in December 2016.
	Issue or Concern Building for the future: Procurement and use of government system.	**Status:** Ongoing **Action Taken to Address the Issue in FY16**

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Recommendation (Report Backs) Encourage every effort to strengthen national systems in the implementation of this program in order to be able to make use of government procurement systems in the future.	**Justification for Delay** The sector and institutional analysis are planned. The vision is to strengthen national systems through the implementation of a transitional Education Plan, for which a request is expected early in 2017.
Côte d'Ivoire	**Issue or Concern** Gender and M&E: increased focus for better results. **Recommendation (Report Backs)** Improving the gender focus of the program to deliver results on girls' education.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** To improve girls' participation and restore demand especially for girls, the project (1) supports the establishment of seven small lower-secondary schools that are currently being built by the Project and 41 by AFD (it is expected that AFD will support the construction of 240 small lower secondary schools); and (2) based on project experience of incentive schemes to promote girls' education (i.e., information and sensitization campaigns and special ceremonies for graduating girls), the MoE has enacted a yearly ceremony to promote school girls.
	Issue or Concern M&E: program implementation **Recommendation (Report Backs)** Successful implementation of the teacher training program.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Primary school curricula were revised. A new curriculum framework has been adopted. Teachers have been trained to use the new curriculum.
The Democratic Republic of Congo	**Issue or Concern** Education Financing: pooled funding mechanism **Recommendation (Report Backs)** The plan to develop a pooled funding mechanism is welcome.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** To limit the risks due to a continuing unfavorable environment, the new GPE program, approved by the Board in June 2016, will adopt the institutional and implementation arrangements of the current program. The program implementation will be mainstreamed within the government structures with a strong emphasis on activity management by the government to reinforce institutional capacities and ownership, and to sustain project outcomes. Moreover, the MEPS-INC procurement unit will ensure the procurement function, with the support of the program, although a Project Coordinating Team (PCT) will handle the financial management, under the Secretary-General of the MEPS-INC's control. The MEPS-INC cannot ensure the financial management function because

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
		the MoE does not have a Financial Affairs Directorate (Direction des Affaires Financières, or DAF). Regarding the creation of a pooled funding mechanism, the donors did not have new funding that could have been pooled with the GPE grant.
	Issue or Concern Equity: bilingual instruction **Recommendation (Report Backs)** The LEG is encouraged to ensure that the issue of mother tongue language of instruction is appropriately considered.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The pilot program introducing reading and learning in the mother tongue, that has been implemented through various projects (i.e., by Elan, Accelere, UNICEF), will be generalized through the distribution of textbooks in national languages for Grades 1−3, inclusively, by the new GPE program
	Issue or Concern Education Financing: Domestic Financing Budget **Recommendation (Report Backs)** The application shows 45 percent budget allocation to primary while the commitment letter references 40 percent. The Committee asks the LEG to engage in dialogue regarding the allocation to primary, with particular attention to budget execution, and that regular updates be provided.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The share of education expenditures, as part of public expenditures, has doubled since 2012, reaching 18 percent in 2014. However, compared with the country's GDP, the share of education expenditure is still very low, even though it has increased from 1.5 percent of GDP in 2010 to 2 percent of GDP in 2014. The Ministers of Finance and Budget signed a commitment letter to increase the share of the education budget to 20 percent of the public budget by 2018, and to secure at least 40 percent of this budget for primary education. As a preliminary estimate shows, in 2014, primary education expenditures had attained 45 percent of the education expenditures (i.e., estimation of the JSR 2015), the GPE Board has asked the LEG to monitor closely that the allocation for primary education stays at 45 percent, with particular attention to budget execution
	Issue or Concern Education Financing: Financial planning for abolition of household expenditures **Recommendation (Report Backs)** The Committee notes the government's plan to abolish school fees, in particular the government's commitment to absorb the salaries of nonpaid teachers in the public payroll and the operating costs of schools and local administrations,	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The GPE Board commends the government's plan to absorb the household share of school fees, currently 73 percent, into its budget. It also requests to be informed on the plan and receive regular updates.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	and to extend the suppression of direct fees to Grade 6 and nationwide, in order to reduce household contributions to education expenditures (currently 73 percent). The Committee requests to be regularly updated on the government's concrete financial projections and targets on how it is going to gradually absorb the household share of education expenditures into the education budget over the next years.	
	Issue or Concern Capacity and Ownership: Low implementation Capacity **Recommendation (Report Backs)** The Supervising Entity will need to have in place sufficient in-country staff to oversee such a large program and should consider options to address this.	**Status:** Complete **Action Taken to Address the Issue in FY16** Since April 2016, the in-country team has been strengthened by the addition of a Senior Education Specialist.
Djibouti	**Issue or Concern** Education Financing and Ownership: low government financing **Recommendation (Report Backs)** The low proportion of the government budget share on education is noted. This situation should be monitored by the LEG and reported to the Secretariat.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** LEG members plans to re-start the dialog with the government because a new Minister of Education was appointed following the presidential election. In particular, they will try to convince the MoE to update the sector analysis, including the analysis of the education budget and the update of the financial framework
	Issue or Concern Inclusiveness of civil society in LEG **Recommendation (Report Backs)** The lack of civil society participation in the Local Education Group is a concern and should be remedied. The situation should be monitored and reported to the Secretariat.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** LEG members plans to re-start the dialog with the MoE, given that a new Minister of Education was appointed after the presidential election.
	Issue or Concern Equity and inclusion	**Status:** Ongoing

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Recommendation (Report Backs) The results of the UNICEF/UNESCO Institute for Statistics (UIS) study on out-of- school children should be considered carefully by the Local Education Group and incorporated into the design of the program as relevant.	**Action Taken to Address the Issue in FY16** LEG's members plans to re-start the dialog with the government because a new Minister of Education was appointed following the presidential election. In particular, they will try to convince the MoE to update the sector analysis.
Ethiopia	**Issue or Concern** Inclusiveness of civil society in LEG and teachers union rights **Recommendation (Report Backs)** The difficult working conditions of civil society organizations and their non-participation in the Technical Working Group (which acts as the LEG) is of great concern. There is also a serious concern about the situation and rights of the teachers unions. Progress on a more inclusive LEG should be monitored and reported to the Secretariat.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The Secretariat held dialogues with the Minister of Education of Ethiopia, the development partners and the members of civil society education groups during the missions in 2016. It was agreed with all that the Education Technical Working Group, which is the LEG in Ethiopia, would include civil society and teachers' association representatives, and that the terms of reference for the Education Technical Working Group would be revised in September 2016 to reflect this change. This has now been completed.
Ghana	**Issue or Concern** M&E: revision of targets and proper results reporting **Recommendation (Report Backs)** There is concern that the monitoring and evaluation proposed for the program may be insufficient, noting in particular the need to ensure appropriate targets for the activities, and consider how the impact on results of capacity building activities will be demonstrated.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** A comprehensive set of Monitoring and Evaluation (M&E) templates and operational guidelines have been developed and are being used to track progress toward the achievement of the Project Development Objective. An in-depth fiduciary review has been conducted into financial management and procurement at school and district levels. Annual status reports provide information on implementation progress and an ongoing impact evaluation will provide detailed assessment of the school and district grants. Continuous training has taken place to ensure that the monitoring and evaluation templates are that they well understood and are being utilized by all relevant stakeholders. Mobile collection of information is being considered based on an ongoing pilot (i.e., mobile school report card). A number of data collection instruments are being used to monitor the School Grant Component. The School Grant reporting template captures information on how much money schools receive through school grants, actual expenditure figures at the school level, and information on key performance indicators that feed into the project's Results Framework. School Report Cards also provide detailed school-level data. A lesson observation assessment has been completed to support the Impact Assessment of Untrained

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
		Teacher Diploma in Basic Education. In addition, local CSOs are also conducting their own monitoring reports, which help give some independent snapshots of implementation.
Guinea	**Issue or Concern** Learning and Results: Teachers' training **Recommendation (Report Backs)** The committee expresses concern about the adequacy and sufficiency of the time allocated for teacher training. The government is encouraged to ensure the highest quality of each level of training and to be as transparent as possible in the selection process for each level.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Activity implementation began in February 2016, so there has been no report to date on implementation. Thus, it is too early to provide a more detailed update. The report is expected on schedule in early FY17.
	Issue or Concern Equity: Gender **Recommendation (Report Backs)** The Committee requests clarification on how the GPE gender analysis tool is informing future analysis and sector planning.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** **Justification for Delay** The Country Status Report work has not yet begun. It is planned to start in FY 17.
Guinea Bissau	**Issue or Concern** Capacity and Ownership: Low implementation Capacity **Recommendation (Report Backs)** Significant concerns about implementation capacity.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** All activities of the GPE project have been launched. The GA monitors closely the potential problems that the project can encounter to ensure that the project will achieve its initial objectives.
	Issue or Concern Ownership: Relevance of ESP due to lack of Conflict Analysis **Recommendation (Report Backs)** Lack of a thorough conflict analysis (with appropriate mitigation measures integrated in the education plan).	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The draft of the new sector plan has identified some measures to mitigate the risks that will have an impact on the education system.
	Issue or Concern Education Financing: salary arrears	**Status:** Ongoing

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Recommendation (Report Backs) Existing salary arrears.	**Action Taken to Address the Issue in FY16** The government plans to increase the share of the education in the public budget by 20 percent in 2025 to ensure the implementation of the new sector plan.
Guyana	**Issue or Concern** Equity, inclusion and M&E **Recommendation (Report Backs)** Apart from geographical and poverty targeting, there is need for further improvement of capturing and disaggregating data to inform policy and planning and to be able to respond to equity issues more broadly, including on disabilities.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The MoE conducts a school census every year, sending a questionnaire to every school. Data collection, however, tends to be delayed and MoE believes this is due to poor record keeping in some schools. Data is collected on children with disabilities who are enrolled in schools, but many children with disabilities are believed to be out-of-school.
	Issue or Concern Equity and inclusion: multi-lingual instruction **Recommendation (Report Backs)** The Committee encourages the government to involve local communities in the implementation of the ECE program, with particular attention to the issue of the appropriate use of local languages.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** One of the four components of the program is Primary Caregiver Education which targets community members, such as parents and community health workers. They have been involved in program implementation. Local languages are used for a mass media campaign. The Ministry of Education is working with UNICEF to improve and encourage mother tongue use in the early stages of education. A common challenge is that teachers sometimes do not speak the same language as their students.
Haiti	**Issue or Concern** Building for the future: sustainability **Recommendation (Report Backs)** With respect to the sustainability of the program — short term and long term — the committee requests to be kept informed, through Joint Sector Reviews, on the way forward and on the next steps regarding the development of a legal framework to support sustainability.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** **Justification for Delay** No Joint Sector Reviews have yet been held since the GPE Board recommendation, but they are planned under the project financed by the second GPE grant. Discussions are currently underway to plan a Joint Sector Review before December 2016.
	Issue or Concern Building for the future: strengthening systems	**Status:** Ongoing

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Recommendation (Report Backs) The committee appreciates the LEG's emphasis on addressing the current imbalance between public and nonpublic spheres in the education system from an equity perspective.	**Action Taken to Address the Issue in FY16** The 12 measures aimed to increase public oversight and accountability in the education system, announced by the government, are still underway. The the activities of the GPE program support the identification of school establishments and the delivery of teaching temporary permits. Furthermore, the bulk of these measures will be taken into account in the elaboration of the ESP ("programme operational") which started a few weeks ago. The technical team comprised of agents from the planning department and donors is currently working on the elaboration of the education sector analysis.
	Issue or Concern Inclusiveness of civil society in LEG **Recommendation (Report Backs)** The committee emphasizes the significant role that civil society organizations, teacher organizations and other nongovernmental groups have to play in the LEG and encourages more regular participation, on their part, in the LEG, particularly given the predominant role of non-public actors in the Haitian education system.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** **Justification for Delay** To date, no formal LEG exists in Haiti. The former government has implemented the National Bureau for Partnership in Education (Office National de Partenariat en Education, or ONAPE) but has yet convened any meetings yet. On the donors' side, the Education Sector Group (Groupe Sectoriel Education), which plays the role of the LEG, is active and regularly invite civil society organizations and unions to discuss key education sector issues in Haiti (e.g., policy on teachers, elaboration of the new ESP).
	Issue or Concern Donor coordination **Recommendation (Report Backs)** The committee recommends continued coordination amongst partners in implementing programs to ensure sector support is complimentary and harmonized, and encourages this coordination be a primary focus of regular Joint Sector Reviews.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** To remedy the lack of governmental coordination, the GSE continues to play the role of the LEG. GSE will be the key forum where discussions relating to the coordination and elaboration of the new ESP are held. A support from donors is expected in the coming months to make ONAPE effective.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
Kenya	**Issue or Concern** Capacity and ownership: Low implementation capacity **Recommendation (Report Backs)** The Committee appreciates the efforts that have been taken to strengthen governance and financial management within the sector and emphasizes the need to sustain these efforts.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** These efforts have been sustained. The Ministry of Education has assigned experienced Financial Management and Procurement Specialists to the PCU. The GPE-funded project builds capacity for financial management and accountability at the national, county, sub-county and school level. The accountability documents have been distributed and will be used for reporting during FY17.
	Issue or Concern Donor Coordination **Recommendation (Report Backs)** The Committee encourages coordination between the EGMA and the TUSOME program.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Lessons learned from TUSOME are being incorporated into the EGMA program, and the trainings have been aligned.
	Issue or Concern Building for the future: strengthening systems **Recommendation (Report Backs)** The Committee strongly recommends that the government engage in dialogue with the teachers union on the program's proposed teacher appraisal and development system, including the role of the TSC.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The teacher appraisal and development system have been extensively discussed with the teacher unions. The entire set of activities regarding this output has been delegated to the Kenya Teacher Service Commission which has not only discussed and consulted teacher unions; it also has revised and validated the activities and expected results with the teacher unions. **Next Step for FY17** Follow up on activity implementation and discuss any early issues with the teacher unions. Please note that the issues related to teacher pay and other incentives, such as hardship allowances, are also being discussed with the teacher unions.
Kyrgyz Republic	**Issue or Concern** Access and sustainability **Recommendation (Report Backs)** The sustainability of the program is of concern due to the increased enrolment in early childhood education programs,	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The sustainability of the policy and financing of the project is embedded in the legislation that the government had adopted, as well as with the budget allocation provided. Sustainability beyond the project is a matter being discussed by the LEG

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	especially given demographic trends, and should be closely monitored by the LEG.	with the government through regular dialogue on budget priorities. The Minister of Education and Science recently reconfirmed that pre-school education is a top priority for the current administration. Spending on teacher salaries has been budgeted annually for the project period. More sustained financing beyond the project would have to come from additional budget allocations, as well as the efficiency gains from reforming the existing spending on state kindergartens.
Lao PDR	**Issue or Concern** Education Financing: low government financing **Recommendation (Report Backs)** The Committee notes with concern the low level of non-salary expenditures, low budget allocation to the primary education sub-sector, and their potential negative impact on household budgets for education and requests an annual update on improvements made in this regard.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** This is indeed a concern for all partners and the Ministry of Education and Sports. Increasing the proportion of the budget going to non-salary operating expenditures is critical for the sustainability of the interventions under GPE II. As a consequence, the Government has agreed to provide an update on the budget each year, including the plans to disburse school block grants.
Madagascar	**Issue or Concern** Education Financing and sustainability **Recommendation (Report Backs)** There is grave concern that the grant is paying recurrent costs such as teachers' salaries and school grants but recognizing that it may be necessary in the current political context.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** After the audit report, the government has provided a written commitment to refund the confirmed non-eligible expenditures.
	Issue or Concern Building for the future: M&E, strengthening participatory systems **Recommendation (Report Backs)** Emphasize the importance of strengthening the foundation of the primary education system by rebuilding planning and monitoring capacity at the central and decentralized levels and improving community participation and social accountability. Should be closely monitored by the LEG.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** At the mid-term review this component was the one with some delays; however, efforts are ongoing for more progress to be realized this year.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Issue or Concern Building for the future; equity, inclusion, learning and results **Recommendation (Report Backs)** The education sector plan should include plans to address a sustainable method for meeting recurrent costs, high drop-out and repetition rates, large number of out-of-school children, vulnerable groups, including children with disabilities, and policies on language of instruction.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** An Education Sector Analysis has been completed. New ESP preparation begins in July 2016 and the Secretariat will be part of the process so as to help address areas of concern while ensuring credible ESP criteria and financial management requirements are understood and followed.
	Issue or Concern Inclusiveness of civil society in LEG **Recommendation (Report Backs)** Civil society participation in the LEG should be broadened to ensure that it is more inclusive.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Civil society is regularly represented in Education for All meetings and it advocates on key issues requiring attention.
Mali	**Issue or Concern** Alignment with country needs **Recommendation (Report Backs)** Notes the challenging and changing environment in which this program must operate and strongly suggests that the LEG and the Supervising Entity work closely together and along with partners, such as the Education Cluster, to ensure that the program is sufficiently flexible enough to adapt to this environment.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Following a Mid-Term Review in July 2015, the project adapted its approach to school construction in the north of the country to include temporary learning spaces. The Secretariat Country Lead has followed up on the issue of adaptation and flexibility during April 2016 mission.
	Issue or Concern Alignment with country needs **Recommendation (Report Backs)** Encourages the LEG to ensure that there will be ongoing conflict analysis as appropriate to help inform the process of adapting the program as required to meet the changing needs.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The World Bank has completed an evaluation of the impact of the crisis on the human development sectors to be conducted in two phases. As part of the study, an education resilience assessment and action plan will be developed to support building an effective response to the crisis in the short and long term. More precisely, the main objective of this task will be to identify risks and assets at the school,

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
		community and national level (at individual and institutional levels) and seek to how best align education systems at these three levels with resilience factors.
	Issue or Concern Alignment with country needs **Recommendation (Report Backs)** Welcomes the expansion of activities in the north of the country if and when circumstances permit, and it notes that when identifying activities and budget to reprogram, the LEG consider the school construction activities as a potential area from which to reallocate resources.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Joint program reviews are being organized by the LEG, including the GA every six months (April and September) to assess the progress made and the issues that need attention in the annual work program. These joint reviews are used to monitor the evolution of the context and eventually adjust the project interventions to the North or to other emerging issues, as is the case with implementation of school canteens, remedial classes, and School Management Committees in the North. Activities to be implemented in the North could include school canteens, setting-up school committees, teacher training, and remedial classes for students, as well as small school rehabilitation and equipment of students' benches.
	Issue or Concern M&E **Recommendation (Report Backs)** Requests that the program be monitored closely and that they be kept informed of the progress in implementation from the LEG and Supervising Entity through the Secretariat.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The latest supervision mission concluded on the necessity to extend the project closing date 12 months to allow full implementation of activities aimed at improving access in the north. **Justification for Delay** The extension should be approved in July 2016.
Mauritania	**Issue or Concern** Inclusiveness of civil society in LEG **Recommendation (Report Backs)** There is a serious concern that civil society organizations have not been included in the development of the application, and the Global Partnership would urge that civil society membership in the LEG be rectified before the start of the implementation of the grant.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** COMEDUC is now the CSO officially representing all CSOs at key education events. During the CL's latest mission, MoE officials were congratulated on this progress and were and further encouraged to continue to involve key partners in the LEG. COMEDUC was also encouraged to communicate with government.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Issue or Concern Equity: Gender **Recommendation (Report Backs)** Encourage the use of evidence-based activities to improve girls' education in the program.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** This is noted. Progress has been made through studies and surveys. Efforts are underway to implement an activity to provide sanitary kits to lower secondary students.
	Issue or Concern Results and Learning **Recommendation (Report Backs)** Encourage the use of the contingency amount of US$400,000 for activities focused on improving quality.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** **Justification for Delay** This is ongoing
Nepal	**Issue or Concern** Building for the future: strengthening systems **Recommendation (Report Backs)** With respect to the amended education act, the Committee requests the government to report back on its development and the associated implications if and when it is passed.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The Amendment of the Education Act had been approved by the parliament and is now ready to be signed off by the Right Honorable President. The Minister met with the developing partners and updated them on this important milestone, appreciating the support that the development partners have been providing to enable the amendment. After the disclosure of the Amendment of the Education Act, the developing partners will consider making a joint statement on the amendment of the Act.
	Issue or Concern Education Financing: domestic resource allocation **Recommendation (Report Backs)** The Committee noted with concern the decrease in budget allocation to the education sector, specifically, the implications for the proposed efficiency and equity measures. The success of these measures which are linked to two indicators for the variable tranche hinges on the availability of sufficient resources to absorb the additional students continuing their education. The Committee requests to be updated on progress of the Education Sector	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Nepal's new sector plan (School Sector Development Plan 2016-22) is currently in the process of finalization. It aims to increase the domestic financing of education over the seven-year period.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Planning which the Ministry aims to complete in 2016, notably on domestic financing for education over the medium term (committed and actual expenditure).	
Pakistan — Balochistan	**Issue or Concern** Building for the future: strengthening the monitoring and evaluation system **Recommendation (Report Backs)** The committee encourages the use of data for accountability and to inform technical decisions. Further, the committee looks forward to seeing progress on the development of a clear data strategy including how the data will be used to promote participatory review of the ESP, impact decision-making and inform the political dialogue and affect policy change.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Improving data collection, treatment and follow up is an important part of the Balochistan Education Sector Plan. The Education Department has been using improved data to better monitor schools. This has resulted in the closing of some ghost or nonfunctioning schools and the rationalization of resource allocation to ensure that existing schools are rendered more functional. Third-party verification of the proposed establishment of new schools under the GPE-funded program is leading to better planning of resource allocation. The Coordinating Agency (UNICEF), with the support of the GPE Secretariat, has capitalized on the experience of the February 2015 Joint Sector Review. It is working on integrating data (notably budget data) into improved joint sector dialogue. **Next Step for FY17** UNICEF and the Development partners (notably the World Bank as GA) will continue to support the improvement of EMIS and promote the use of data to improve joint sector dialogue, monitoring, JSRs and project implementation.
Pakistan — Sindh	**Issue or Concern** Monitoring and evaluation **Recommendation (Report Backs)** The committee requests the SE to report back on project performance within the scope of the broader World Bank SEP II project (in alignment with GPE reporting requirements that will be launched in January 2015) and with relation to sector work more broadly.	**Status:** Completed **Action Taken to Address the Issue in FY16** The portfolio of activities under the SGPE project are fully aligned with not only the SEP II activities but other activities laid out in the Sindh Education Sector Plan. A Joint education sector review is planned for the month of September 2015 together with government, UNICEF and WB. The JESR will report on the progress in relation to sector work more broadly. The Secretariat participated in the JSR and have provided recommendations to improve the sector-wide monitoring process and subsequent JSRs.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
Rwanda	**Issue or Concern** Monitoring and evaluation **Recommendation (Report Backs)** With respect to the availability of data, the Committee acknowledges the Ministry's commitment to address the issue and requests a report back on the plan/strategy for strengthening and obtaining data.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** During the Mid-term Review of the Education Sector Strategic Plan in December 2015-February 2016, the issue of data was further discussed. Data for Rwanda is now available until 2014. They were finalizing the 2015 data. However, there is an issue with reporting data regularly to UIS. The discussion is on-going
	Issue or Concern Education Financing: domestic financing budget **Recommendation (Report Backs)** The Committee requests a report-back on domestic financing for education (committed and actual expenditure), specifically the amount of domestic financing for education over the medium term (previous three years and projected three years) exclusive of aligned development assistance.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** For the year 2013/2014, 99.9 percent of funds budgeted for education were spent (approximately US$235.7 million actual expenditure). In 2014/2015, 99.7 percent of funds budgeted were spent (approximately US$258 million actual expenditure). However, public expenditure on education as a ratio of overall public spending shows a downward trend. The most recent data available shows that public expenditure in education has gone down from 19 percent in 2013 to 14 percent in 2014. This is being discussed and will be further discussed during the forthcoming Joint Review of Education Sector in November 2016. Figures for 2015/2016 are not yet available.
Saõ Tomé and Principe	**Issue or Concern** Inclusiveness of civil society in LEG **Recommendation (Report Backs)** The inclusion of civil society organizations and teachers' union in the LEG is encouraged.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** A mission was held in São Tomé and Principe in May 2016. A LEG meeting was organized which included civil society organizations. The mission held bilateral meetings with the civil society coalition and the union, as well as with UNICEF, the CA. Terms of reference for the LEG and a LEG dialogue calendar are in the process of being developed. In addition, conversations were held with government authorities on how to render dialogue more inclusive, regular and effective. According to São Tomé and Principe's new Organic Law, the establishment of a National Education Council is foreseen. Such a country-led structure will provide a solid platform for the LEG to operate under with government leadership.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
		Next Step for FY17 The Country Lead will continue to follow up and will help to ensure that the upcoming Education Sector Plan Development Grant application and ESP development roadmap define the milestones for inclusive dialogue and strengthening of the National Education Council.
Senegal	**Issue or Concern** Monitoring and evaluation: special attention to be paid to block grants, performance-based contracts and alignment of Koranic schools **Recommendation (Report Backs)** The program is ambitious and, therefore, needs to be closely monitored; in particular, with regards to the block grants to schools, performance-based contracts for schools and improved alignment of Koranic schools into the national education system.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Contracts were signed with all 100 Daaras and grants were allocated. Monitoring procedures are integrated into the overall monitoring, governance, accountability and Results Frameworks which works at both central and decentralized levels.
	Issue or Concern Building for the future: strengthening systems **Recommendation (Report Backs)** Expected and encouraged further progress on de-centralization of the education system	**Status:** Ongoing **Action Taken to Address the Issue in FY16** For the first time, procurement was conducted at the regional level and yielded positive results.
Sierra Leone	**Issue or Concern** Building for the future; education financing: **Recommendation (Report Backs)** The focus on teachers in the program, including the teacher services commission, is welcome. The LEG is encouraged to ensure it's financing by the government beyond the grant term.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** While the Chairwoman and several members of the Teachers Service commission have been confirmed, there still remain some open slot which delay its effective start. The government, however, is providing the financing for the running cost, reducing the donor contribution to costs relating to start up and technical assistance. **Next Step for FY17** Confirmation of last commissioners so that the TSC can effectively start strengthening the management of the teachers, including the gender gap.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Issue or Concern Equity: gender **Recommendation (Report Backs)** Efforts should be made to increase the proportion of female teachers.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** **Justification for Delay** In order to rebalance the proportion of female teachers, the teacher payroll issues need first to be resolved. A Teachers Service Commission has been created to deal with these issues. While the Chairwoman and several members of the Teachers Service commission have been confirmed, there still remain some open slot that delay its effective start to manage the teachers' workforce. **Next Step for FY17** Confirmation of last commissioners should be made so that the TSC can effectively start strengthening the management of the teachers, including the gender gap.
	Issue or Concern Donor coordination, monitoring and evaluation **Recommendation (Report Backs)** Efforts should be made to improve donor collaboration on the ground, in particular in the area of monitoring and evaluation.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Since the Ebola crisis, the local education group meets more regularly to coordinate. Moreover, inclusive technical working groups have been established to coordinate different specific issues, especially around the Ebola recovery plan. **Next Step for FY17** The Minister of Education, Science and Technology expressed its intention to establish a donor program coordination unit.
Somalia — Somaliland	**Issue or Concern** Education financing **Recommendation (Report Backs)** Concern that both of the transitional education sector plans are not financed	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Lessons learned from the implementation of the current ESP have been assessed to inform the upcoming ESP. **Next Step for FY17** Ensure that financing is correctly addressed during the development of the new ESP

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Issue or Concern Education Financing and Building for the future: Teachers' salaries; Sustainability **Recommendation (Report Backs)** Concern that the high proportion of grant funding is being used for teachers' salaries and encourage that the education sector plans that are being developed include a sustainable solution	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The Somaliland government has clarified the national contribution to the payroll for the extension request concerning the current grant. It has also confirmed that it has been expanding its contribution to the payroll beyond projections in the program document. **Next Step for FY17** The sustainability issue should be further addressed during the development of the next ESP.
	Issue or Concern Education Financing: Teachers' salaries **Recommendation (Report Backs)** The LEG should monitor whether paying teacher salaries from this grant will decrease the burden on households to pay for education.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Somaliland has introduced free primary education with an indication that this is well adhered to public schools since the synthesis report prepared for the Joint Sector Review revealed some challenges. These are that teachers are demotivated because their salaries have decreased, and schools have difficulties to pay for essential running cost. This said, the recent Somalia Initial Rapid Needs Assessment (SIRNA) reported that 18 percent of respondents mentioned fees as the reason why children were not attending school. **Next Step for FY17** During ESP development, the topic will again be discussed.
	Issue or Concern Building for the future; Gender; Education Financing **Recommendation (Report Backs)** New education sector plan being developed should include an improved analysis of gender and pastoralism and plans to increase government commitment to paying recurrent education costs.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Mentioned studies are included in the terms of reference for the Education Sector Analysis, while the discussion on the government contribution is ongoing. **Next Step for FY17** During the ESP development, the topic will again be discussed.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
Somalia — Puntland	**Issue or Concern** Education financing **Recommendation (Report Backs)** Concern that both of the transitional education sector plans are not financed	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The terms of reference of the ESA includes an analysis of the implementation of the current ESP, including weaknesses in financing. **Next Step for FY17** The finding of the ESA will be taken into account during ESP development.
	Issue or Concern Education Financing and Building for the future: Teachers' salaries; Sustainability **Recommendation (Report Backs)** Concern that the high proportion of grant funding is being used for teachers' salaries and encourage that the education sector plans, which are in the process of development, will include a sustainable solution.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Clarification on the national contribution to the payroll has been requested as part of the preparation of future contributions by different donors. **Next Step for FY17** The issue of teachers' salaries should be further addressed during the development of the next ESP. With the current domestic resources, however, it cannot be expected that the Puntland government will take up full responsibility in the short term.
	Issue or Concern Education Financing: Teachers' salaries **Recommendation (Report Backs)** The LEG should monitor whether paying teaching salaries from this grant will decrease the burden on households of paying for education	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The ongoing ESA includes interviews to verify the household contributions to education expenditure. **Next Step for FY17** The findings of the ESA will be taken into account during ESP development.
	Issue or Concern Building for the future; Gender; Education Financing **Recommendation (Report Backs)** The new education sector plan under development should include an improved analysis of gender and pastoralism and	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Mentioned studies are included in the terms of reference for the education sector analysis, while the discussion on the government contribution is ongoing.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	that there are plans to increase government commitment to pay recurrent education costs.	**Next Step for FY17** The findings of the ESA will be taken into account during ESP development
Somalia — Central South	**Issue or Concern** Education Financing: Teachers' salaries **Recommendation (Report Backs)** There is concern about the sustainability of the teacher incentives system. This issue should be monitored by the LEG and reported to the Secretariat, especially if efforts are being made to include the remuneration of teachers into the government budget.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Clarification on the national contribution to the payroll has been requested as part of the preparation of future contributions by different donors **Next Step for FY17** The issue of teachers' salaries should be further addressed during the development of the next ESP. With the current domestic resources, however, it cannot be expected that the federal government take up full responsibility in the short term.
South Sudan	**Issue or Concern** Monitoring and evaluation **Recommendation (Report Backs)** The Results Framework should be completed and the indicators monitored during implementation.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The GA submits annual implementation reports with updates on progress recorded in the Results Framework. The latest implementation progress report was received in February 2016.
	Issue or Concern Education Financing **Recommendation (Report Backs)** There is a concern with the level of government funding to education, which should be increased.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The financial simulation that was a part of the ESP exercise envisioned an increased government funding. Due to the recent outbreak of conflict, however, the status of the simulation and government commitment are under question.
	Issue or Concern LEG effectiveness and Donor coordination **Recommendation (Report Backs)** The LEG should ensure that it fulfills its role in ensuring that there is coordination of funding to the education sector between the government and among the external donors.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Donors are considering a pooled fund for basic sector activities, such as teachers' pay and school grants, as a result of the recent conflict and economic volatility in the country. The teacher development program, discussed earlier, is on hold, although there is strong support for a pool funding arrangement.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
		Next Step for FY17 Follow up with LEG and with individual donors, especially the U.K. Department for International Development and the European Union on pool funding.
	Issue or Concern Cost-effectiveness **Recommendation (Report Backs)** The management costs are significant and the Managing Entity should make efforts to reduce them where possible in order to make available funds for implementation.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Cost effectiveness was part of the discussions during the Country Leader's recent mission. The MoE has also raised the issue of the high cost of schools. The Minister of Education has mentioned that the only way to reduce costs further would be to reduce the number of classrooms. Discussions were ongoing when conflict broke out in July 2016. **Next Step for FY17** Follow up with the Minister of Education on the agreed decision with the MoE.
Sudan	**Issue or Concern** Education financing **Recommendation (Report Backs)** The comprehensive education sector plan under development should include provision for increased domestic financing for education and efficient use of education funds, including teacher deployment.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The new education sector plan is still under preparation. The issue of increased domestic financing is being discussed.
Tajikistan	**Issue or Concern** Education Financing **Recommendation (Report Backs)** There is anecdotal information about informal payments for education being demanded from parents; this issue should be monitored by the LEG.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** There is now concrete evidence that parents do make informal payments. The LEG is aware of the issue. The next steps have yet to be determined.
Tanzania Zanzibar	**Issue or Concern** Donor coordination; alignment **Recommendation (Report Backs)**	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Further improvement in donor coordination and alignment has been encouraged in Zanzibar. Zanzibar has completed its ESA and ESP review and is in the process of

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Encourage further improvement in donor coordination and alignment of support to the education sector plan.	developing its new five-year ZEDP, which will improve alignment. Furthermore, the quality of the dialogue and inclusiveness of the ZESC (LEG) has improved. At the last meeting in early June, the Ministry of Education, Science and Technology presented to the members of the LEG the 'Partnership Principles," geared toward alignment. These are being reviewed, updated and will hopefully be endorsed by key development partners, including the World Bank and United States Agency for International Development. **Next Step for FY17** Provide support to the government of Zanzibar in drafting the ESP.
Timor-Leste	**Issue or Concern** Education Financing **Recommendation (Report Backs)** Strategies are needed to increase domestic financing for education.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** None **Justification for Delay** Timor-Leste has selected a GA, the World Bank, for an ESPDG to which they will submit an application shortly. A comprehensive ESA should reveal more precisely the situation on domestic financing. The ESA and ESP development process will allow for greater policy dialogue to be held on this key area and for a way forward to be charted, to be rooted in the contextual realities of tight fiscal space.
Togo	**Issue or Concern** Equity: multi-lingual instruction **Recommendation (Report Backs)** The committee strongly encourages the education sector to define a policy on language of instruction.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** This issue will be discussed during the upcoming Joint Sector Review scheduled in October 2016, and it will be addressed in the next Education Sector Plan.
	Issue or Concern Equity: Gender; donor coordination **Recommendation (Report Backs)** With respect to girls' education, the committee encourages a holistic approach to interventions that target girls, ensuring	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The Programme PERI 2, UNICEF and AFD are coordinating their efforts to leverage the impact regarding girls' education in Togo. Recent surveys show that young girls

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	they are appropriate to the context and are evidence-based. Close cooperation and collaboration in this area with other organizations is also encouraged.	are victims of violence in schools as well as early pregnancy. This issue will be taken into account in the next ESP.
	Issue or Concern Building for the future: strengthening systems **Recommendation (Report Backs)** The committee notes the significance of plans to promote greater alignment through a pooled funding modality and the use of government systems.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Programme PERI 2, UNICEF and AFD are coordinating their efforts to leverage the impact regarding girls' education in Togo. Recent surveys show that young girls are victims of violence in schools as well as early pregnancy. This issue will be taken into account in the next ESP.
	Issue or Concern Monitoring and evaluation **Recommendation (Report Backs)** The committee requests close monitoring of the administration of the school grant of the project and early reporting back to the Secretariat on progress of Year 1 of the program.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** A bank account has been opened for each school, as required, and the decision of transfer has been already approved by the Ministry in charge of primary schools. It is planned to publicly announce the amount of each school through community radios by September The transfer is planned to be effected in June 2016 for the school- year 2016/2017 and the members of the COGEP will be trained on the use of the school grants.
Uganda	**Issue or Concern** Education financing **Recommendation (Report Backs)** The government of Uganda is strongly encouraged to increase the percentage of its budget dedicated to education. The LEG should provide the Secretariat with information on progress on this issue as national budgets are agreed.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The Chief Executive Officer has sent a letter to the LEG asking for regular updates on the domestic financing to education.
	Issue or Concern Equity and Inclusion	**Status:** Ongoing **Action Taken to Address the Issue in FY16**

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	Recommendation (Report Backs) The CGPC is concerned about the limited focus on gender and the lack of focus on addressing some of drivers of the out-of-school populations relating to demand.	**Justification for Delay** This will be discussed at the mid-term review of the program scheduled for September 2016.
	Issue or Concern Building for the future: strengthening systems **Recommendation (Report Backs)** The Supervising Entity should report back to the Board on the measures being taken to address the fiduciary risk for the grant during implementation.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Regular reporting taking place through the Implementation Status Report. In addition, meetings on specific fiduciary issues are arranged.
Uzbekistan	**Issue or Concern** Monitoring and evaluation; equity; building for the future **Recommendation (Report Backs)** The CGPC notes that the Supervising Entity has incorporated independent third-party monitoring (TPM) and grievance redress mechanisms relating to the risks of child and forced labor. Once the contract with the organization in charge of the TPM and grievance redress mechanisms is signed, the Supervising Entity will be asked to update the CGPC on the terms. Additionally, when the mechanisms are in place, the Supervising Entity will be asked to keep the CGPC informed on the progress, as part of the regular reporting.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** As Coordinating Agency, the UNICEF Uzbekistan Country Office has not been directly involved in the monitoring of child labor or forced labor and thus has no access to primary information. The International Labour Organization (ILO) has extended its support to the government for monitoring these critical issues through Third Party Monitoring and Feedback Mechanisms. The report has been reviewed and it confirms that while there was no systematic use of child labor, there were concerns linked to forced labor and decent work. Sporadic and anecdotal information, especially from foreign missions in the country, suggests instances of the education and health workforces being forced into cotton harvesting.
	Issue or Concern Monitoring and evaluation, equity, building for the future **Recommendation (Report Backs)** The committee notes that the SE has incorporated independent third party monitoring (TPM) and grievance redress mechanisms (GRM) related to the risks of child and forced labor. Once the contract with the organization in charge of the TPM and GRM is signed, the SE is asked to update the CGPC on the terms. Additionally, when the	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The ILO signed a Memorandum of Understanding for cooperation with the World Bank on implementing TPM of World Bank-financed projects in late 2014. The TPM carried out by the ILO was fully operationalized during the 2015 cotton harvest. The methodology was based on child labor monitoring methodology of 2013, with additional questions added on forced labor, addressed to cotton pickers, farmers, representatives of education and medical establishments, private enterprises and *mahallas*. The focus of monitoring was on the 10 provinces, where World Bank-

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
	mechanisms are in place, the SE is asked to keep the CGPC informed on the progress, as part of the regular reporting.	financed projects were implemented in 2015; the remaining three provinces were covered by the national monitoring teams that applied the same methodology. The ILO also led the efforts in operationalizing the feed-back mechanism. The ILO concluded that the feed-back mechanism provided redress in some cases, but the overall usage rate was low and public confidence was insufficient. Additionally, an awareness-raising campaign was carried out by the government of Uzbekistan with ILO and World Bank support.
	Issue or Concern Access and equity: multilingual instruction **Recommendation (Report Backs)** While progress has been made, there remains a concern that the project does not accommodate all ethnic minority languages.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The storybooks and teaching and learning materials for the Early Childhood Care and Education project component, which are being purchased from the GPE project, will be produced in the Russian, Uzbek and Karakalpak languages. These storybooks will be distributed to beneficiaries of the project-supported early reading program by the end of July 2016. Moreover, the general secondary education component will finance the development and production of teaching materials for teachers training institutes in Uzbek, Russian and Karakalpak languages.
Vietnam	**Issue or Concern** Equity: multi-lingual instruction **Recommendation (Report Backs)** The LEG is encouraged to continue to discuss opportunities for furthering Vietnam's bilingual education policy in the implementation of the program, where appropriate.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The LEG has continued to discuss opportunities for furthering Vietnam's bilingual education policy. UNICEF has assisted the Government in the implementation of the Lao Cai Language Mapping Project.
	Issue or Concern Building for the future: strengthening systems **Recommendation (Report Backs)** In the context of its Joint Sector Review process, the Government of Vietnam is asked to provide the LEG, with a plan to scale up the program. It is also expected that the scaled-up program will be integrated into the government's systems.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The government has already scaled up the initiative to 1,000 additional schools. An impact evaluation study has been initiated with support from Dubai Cares, the findings of which will be used as an input by the government of Vietnam in its plans to further scale up. The final student assessment for Grade 5 was completed in May 2016. The cleaning and processing of data for analysis is ongoing and the impact evaluation results are expected within six months of project closing.

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
Yemen	**Issue or Concern** Education financing: managing fiduciary risks **Recommendation (Report Backs)** Provide more detail to the Secretariat on the Program Administration Unit structure and how fiduciary risks will be managed.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Comments were shared with the UNICEF Country Office and HQ on our concerns of fiduciary risks. The Country Leader recommended a detailed examination of the current fiscal controls in place and close monitoring by UNICEF. They are currently working on it. This action is being followed up by the Secretariat team with UNICEF.
Zimbabwe	**Issue or Concern** Education Financing **Recommendation (Report Backs)** The CGPC is concerned the over high amounts from household income being dedicated to education. It hopes to see it addressed in the ESP.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** The difficult economic environment and fiscal challenges have impacted on the resources available to the government to fund education. MoPSE provides almost all state funding to primary and secondary education. The MoPSE budget should normally fund a mixture of salaries, non-salary recurrent spending, transfers to provinces, schools and districts, and capital spending. In practice, however, most of the budgeted and obligated funding is dedicated to salary expenses, leaving little to finance other education sector needs. Personnel related expenditure comprised 99 percent of all MoPSE expenditure in 2015, leaving very limited funding for non-personnel items. **Justification for Delay** While most spending for school-level recurrent expenditure is based on locally sourced revenues, schools also receive some level of support for these costs through per capita school grants (for nongovernment schools) and tuition grants (for government schools). These grants are transfers from the central government budget for schools for the purchase of school books and learning supplies. In a normal situation, this would be a fixed amount per pupil; however, given current fiscal constraints, education provinces receive much less than the anticipated amounts and ration funds to help support those schools that are most in need. **Next Step for FY17** It is the intention of MoPSE to develop, as contained in the new ESSP, a school financing policy that will simplify and clarify the use of funds at the school level, the management and operational procedures and ensure that there is transparency and

Country	Issues or Concern and Recommendations	Fiscal Year 2016 Update
		accountability in the use of funds. In addition, the policy will address the issue of equity and the allocation of government resources, as well as how resources can be made available to prioritize disadvantaged schools so as to reduce the learning gap between the most and least advantaged children. The policy will build on the work already done in school planning and the modalities in place, such as the School Improvement Grant Mechanism.
	Issue or Concern Inclusiveness of civil society and teacher participation **Recommendation (Report Backs)** Encourage civil society and teacher participation in the LEG, including in the Joint Sector Review processes, and the development of the education sector plan. Teacher involvement is particularly important in order to promote a balanced approach to teacher training needs.	**Status:** Ongoing **Action Taken to Address the Issue in FY16** Non-state actors have participated in the development of the ESSP and in the operational planning and are members of the Education Coordination Group (the Zimbabwe equivalent to the LEG). Teachers' organizations have been engaged in the operational planning. The ESSP process — and the support of the GPE Secretariat — has ensured that there has been debate and discussion around the process of drafting the documents and the application. It is anticipated that a planned refocusing of the ECG away from a technical to a more strategic agenda and the establishment of the annual ESSP review process from district to province to national levels will establish a robust working relationship and provide a framework within which all partners will engage.



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