

# Summative Evaluation of GPE's Country-level Support to Education

Batch 2, Country 3: Côte d'Ivoire

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# Executive Summary

## Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

The CLE of Côte d'Ivoire was conducted between February and June 2018, and covered GPE support during the period 2012-2017. It draws on document, database and literature review, as well as on consultations with a total of 62 governmental, multilateral, bilateral, academic, school-level, and non-governmental stakeholders in Côte d'Ivoire and Washington DC.

## Education in Côte d'Ivoire

Côte d'Ivoire is classified as a least developed country with a population of 23.7 million (UNESCO, 2016) and is among the largest economies in West Africa. Since the 1990s, the country has experienced episodes of civil war reflecting increasing ethnic tensions. More recent socioeconomic and political challenges included political instability and violence caused by the 2010-2011 national election crisis and periods of recession due to falling commodity prices. Rising poverty rates since 1980 have been slowly reversed by recent strong economic growth.

Côte d'Ivoire's education system is based on the French model and was reformed in 2015 with the introduction of universal (but not free) basic education, managed by the Ministry of National Education and Technical Vocational Education and Training (MENETFP). While many private schools are officially licensed by MENETFP, a large proportion (especially faith-based schools) are neither recognized nor represented in official data. In 2013/2014, 4,112,095 children were of basic education school age (3-15).

To date, Côte d'Ivoire has developed three Education Sector Plans (ESPs). **This evaluation mainly focuses on the second ESP (PAMT 2012-2014) and comments on the third ESP (PDEF 2016-2025) where relevant.** Key objectives of the 2012-2014 PAMT were organized around the three dimensions of (a) access to education: relaunching the education sector after suffering from underinvestment and socio-political crises for almost two decades; (b) improving education and teaching quality; and (c) strengthening education system governance.

## GPE in Côte d'Ivoire

Côte d'Ivoire joined the GPE in 2010 and is represented on the Board of Directors through the Africa 2 constituency group. It has received two education sector plan implementation grants (ESPIGs) of decreasing size (the most recent one is currently being implemented), and one education sector plan development grant (ESPDG). GPE's grant agent for the two ESPIGs, the World Bank, also received a program development grant (PDG). This evaluation focuses on the period 2012-2017 which covers the US\$41.4 million, 2013-2017 ESPIG. It was used to fund the Emergency Basic Education Support Project (PUAEB), one of two main donor-funded projects of the PAMT (the other was the French-funded CD2-DEFI project).

## GPE contributions to sector planning

### *State of sector planning in Côte d'Ivoire, 2012-2017*

Education sector planning in Côte d'Ivoire has improved over time. The development of the 2012-2014 PAMT was government-led and informed by a sector analysis (RESEN) including broad-based consultations. Following the election crisis in 2011, the original PAMT, which had been endorsed in 2010, was hastily revised by senior education officials, with limited participation from sector actors. Accordingly, the PAMT was perceived primarily as a sector framework to attract and coordinate external investment, which, combined with a weak communication strategy, resulted in limited awareness and ownership of the PAMT among education stakeholders.

The development of the 2016-2025 PDEF was led by an Inter-Ministerial Task Force and was based on broad participation by national education stakeholders. Compared to the PAMT, more robust processes for consultation and dissemination of the PDEF generated a better understanding of its purpose along with greater ownership and accountability for its objectives. The PDEF also improved on some of the shortcomings of the PAMT by providing a more comprehensive financial simulation, more detailed action plans, strategies and capacity building plans, and a stronger results measurement framework.

### *GPE contributions*

**GPE guidelines and funding requirements constituted important incentives** for the development of both the PAMT and the PDEF.

**GPE/IIEP quality criteria and the Secretariat's quality assurance helped strengthen ESP quality.** Shortcomings in the PAMT's draft

version were flagged, yet not addressed before the plan's endorsement. The new GPE 2015 Guidelines ensured revisions and improvements of the PDEF were made prior to its endorsement.

While the PAMT had been developed without financial support from GPE, **the development of the PDEF in 2014-2016 benefited from an US\$220,219 ESPDG**, representing 33 percent of the total plan development budget. This grant enabled stakeholder consultations, thematic working groups, capacity building for ministry staff, and the recruitment of technical experts.

**For both ESPs, the Secretariat provided technical assistance and policy dialogue**, by promoting inclusive and participatory processes, explaining GPE processes, guidelines and funding requirements, and sharing international lessons learned and best practices.

## GPE contributions to sector dialogue and monitoring

### *State of sector dialogue and monitoring in Côte d'Ivoire*

Sector dialogue and (joint) sector monitoring in Côte d'Ivoire revolve around four mechanisms: (a) the Education Cluster Group (since 2002) which became the Local Education Group (LEG) in 2015; (b) the Inter-Ministerial Task Force; (c) three technical commissions of the LEG established in 2016; and (d) joint sector reviews (JSRs).

Between 2012-2015, the World Bank simultaneously filled the roles of coordinating agency (CA) and grant agent (GA). This coincided with a time when the LEG met infrequently and sector coordination was limited. Due to tensions in the relationship between the government and the GA around PAMT implementation, the World Bank assuming a dual role of GA and CA may have contributed to challenges in sector coordination.

Since 2015, under the lead of the *Agence française de développement* (AFD), the LEG has become more inclusive (with CSO, teacher union, and parent association representation), structured and frequent in its interactions. The LEG serves as a useful forum for information exchange and activity-level coordination among development partners as well as for promoting the alignment of the objectives of education initiatives with the ESP. There was limited evidence, however, of LEG discussions having addressed questions around how development partners (including GPE) could work towards increased harmonization such as through the use of pooled, rather than project-based, funding mechanisms.

Sector monitoring for the PAMT was limited due to under-resourcing of the Task Force, lack of commitment by the Education Cluster Group/LEG, and shortcomings in the PAMT results framework, which included high-level expected results and performance indicators yet no sources of data for these were identified, no baseline was established and no domestic resources were identified in its budget. Due to frequent postponements, only two JSRs were completed for the PAMT (2014, 2017). However, both lacked adequate evidence for tracking PAMT progress and performance and their impact on implementation was limited as concrete measures agreed upon during the 2014 JSR were not realized and the 2017 JSR mainly served as a final review.

Lessons-learned from the PAMT have been used to improve monitoring efforts under the PDEF, including engagement of a monitoring and evaluation (M&E) specialist in the Task Force, the scheduling of annual JSRs, the development of a comprehensive M&E plan, and the organization of regular LEG meetings with a focus on sector monitoring.

## **GPE contributions**

**GPE advocacy** provided the incentive to expand and entrench sector dialogue and coordination

as the country shifted from humanitarian crisis to a more stable development context.

**GPE advocacy and funding** facilitated the development of the 2014 and 2017 JSRs and a joint results framework. The **Civil Society Education Fund (CSEF) grant (2013-2016)** supported an umbrella organization for domestic education CSOs in assessing obstacles to ESP implementation and in conducting advocacy and awareness-raising.

**The Secretariat and the CA advocated for the inclusion of civil society** in ESP planning processes and sector coordination, which contributed to renewed dialogue between the government and the teachers' union as well as to recently increased representation of civil society and private sector organizations in the LEG.

## **GPE contributions to sector financing**

### ***State of sector financing in Côte d'Ivoire, 2012-2017***

Domestic education financing in Côte d'Ivoire has grown by 85 percent (from 503 billion to 931 billion in current FCFA) between 2011-2015. In the same period, the country consistently met GPE's domestic education spending target of 20 percent with an average share of total relative government expenditures of 21.7 percent.

Education ODA to Côte d'Ivoire nominally increased in absolute and relative terms from US\$33 million in 2011 (2.1 percent of ODA) to US\$44 million in 2016 (4.45 percent of ODA) but has not yet caught up with pre-crisis levels in relative terms. The share going to basic education averaged 66.5 percent (92.9 billion FCFA) from 2012-2016.

A growing proportion of education ODA comes from multilateral donors. They provided 39 percent (an average of US\$15.3 million in current prices) of all education ODA between 2011-2015, which declined to 14 percent (US\$6.2 million) in



2016. While the number of bilateral education donors has not changed, the average funding per donor declined from 2011-2015, before increasing again in 2016.

Between 2010-2015, the proportion of domestic education financing allocated to primary education decreased (from 41.5 to 37.8 percent), while that to lower secondary education increased (from 14.1 to 16.9 percent). This was in keeping with PAMT objectives.

The quality of international education financing is limited by insufficient harmonization of donor initiatives and a lack of substantial alignment with national systems. Still, while almost all donors finance stand-alone education projects, interventions are aligned to support the overall objectives and priorities outlined in the PAMT or the PDEF.

### ***GPE contributions***

Although GPE's 2013-2017 ESPIG represented only 0.5 percent of total education sector expenditures from 2012-2016, it covered 16.8 percent of planned costs for the PAMT, and 17.1 percent of actual international education financing from 2012-2016. Overall, the ESPIG was significant in terms of re-investing in the sector after long-term neglect due to periods of civil war and the 2010-2011 political crisis.

The evaluation found no detectable GPE influence on the *quantity* of domestic or international education sector financing from 2011-2016. There is also no indication that GPE support influenced the *quality* of international sector financing. ESPIG funding criteria likely contributed to shaping the allocation of domestic funds within the PDEF budget in favor of primary education.

## **GPE contributions to sector plan implementation**

### ***State of sector plan implementation in Côte d'Ivoire, 2012-2017***

Due to gaps in monitoring of the PAMT and the absence of a results framework with output-level indicators, the evaluation focused on the implementation and key results of seven donor-funded projects which, collectively, represented more than 92 percent of education ODA in 2012-2017 and had disbursed 112 percent of originally anticipated international financing to the PAMT by the end of 2016.

Overall, implementation of the PAMT was uncoordinated, partial and substantially delayed. As of 2016, 49 percent of 178 planned interventions across three overarching PAMT objectives were completed or under implementation, with the least progress made in those targeting education **quality** (34 percent) and **governance** (37 percent). The majority of planned activities for improving **access** to education were executed however (74 percent).

Factors contributing to delays in PAMT implementation included weaknesses in sector planning and sector dialogue, lack of political coordination, human resource constraints, and limited evidence that 2017 JSR results were translated into actionable follow-up plans for the PAMT.

### ***GPE contributions***

**The GPE-financed PUAEB project completed most of its planned activities, met most of its targets, and contributed to progress in key areas of the PAMT. Exemplary achievements under the project's three objectives include:**

### **Objective 1: Increased primary and lower secondary infrastructure**

- Construction of seven lower secondary colleges, 1,002 primary school classrooms and renovation of 270 classrooms, which provided access to education to 50,880 primary school students and 2,400 lower secondary school students.

### **Objective 2: Improved teaching quality**

- Construction of two and renovation of seven teaching colleges, which led to 17,000 primary school teachers receiving in-service training and 24,000 new primary school teachers being hired;
- Provision of funding and technical support to MENETFP to conduct three learning assessments;
- Distribution of 1,000,270 textbooks across 3,816 primary schools, and 50,000 library books in newly constructed primary schools.

### **Objective 3: Capacity strengthening**

- Skills trainings in procurement, financial management, M&E, and maintenance of school infrastructure to 8,670 school principals and regional officials and 5,232 members of local school committees;
- Trainings to various government departments in education planning, collection and management of data, and production of statistics; funding of annual education statistics for 2016-2017;
- Establishment of a pilot platform for decision-making for the Inspector-General of MENETFP and a nation-wide system for computer-aided evaluations of exams and digitalization of the exam archive.

Stakeholders noted several reasons for delays in the PUAEB implementation, including concerns over the scope and timeframe of planned activities, human resource constraints within the PUAEB Task Force and the grant agent,

sustainability challenges, and the grant agent's procurement and approval processes.

Other GPE grants (ESPDG, PDG) indirectly aided PAMT implementation, by contributing to sector planning and PUAEB development.

## **Factors other than GPE contributions affecting change**

**Factors that positively influenced** change in the above described areas included (i) funding and technical assistance provided by AFD outside of its role as the CA; (ii) a strong commitment by the Government of Côte d'Ivoire post conflict to reinvest and reform the education sector and its previous experience in education sector planning; (iii) the Education Cluster Group responsible for organizing the RESEN and supporting the PAMT development process prior to GPE; (iv) the government's improving macro-economic situation and substantial investments by other donors in the education sector.

**The main factors that negatively affected** change were (i) a hasty PAMT development process with limited sector participation; (ii) poor political coordination between the relevant government education ministries, in part due to a lack of national ownership of the PAMT; (iii) a weak communication strategy which limited awareness and ownership of the PAMT; (iv) national stakeholders' perceptions of PAMT as a donor investment framework management exclusively for basic education.

## **Unintended effects of GPE support**

As external investment in the PAMT (of which 17 percent was provided by GPE) focused almost exclusively on basic education, national stakeholders perceived the ESP as an external investment plan for basic education rather than a sector-wide plan for education policy implementation. This situation created tension

among national education ministries, who received unequal support under PAMT.

When the World Bank became GA for the 2013-2017 ESPIG, it stopped investing its own resources in basic education. Development partners perceived this as evidence that GPE contributed to replacement over additionality with regard to education ODA.

The initial version of the PDEF, which had been endorsed by the LEG, allocated 40 percent of the total education budget to basic education. This was below the GPE funding requirement of 45 percent and GPE insisted the ESP be revised or the ESPIG might be at risk. The final PDEF allocation was then adjusted by government to 47 percent. The rigidity with which this funding requirement was applied in Côte d'Ivoire was perceived by development partners as undermining local ownership and mutual accountability.

## System level change

### *System level change*

Between 2012-2017, significant progress was made in strengthening the education system in Côte d'Ivoire, effectively relaunching the sector after the election crisis. Efforts were most successful in removing barriers to **education access**. The effectiveness and sustainability of contributions to improving **education quality** were limited, given the absence of a national strategy and requisite budget lines for ongoing in-service teacher training and pedagogical support for teachers. Progress towards PAMT objectives were noted in the following areas:

#### **Access to education**

- **Increased number of pre-primary, primary and 'college' (lower secondary) classrooms.** The construction and rehabilitation of 8,201 primary classrooms resulted in 696,000 additional children attending primary school in 2015 compared to 2012;
- **Improved pupil/trained teacher ratio at primary level** from 50/1 in 2013 to 42.05/1 in 2017;
- **Reduced distance to school (and thereby reduced financial burden on households)** by using smaller lower-secondary schools located more closely to where pupils live;
- **Mixed progress in preventing student drop-outs and reintroducing out-of-school children** by providing bridging classes, school feeding, school kits and textbooks, subsidies to approximately 3,000 local school committees at the primary level, as well as by integrating students from Islamic schools into the formal education system. High repetition and drop-out rates at primary and secondary levels remain key challenges.

#### **Education and teaching quality**

- **Improved pre-service teacher training** by constructing new training facilities, developing an overarching pedagogical framework for teachers and a handbook for governing teacher colleges, conducting organizational reviews, and by reforming teaching modules and learning materials at the pre-primary level;
- **Strengthened in-service teacher training** through external and domestic funding allocations.

#### **Education system governance**

- **Some improvements to teacher management**, by implementing initiatives to determine teacher deployment based on actual needs at the local and regional levels;
- **Improved management of exams** supported by a nation-wide implementation of a system for computer-aided exam evaluations;



- **Improved MENETFP capacity to collect and manage current sector data;**
- **Strengthened capacity of the Office of the Inspector General**, by developing a decentralization plan and a pilot decision-making platform, and by providing capacity-strengthening activities for school inspectors at seven regional offices;
- **No available data on the effects of training in management modules** provided to 8,670 school principals, regional officials and 5,232 members of local school committees.

The PAMT lacked an overarching strategy for addressing gender disparities. Interventions aimed at enhancing gender equity and data to assess related results are limited.

An integrated Education Management Information System has not been developed, yet related interventions are being implemented as of 2017. Although three learning assessments were conducted with PUAEB support, and education sector data systems appear to have improved overall since 2012, concerns remain about the availability and frequency of government-generated monitoring data for the PDEF.

### ***Likely links between sector plan implementation and system level change***

Of the seven system-level, cross-cutting strategies proposed under the PAMT to achieve its three objectives, donor-funded projects contributed towards the implementation of three, while three were partially implemented and one was not. Progress towards PAMT objectives supported the country in its transition towards a more stable, coordinated and strategic management of the education sector. However, with the exception of the PUAEB project, it is not

clear whether and to what extent the PAMT was the main driver for donor-funded projects.

## **Learning outcomes and equity**

### ***Changes in learning outcomes, equity and gender equality***

**Basic education completion rates** have improved, with primary education rates rising from 53.8 to 65.9 percent from 2011-2016 with the biggest improvements recorded after 2014, and lower secondary completion rates rising from 32.1 to 39.5 percent from 2014-2016.

**Out-of-school rates** decreased considerably from 44 percent in 2009 to 12.3 percent in 2016 for the primary level, and from 49.5 to 44.2 percent between 2014 and 2016 for lower secondary level.

Improvements in access to basic education appear to have disproportionately benefited boys over girls. From 2013-2016, **gender parity enrollment rates** improved at the primary level (from 0.86 to 0.89) and lower secondary level (from 0.69 to 0.74), while **gender parity completion rates** improved marginally. However, **gender parity of primary and secondary out-of-school rates** worsened for the same period. Hence, girls are still far less likely to attend and complete primary and lower secondary school and to transition to (post-)secondary education.

**Regional disparities in access** remain significant with substantially lower-than-average enrollment rates across all education levels in the northern and north-western regions.

From 2011 to 2016, pre-primary enrollment rates increased from 3.9 to 7.6 percent.

**There has been no detectable progress towards improved learning.** Learning outcomes, as measured through the PASEC assessment, fared far below average for PASEC countries in 2014 (except for 6<sup>th</sup> grade competencies in French)

and noted significant regional and rural/urban disparities, with boys scoring higher than girls in mathematics. The location of schools was identified as the most important factor affecting learning outcomes.

### *Likely links to observed system level changes*

Many of the system-level achievements (e.g. strengthened teacher trainings, revision of curricula, increased transition rates) represent potential foundations for future improvements in learning outcomes but are too recent or have not been fully implemented.

The decrease in primary and lower secondary out-of-school rates (and corresponding increase in enrollment rates) could be linked to enhanced school infrastructure alongside improvements in the country's overall socio-political stability. The lack of a comprehensive gender strategy for the PAMT likely limited progress towards increased gender equity.

Other impact-level trends have no clear relationship to system-level changes observed during the review period.

## **Conclusions/ Overall observations**

### *Emerging good practice*

The **consistent advocacy and technical assistance provided by the GPE country lead** during regular visits to Côte d'Ivoire since 2015 was considered to have contributed to improved sector dialogue and sector plan implementation.

**GPE's financial and non-financial support in Côte d'Ivoire illustrate its added value for countries emerging from crises.** The promise of

GPE support for the implementation of PAMT were viewed by the Government of Côte d'Ivoire as a key opportunity to relaunch education sector investment and reform in the country at a time when few donor agencies were present and the need for a return to stability was pressing.

### *GPE contributions*

**GPE support has made positive contributions to sector planning, mutual accountability, and sector plan implementation, and limited contributions to sector financing in Côte d'Ivoire.**

Overall, the Secretariat's non-financial support (through quality assurance, advocacy and facilitation) became more relevant with a more consistent presence of the country lead post 2015. In-country stakeholders valued the more frequent interactions, which helped maintain the focus of education partners on their collective responsibilities, guide the LEG through ESP and ESPIG processes, and share international lessons learned.

Holding the roles of CA and GA simultaneously proved to be challenging for the World Bank and likely contributed to delays in PUAEB implementation as well as limited sector dialogue. Concerns were raised with regard to the GA's unilateral decisions on PUAEB resource allocations. AFD, acting as the CA since 2015 and more recently assisted by the Jacobs Foundation, is seen to have significantly improved the frequency, inclusiveness and structure of the LEG.

### *Perceived relevance of GPE support*

Among national and international stakeholders alike, GPE is perceived as a donor. Stakeholders mainly referred to the Secretariat in its role as a grant-making entity and regular contributor to education sector policy dialogue.

International development partners on the LEG lamented the rigidity with which ESPIG funding requirements were applied in Côte d'Ivoire. National education stakeholders in MENETFP raised concerns about GPE guidelines that dictate the use of GA internal procedures for ESPIG management. Of particular concern were the project Steering Committee's lack of oversight over the GA's decisions on project activities and resource allocations as well as the lack of a dispute resolution mechanism in cases of disagreement between the government and the GA.

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### *System level change*

During the 2012-2017 period, Côte d'Ivoire made substantial progress in expanding access to basic education services and increasing capacities for initial teacher training. Crucial initiatives were launched for improving the quality of teaching but implementation to date has been partial or

insufficiently advanced. Measures for strengthening education governance were modest and only partially implemented, although key national capacities were strengthened in data collection, teacher and school management.

Overall, the PAMT supported the transition towards a more stable, coordinated and strategic management of the education sector, and helped lay the foundations for a more comprehensive and longer-term ESP (PDEF).

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### *Impact level change*

There is insufficient evidence to prove or disprove the validity of GPE's theory of change in relation to the assumed links between a stronger education system and impact-level changes in learning outcomes, equity, equality and inclusion.

# Acronyms

AFD	Agence française de développement
AfDB	African Development Bank
CA	Contribution Analysis
CAFOP	Centre d'Aptitude Formation Professionnelle
CEQ	Country Evaluation Question
CRS	Creditor Reporting System
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
DEFI	Programme de Développement de l'Éducation, de la Formation et de l'Insertion
DCP	Developing Country Partner
DFID	Department for International Development (United Kingdom)
EFA	Education for All
EMIS	Education Management Information System
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
FTI	Fast Track Initiative
GA	Grant Agent
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GLPE	Groupe local des partenaires de l'éducation
GNI	Gross National Income
GPE	Global Partnership for Education
GRA	Global and Regional Activities
HDI	Human Development Index
IIEP	International Institute for Educational Planning
JSR	Joint Education Sector Review
KQ	Key Question

<b>LEG</b>	Local Education Group
<b>MCC</b>	Millennium Challenge Corporation
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MENETFP</b>	Ministry of National Education and Technical Vocational Education and Training
<b>MESRS</b>	Ministère de l'enseignement supérieur et de la recherche scientifique
<b>NGO</b>	Nongovernmental organization
<b>ODA</b>	Official Development Assistance
<b>OECD</b>	Organisation for Economic Co-Operation and Development
<b>PAMT</b>	Plan d'action à moyen terme
<b>PASEC</b>	Programme d'Analyse des Systèmes Educatifs de la CONFEMEN
<b>PDEF</b>	Plan décennal éducation et formation
<b>PDG</b>	Program Development Grant
<b>PPU</b>	Presidential Emergency Program
<b>PUAEB</b>	Projet d'Urgence d'Appui à l'Education de Base
<b>RESEN</b>	Rapport d'état du système éducatif national
<b>SETFP</b>	Secrétariat d'état chargé de l'enseignement technique et de la Formation professionnelle
<b>ToC</b>	Theory of change
<b>ToR</b>	Terms of Reference
<b>TVET</b>	Technical and Vocational Examination and Training
<b>UIS</b>	UNESCO Institute for Statistics
<b>U.K.</b>	United Kingdom
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children's Fund
<b>US\$</b>	United States Dollar
<b>WB</b>	World Bank





# Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures. <sup>1</sup>
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9) and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of <i>motivation</i> (political will, social norms, habitual processes), <i>opportunity</i> (factors outside of individuals e.g., resources, enabling environment) and capabilities (knowledge, skills). <sup>2</sup>
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. <sup>3</sup> Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curriculums, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs and behavioral norms that affect how actors react and adapt to changes in the system. <sup>4</sup>
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. <sup>5</sup>
Financial additionality	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
Gender equality	The equal rights, responsibilities and opportunities of women, men, girls and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. <sup>6</sup>

<sup>1</sup> OECD, Glossary of Aid Effectiveness Terms. <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

<sup>2</sup> Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

<sup>3</sup> Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

<sup>4</sup> World Bank. 2003. World Development Report 2004: Making Services Work for Poor People. Washington, DC: World Bank; New York: Oxford University Press.

<sup>5</sup> Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p. 3.

<sup>6</sup> GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at:

<http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

GPE support	The notion of “GPE support” encompasses financial inputs deriving from GPE grants and related funding requirements, as well as non-financial inputs deriving from the work of the Secretariat, the grant agent, the coordinating agency, and from GPE’s global, regional, and national level engagement through technical assistance, advocacy, knowledge exchange, quality standards and funding requirements.
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g., pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors’ reporting processes and procedures, along with uncoordinated country analytic work and missions. <sup>7</sup>
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures and communities and reducing exclusion from and within education. <sup>8</sup>

<sup>7</sup> Adapted from OECD, Glossary of Aid Effectiveness Terms

<http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

<sup>8</sup> GPE 2010, p. 3.

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# 1 Introduction

## 1.1 Background and purpose of the summative evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.<sup>9</sup> GPE brings together developing countries, donors, international organization, civil society, teacher organizations, the private sector and foundations.

2. This evaluation is part of a larger GPE study that comprises a total of 22 summative and eight formative country level evaluations (CLE). The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact<sup>10</sup> at the country-level. The objective of each summative CLE is to assess (i) GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.<sup>11</sup> See Box 1.1.

### Box 1.1. Scope of this summative evaluation

This summative country evaluation is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting developing country partners. It does not set out to evaluate the performance of the government of Côte d'Ivoire, the grant agent and coordinating agency, other in-country stakeholders, or of specific GPE grants.

3. The primary intended users of the country level evaluations are members of the Global Partnership for Education, including developing country partner (DCP) governments and members of local education groups (LEGs) in the sampled countries, and the Board. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

<sup>9</sup> Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems.

<sup>10</sup> In the context of this assignment, the use of the term 'impact' is aligned with the terminology used by GPE to refer to sector level changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the GPE 2016-2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

<sup>11</sup> Assignment Inception Report (based on the evaluation ToR), p.1



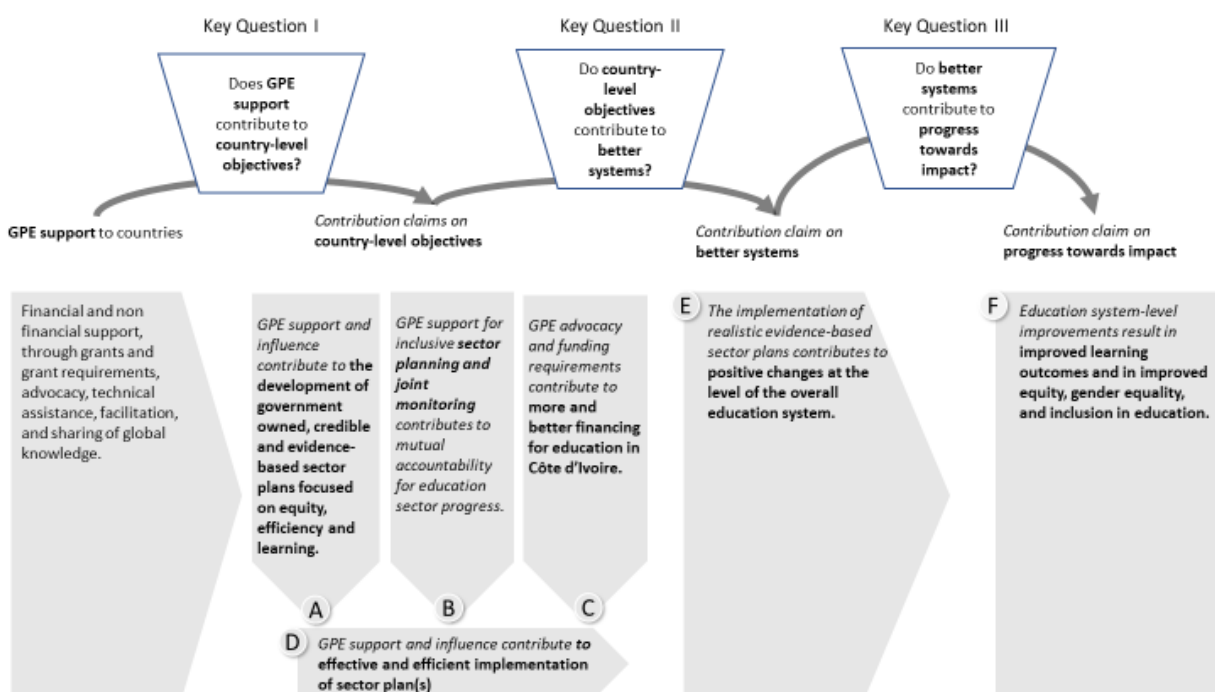
## 1.2 Methodology overview

4. The guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the country-level theory of change for Côte d'Ivoire (Appendix II).<sup>12</sup> A summary of the country evaluation methodology is provided in Appendix III of this report. For further details, please refer to the Inception Report for the overall assignment (January 2018).

5. For the Côte d'Ivoire CLE, the evaluation team consulted a total of 62 stakeholders from government, development partners, civil society and the Secretariat (see Appendix IV for a stakeholder analysis and Appendix V for a list of consulted stakeholders), and reviewed a wide range of relevant documents, databases, websites as well as selected literature (see Appendix VI for a list of reviewed sources).

6. The report presents findings related to the three Key Questions (KQs) from the evaluation matrix, which trace the contribution of GPE support to country-level objectives (KQ I); of country-level objectives to better systems (KQ II); and of better systems to progress towards impact (KQ III). The findings are presented in three sections that correspond to the three KQs. In turn, each section is divided into sub-sections of findings that address the contribution claims under each KQ. The three KQs and six contribution claims (A, B, C, D, E, F) are presented in Figure 1.1.

**Figure 1.1** The evaluation presents findings on key evaluation questions and contribution claims



<sup>12</sup> The country-specific ToC was adapted from the generic country-level ToC in the Inception Report.

## 1.3 Structure of the report

7. Following this introduction, **Section 2** gives an overview of the national context of Côte d'Ivoire with a focus on the education sector (section 2.1), and on the history of the country's involvement with GPE support (section 2.2).
8. **Section 3** presents evaluation findings related to GPE's claimed contributions to country-level objectives related to changes in sector planning; fostering mutual accountability through inclusive policy dialogue and sector monitoring; sector financing; and sector plan implementation.
9. **Section 4** discusses education system-level changes in Côte d'Ivoire with a focus on the period 2012-2017 and likely links between these changes and progress made towards the country-level objectives discussed in section 3.
10. **Section 5** presents an overview of the impact-level changes<sup>13</sup> observable in Côte d'Ivoire and possible links to the noted changes in the national education system. Finally, **Section 6** presents the overall conclusions of the evaluation.

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<sup>13</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While the country evaluations examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

## 2 Context

### 2.1 Overview Côte d'Ivoire

11. Côte d'Ivoire (also known as Ivory Coast) gained independence from France in 1960 and was afterwards led by President Félix Houphouët-Boigny for 33 years. During this time, it enjoyed a sustained economic boom, driven by significant export of coffee and cocoa, becoming one of the most prosperous countries in Africa. After the death of Houphouët-Boigny in 1993, Côte d'Ivoire gradually experienced increased political and civil unrest which was partially driven by the introduction of competitive electoral processes that exaggerated ethnic tensions between the southern and northern parts of the country. Unrest culminated with the outbreak of the civil war from 2002-2007, during which Côte d'Ivoire was split between a rebel-held north and a government-held south. Fighting broke out again after President Laurent Gbagbo refused to concede defeat to opposition candidate Alassane Ouattara in the 2010 election.<sup>14</sup> The crisis was largely brought to an end by military intervention and the subsequent arrest of Gbagbo in April 2011, after which Ouattara assumed the presidency.<sup>15</sup>

12. Côte d'Ivoire covers an area of 322,463 square kilometers with a population of 23.7 million (in 2016). It is classified as a least developed country (LDC) with a per capita gross national income (GNI) of US\$3,590 (2016)<sup>16</sup> and a Human Development Index rank of 171 out of 188 (2015).<sup>17</sup> As the world's top exporter of cocoa and raw cashew nuts, a net exporter of oil, and with a significant manufacturing sector, Côte d'Ivoire is among the largest economies in West Africa. Several periods of recession due to falling commodity prices or political instability since 1980 dramatically reduced the quality of life for most Ivorians, with the official poverty rate climbing from 10 percent in 1980 to 48.9 percent in 2012,<sup>18</sup> but strong economic growth in recent years has started to reverse this trend.<sup>19</sup>

### 2.2 The education sector in Côte d'Ivoire

13. The education system in Côte d'Ivoire is modelled on the French system and was reformed in 2015 with the introduction of universal (but not free) basic education for children aged 3 to 16. Its overarching objective was to address the large number of out-of-school children (an estimated 1.45 million children did not attend school in 2014) and the high rates of adolescent and adult illiteracy nationwide.<sup>20</sup>

<sup>14</sup> The international community, including the African Union, overwhelmingly recognized Ouattara as the legitimate victor of the election.

<sup>15</sup> President Ouattara was re-elected with a substantial majority in the 2015 presidential elections.

<sup>16</sup> 2017 data, Purchasing Power Parity (PPP). "GNI per capita Atlas and PPP," The World Bank, Accessed 10-04-2018, <https://data.worldbank.org/data-catalog/GNI-per-capita-Atlas-and-PPP-table>

<sup>17</sup> "Human Development Index, "UNDP, Accessed 10-04-2018, <http://hdr.undp.org/en/composite/HDI>

<sup>18</sup> Source: 2016 RESEN (Education Sector Analysis), i.e. Gouvernement de la Côte d'Ivoire, UNICEF, Pôle de Dakar de IIPE - UNESCO. 2016. "Côte d'Ivoire Rapport d'état sur le système éducatif national: Pour une politique éducative plus inclusive et plus efficace." Dakar: IIPE - Pôle de Dakar, 33.

<sup>19</sup> Annual GDP growth averaged 9.1 percent from 2012-2016 (World Bank data).

<sup>20</sup> Gouvernement de la Côte d'Ivoire, et. al. (2016), 51.

14. The basic education system runs from pre-primary through lower secondary (see Table 2.1) and is managed by the Ministry of National Education and Technical Vocational Education and Training (MENETFP).<sup>21</sup> Students transition to lower secondary education by taking the CEPE<sup>22</sup> certificate and graduate from the basic education cycle by taking the BEPC<sup>23</sup> certificate. In line with the French system, students graduate from secondary education after three years with a diploma in general studies or in technical vocational education and training (TVET).

15. The education system also includes private schools (faith-based or secular) that function outside of the public-school system (see Table 2.1). While many private schools are officially licensed by MENETFP, a large proportion are not recognized and thus not represented in official data, particularly faith-based schools (see also Section 4). Unlike in many countries in the region, population growth rates have declined in recent decades with annual growth going from 4.8 percent in 1960 to (an estimated) 1.7 percent by 2020. As a result, the proportion of the population of primary and lower secondary school age (6-15) is expected to decrease from 27.3 percent in 2000 to 22.7 percent in 2025.<sup>24</sup>

**Table 2.1** Official school age by level

LEVEL	AGE GROUP (YEARS)	GRADES	TOTAL NUMBER OF ENROLLED STUDENTS (PUBLIC, COMMUNITY, PRIVATE)		PROPORTION OF STUDENTS IN PRIVATE SCHOOLS <sup>25</sup>	
			2008/2009	2013/2014	2008/2009	2013/2014
Pre-primary	3-5	Nursery, Pre-Kindergarten and Kindergarten	N/A	39,069	35.5 percent	30 percent
Primary	6-11	Grades 1-6	N/A	3,176,874	8.9 percent	13 percent
Lower secondary education (1er cycle du secondaire général)	12-15	Grades 7-10	N/A	896,152	N/A	55 percent

16. To date, Côte d'Ivoire has developed three education sector plans (ESPs). The first ESP, the *Plan national du secteur éducation formation (PNSEF 1998-2010)*, was developed over two decades ago. Efforts to develop a new education sector plan did not begin until 2007, when the country began its education sector review which culminated in the publication of the *Rapport d'état du système éducatif national* (RESEN 2009).

17. Based on the challenges identified in the 2009 RESEN, a new education policy letter was adopted in June 2010 and an education sector plan, the *Plans d'actions à moyen terme* (PAMT), initially foreseen to cover 2010-2013, was approved in September 2010. The national election crisis of 2010-2011 resulted in a postponement and revision of PAMT in 2011, with its eventual endorsement for the period 2012-2014.

<sup>21</sup> Ministère de l'Éducation nationale et de l'enseignement technique et formation professionnelle.

<sup>22</sup> Certificat d'étude primaire élémentaire

<sup>23</sup> Brevet d'Études du Premier Cycle

<sup>24</sup> Ibid., 33.

<sup>25</sup> Ibid.

In 2014, the country began its third process of education sector planning, beginning with the development of an updated RESEN in 2015 and a sector plan, PDEF 2016-2025 (*Plan décennal éducation et formation*) endorsed in May 2017. Table 2.2 presents a timeline of events in the education sector related to the country's membership in GPE.

**Figure 2.1** *Timeline of the education sector in Côte d'Ivoire, 2011-2018*

Category	2011	2012	2013	2014	2015	2016	2017	2018
ESPs		Period covered by the 2012-2014 PAMT					PDEF 2016-2025	
ESPIGs			Period covered by the GPE-funded PUAEB					ESPIG 2018-2021
Context	Election crisis	First Ouattara government				Second Ouattara government		
Joint sector reviews (JSR)				JSR			JSR	

## 2.3 GPE in Côte d'Ivoire

18. Côte d'Ivoire joined the Global Partnership for Education in 2010 and is represented on the Board of Directors through the Africa 2 constituency group, which consists primarily of francophone West African countries.

19. GPE funding was made available in 2011, at a time of extreme fragility in Côte d'Ivoire as it was emerging from two decades of crisis, conflict and under-investment in education.<sup>30</sup> The political crisis and violence following the 2010 presidential election divided the country while much education infrastructure and equipment were destroyed (see Box 2.1). The schooling of many children was disrupted due to displacement, insecurity and vandalism. Few donor agencies were present in the education sector at the time, while the need for re-investment and a return to stability were significant.<sup>31</sup> The

### Box 2.1 Impact of 2010-2011 conflict<sup>26</sup>

The 2010-2011 electoral crisis caused violence that led to the displacement of up to a million people in Côte d'Ivoire, particularly in western parts of the country.<sup>27</sup> An estimated 800,000 children across all education levels lost between 4-6 months of schooling.<sup>28</sup> More than 22 percent of all school establishments were affected by displacement of teachers or students, destruction of equipment, or disruptions to the school cycle. An estimated 154 schools (1.2 percent of all establishments) closed as a result, the majority due to the displacement of students.<sup>29</sup> Disruptions caused by the conflict had largely ended by 2012.

<sup>26</sup> Sources: Ministère de l'Éducation Nationale. September 2011. "Plan d'Actions a Moyen Terme - PAMT, Secteur Éducation/Formation."; Gouvernement de la Côte d'Ivoire, et. al. (2016); Gouvernement de la Côte d'Ivoire, et. al. (2009).

<sup>27</sup> Global Shelter Cluster "Côte d'Ivoire – 2010–2011 – Post-election Crisis." Accessed April 2018: <http://shelterprojects.org/shelterprojects2011-2012/A04-A06-Cote-dIvoire-2010-2011.pdf>

<sup>28</sup> Gouvernement de la Côte d'Ivoire, et. al. (2016), 224.

<sup>29</sup> Ministère de l'Éducation Nationale (September 2011), 5-6.

<sup>30</sup> The percentage of the public budget devoted to education dropped from 36 percent in 1990 to 25 percent in 2007. Ministère de l'Éducation Nationale (September 2011), 8.

<sup>31</sup> Ibid.

development of the PAMT and the promise of GPE support were viewed by the government of Côte d'Ivoire as very significant opportunities to relaunch education investment and reform in the country after years of neglect.

20. To date, Côte d'Ivoire has received two education sector plan implementation grants (ESPIGs), one of which is still under implementation, one education sector plan development grant (ESPDG) and one program development grant (PDG), all of which are summarized in Table 2.3.

**Table 2.2** *GPE grants to Côte d'Ivoire*

GRANT TYPE	YEARS	ALLOCATIONS IN US\$	GRANT AGENT	KEY OBJECTIVES
Program Implementation (ESPIG)	2018-2021	24,100,000	World Bank	Will support the implementation of the 2016-2025 ESP
	2013-2017	41,400,000	World Bank	Financed the Emergency Basic Education Support Project (PUAEB)
Sector Plan Development (ESPDG)	2016	220,201	UNICEF	Supported the development of the 2016-2025 ESP
Program Development (PDG)	2017	200,000	World Bank	Supported the development of the country's 2018-2021 ESPIG application

Source: The Global Partnership for Education (website)

21. The country's first Education Sector Plan Implementation Grant (ESPIG) from 2013-2017, titled the Emergency Basic Education Support Project (PUAEB),<sup>32</sup> was one of the two main donor-funded projects of the PAMT (the other was the French-funded CD2-DEFI project). The second ESPIG (2018-2021) will finance interventions to increase access to pre-primary and improve learning outcomes in primary schools in six of the country's 31 regions. Both grants were disbursed with the World Bank as the grant agent.

22. The Réseau Ivoirien pour la Promotion de l'Éducation Pour Tous (RIP-EPT), an umbrella organization for domestic CSOs working in education, received a CSEF grant from 2013-2016 from the Civil Society Education Fund (CSEF) to carry out assessment of implementation of the PAMT and to create awareness of situation of damaged schools and lobby for rehabilitation.

23. Five GPE global and regional activities (GRA) grants included activities involving Côte d'Ivoire.<sup>33</sup> GRA 5 on developing methodologies to improve national reporting on financial flows informed the production of a comprehensive report (National Education Account, 2016) on domestic education financing from 2006-2015.

<sup>32</sup> *Projet d'Urgence d'Appui à l'Éducation de Base*

<sup>33</sup> GRA 1 - Development of methodologies to link reading assessments across regions and draw lessons regarding best early assessment practices; GRA 5 - Education Financing: Development of methodologies to improve national reporting on financial flows; GRA 10 - Delivering on strategic objective on teachers; GRA Grant 11 - Addressing the out-of-school children data and policy gaps; and GRA 16 - Addressing school-related gender-based violence.

## 3 GPE contributions to sector planning, implementation, dialogue/monitoring and financing<sup>34</sup>

### 3.1 Introduction

24. This section summarizes findings related to Key Question I of the evaluation matrix: *“Has GPE-support to Côte d’Ivoire contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?”*<sup>35</sup>

25. The GPE country-level theory of change, developed in the inception report and adapted to the Côte d’Ivoire context (Appendix II), outlines four contribution claims for GPE’s contributions to these dimensions. Each contribution claim is based on several underlying assumptions (Appendix VII).

26. This section is structured around the four country-level objectives and their corresponding contribution claims. It tests each of the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, what has changed in the country, during the period under review?<sup>36</sup> And second, has GPE contributed to these changes and, if so, how?<sup>37</sup> Answers to these questions are presented in the form of findings and a summary assessment of the contribution claim is presented at the beginning of each sub-section. The summary assessments are colored to indicate whether evaluation evidence supports (green), partly supports (amber), or does not support (red) the respective contribution claim, or if there is insufficient data to assess the respective claim (grey). Appendix VII explains the underlying rating criteria and provides an overview of the evaluation’s assessment regarding the likely application of each of the underlying assumptions related to each of the contribution claims.

<sup>34</sup> In the generic country-level ToC developed during the inception phase, envisaged improvements in the areas of education sector planning, mutual accountability for sector progress, education sector financing, and ESP implementation constitute the key *country-level objectives* that GPE is aiming to contribute to. This largely mirrors how country-level objectives are defined in the GPE 2016-2020 strategic plan, except for mobilizing more and better education sector financing, which in the GPE 2020 is framed as a *global* level objective. The summative evaluations approach the issue of sector financing as a country-level objective to reflect that the focus is on changes in sector financing for the specific country under review.

<sup>35</sup> Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

<sup>36</sup> This question corresponds to Country Evaluation Questions (CEQ) 1.1, 1.2, 1.4, 2.1, 2.2 in the evaluation matrix.

<sup>37</sup> This corresponds to CEQ 1.3, 1.4, 1.5, 2.3, 3.1, and 3.2.



## 3.2 Education sector planning

### Box 3.1: Assessment of contribution claim A

**Claim:** “GPE (financial and non-financial) support and influence contribute to the development of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.”

**Assessment:** Available evidence supports the GPE contribution claim related to strengthening education sector planning.<sup>38</sup>

**Assessment is based on:** (a) The envisaged result was achieved, i.e., during the review period the government of Côte d'Ivoire did develop sector plans that, despite certain identified areas for improvement, are government owned, credible and evidence-based; (b) Available evidence indicates that the likelihood of the five assumptions underlying the GPE contribution claim holding true in Côte d'Ivoire context are ‘strong’ for four, and ‘moderate’ for one;<sup>39</sup> (c) The evaluation found no additional external factors beyond GPE support that would, on their own, suffice to explain the noted progress in sector planning. This overall assessment is elaborated on in the following paragraphs.

Please see Appendix VIII for a visual representation of evaluation findings presented in this section.

### Strengths and weaknesses of sector planning during the period under review (2012 - 2017)<sup>40</sup>

**Finding 1:** There have been continuous improvements in the quality of both education sector planning processes and education sector plans in Côte d'Ivoire during the period under review.

27. The objectives of *Plan d'Actions à Moyen Terme* (PAMT) 2012-2014 were closely aligned with key development policy and planning documents for the country, including the Education Sector Policy Framework for Côte d'Ivoire up to 2020, the Education Policy Letter of June 2010, the 2008 Poverty Reduction Strategy, and the education sector financial simulation model undertaken in 2010.<sup>41</sup> In addition, key PAMT objectives were very closely aligned with the education sector priorities presented in the 2009 education Country Status Report.<sup>42</sup> A comparison of RESEN priorities against PAMT objectives is presented in Table 3.1, where strong alignment is evident.

<sup>38</sup> This sub-section addresses evaluation question CEQ 1.1 (What have been strengths and weaknesses of education sector planning during the period under review?) and CEQ 1.3 (Has GPE contributed to the observed characteristics of sector planning? How?) from the evaluation matrix. Evaluation question CEQ 3.1 (What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector plan development, sector financing and plan implementation, and in sector dialogue and monitoring?) is addressed throughout this section.

<sup>39</sup> Please see sub-section on ‘validity of assumptions’ below as well as Appendix VII.

<sup>40</sup> Evaluation question CEQ 1.1.

<sup>41</sup> Razafindramary, Tahinaharinoro and Pierre de Galbert. January 2010. "Evaluation de la requete au fonds catalytique de l'initiative de mise en oeuvre acceleree de l'Education Pour Tous de la Côte d'Ivoire.", 5.

<sup>42</sup> Evaluation question CEQ 1.1.

<sup>43</sup> Razafindramary & de Galbert. (2010), 5.

<sup>44</sup> Ibid., 7 ; Ministère de l'Éducation Nationale (September 2011), 9.

**Table 3.1** *Priorities in 2009 RESEN and 2012-2014 PAMT*

2009 RESEN PRIORITIES <sup>43</sup>	2012-2014 PAMT STRATEGIC OBJECTIVES <sup>44</sup>
<p>1) Clearly prioritizing primary education (both quality and quantity) with a view to progressing towards the achievement of universal primary education</p> <p>2) Improving management of the flow of students between secondary and higher education in order to reduce pressure on the higher education system, notably, through curriculum diversification and further development of professional, technical and vocational training</p> <p>3) Revitalizing the system of higher education with regard to quality, by providing an education system compatible with international standards and the needs of the national economy</p>	<p>1) Relaunching the education sector after almost two decades of underinvestment, giving priority to primary education and the first cycle of secondary education (lower secondary), particularly in zones of the country most affected by the recent socio-political crisis</p> <p>2) Ensuring substantial progress towards universal, primary education of quality</p> <p>3) Correcting the long-recognized imbalance between the lower and upper components of the education system by:</p> <ul style="list-style-type: none"> <li>• a) Expanding education coverage in the first cycle of secondary education, particularly in rural areas, with a view to ensuring the provision of 10 years of basic education;</li> <li>• b) Diversifying the curricula in secondary education in order to better prepare young people for employment in the informal sector; and</li> <li>• c) Promoting technical, vocational and higher education by ensuring that the quantity and quality of services offered are compatible with economic demand.</li> </ul>

28. To achieve the strategic objectives outlined in the table above, the PAMT proposed seven *cross-cutting* interventions. These included: (i) Developing an equitable plan for the development of the sector based on efficient use of human, financial and material resources. This was intended to ensure a better balance in the flow of students between secondary and tertiary education by creating more viable opportunities for vocational and professional training, thereby reducing pressure on universities and rendering the education system more relevant to economic demand. The strategy also involved reducing grade repetition at the primary level (and its associated costs) by restructuring the education offer into three primary cycles. (ii) Restoring the capacity for effective pre-and in-service teacher training by revisiting teacher and teacher trainer (*formateur*) profiles and training content, delivering pre- and in-service teacher training, as well as restructuring and rehabilitating teacher training colleges; (iii) Restoring the functioning of existing schools while increasing education access through the construction of 6200 new classrooms and renovating 4000 existing classrooms. (iv) Developing innovative and less costly procedures for school and class construction, and rehabilitation through NGO and community-led construction processes. (v) Reforming teacher recruitment and remuneration in keeping with public financing. Greater efficiency and cost-savings were intended to be achieved by revising the profile of the primary school teacher and massively recruiting assistant teachers (*instituteur adjoint*) for primary education while using regular teachers (*instituteur ordinaire*) for secondary education. (vi) Launching crucial reforms in colleges, vocation and higher education to increase quality and meet economic demand. The creation of *collèges de proximité* and the training of multi-disciplinary lower secondary teachers was intended to reduce costs

<sup>43</sup> Source : 2009 RESEN, i.e. Gouvernement de la Côte d'Ivoire, Banque Mondiale, Initiative Fast Track. 2009. "Le système éducatif de la Côte d'Ivoire: Comprendre les forces et les faiblesses du système pour identifier les bases d'une politique nouvelle et ambitieuse." Washington, D.C.: Banque Mondiale, 188.

<sup>44</sup> The strategic objectives cut across the areas of access, quality and governance, which is how PAMT organizes its interventions. Ministère de l'Éducation Nationale (September 2011), 10-16.

and increase access to lower secondary school in rural areas. At the same time, lower secondary vocational and professional training were to be reformed and expanded to support local labour market demand. (vii) Finally, the government intended the PAMT as an emergency and temporary response to relaunch the education system while it prepared the groundwork for the development of the 10-year education sector plan.

29. The sector analysis, preceding PAMT development, took place from 2008-2010<sup>45</sup> and was seen to include relatively broad education stakeholder involvement.<sup>46</sup> The development and approval of the PAMT document, however, took less than 12 months and participation was largely restricted to the cabinets of the three education ministries.<sup>47</sup> The PAMT was subject to external quality assessment by GPE in January 2010, approved by the Council of Ministers in Côte d'Ivoire in June 2010, and endorsed by the local education group (LEG) in July 2010. Following presidential elections and the ensuing socio-political crisis of 2010-2011, the PAMT was reviewed, validated and re-endorsed in September 2011, at the same time as the country's financing request was submitted to GPE (then EFA-FIT). The sector plan was approved by seven government ministries and endorsed by 11 international donor agencies. While meeting the basic requirements for endorsement, the 2012-2014 PAMT had both strengths and weaknesses, as summarized in Table 3.2 below.

**Table 3.2** *Strengths and weaknesses of the 2012-2014 PAMT<sup>48</sup>*

ISSUE	STRENGTHS	GAPS/WEAKNESSES
Country-led, participatory and transparent process of ESP development	The sector planning process was government-led, involving collaboration between the three education ministries. The process of sector analysis and consultation on education sector needs and priorities (which took place between 2008 and 2010 and preceded PAMT development) was described as participatory and included broad engagement of education stakeholders; education NGOs, teachers' unions and parent associations were invited to the presentations of the RESEN and the education policy framework in 2009 and 2010 respectively.	The sector planning document was developed by the cabinets of the three education ministries. The plan lacked an effective communication strategy so that there was little awareness of the objectives or content of the sector plan among operational departments within the three education ministries or among education stakeholders in civil society. According to education ministry staff interviewed, many education stakeholders felt that the PAMT was indistinguishable from the donor projects in basic education designed to support its implementation.

<sup>45</sup> Razafindramary & de Galbert. (2010), 24

<sup>46</sup> Ibid. (reference to broad involvement of Ministry of Education staff in working groups alongside consultation with teachers' unions, NGOs, parents' associations during sector analysis and at the presentation of RESEN).

<sup>47</sup> I.e. MENETFP, MESRS and SETFP.

<sup>48</sup> Sources: Razafindramary & de Galbert. (2010); Les partenaires techniques et financiers (PTF) signataires. July 2010. "Initiative de mise en oeuvre acceleree de l'Education Pour Tous (Fast Track Initiative)." Letter of Endorsement; Ministere d'Etat, Ministere de l'Emploi, des Affaires Sociales et de la Formation Professionnelle. May 2014. "Premiere Revue Conjointe du Secteur Education - Formation." Synthesis Report, Yamoussoukro; Simone, Odile. July 2017. "Evaluation Externe du PDEF 2016/2015." Report, Abidjan.

ISSUE	STRENGTHS	GAPS/WEAKNESSES
Addressing key challenges of the education sector in relation to equity, efficiency and learning	<p>PAMT provided a clear vision for the relaunch of the education sector after two decades of crisis and under-investment in Côte d'Ivoire. The PAMT objectives were closely aligned with national development policies and poverty reduction strategies while directly supporting priority education needs raised in the 2009 education country status report and education policy framework.</p> <p>PAMT objectives focused on improving <b>equity</b> through measures to increase access, demand and retention, particularly in remote and under-served areas; improving <b>efficiency</b> by reducing the cost of school construction and teacher salaries; and improving <b>learning</b> by diversifying curricula, improving education compatibility with economic demand, piloting accelerated learning classes for school reintegration and improving both initial and in-service teacher training.</p>	<p>In terms of <b>equity</b>, strategies focused on girls' education were seen to be unstructured and piecemeal, while MENETFP's HIV-AIDS prevention and response strategy was not integrated into PAMT. In terms of <b>efficiency</b>, the proposed solutions in PAMT were considered complex to implement while the PAMT offered few details with regard to operationalizing major reforms. In terms of <b>learning</b>, PAMT included no comprehensive strategy to sustain in-service teacher training despite plans for important curricula reform and massive recruitment of new assistant teachers.</p>
Realistic financing, implementation and monitoring	<p>The macro-economic analysis and assumptions were seen to be realistic and coherent with the Poverty Reduction Strategy.</p> <p>The PAMT projected that 26 percent of the government budget would be allocated to education by 2020, which was assessed as feasible, ensuring that the reforms proposed in the sector plan could be sustained with domestic resources.</p> <p>The PAMT included a framework of planned activities, broken down by task, with roles and responsibilities identified. High-level expected results and indicators were articulated. An Inter-Ministerial Task Force was created, responsible for piloting the implementation of PAMT and organizing joint sector reviews.</p>	<p>The PAMT financial framework did not include all domestic or external investment sources or recurrent expenditures – it did not present a complete financial picture of the sector.</p> <p>The education sector budget allocation for primary education was projected to increase to 39 percent by 2020, rather than the 50 percent recommended by GPE, to achieve universal primary education.</p> <p>The financial simulation model upon which PAMT was developed did not include in its analysis the impact of HIV-AIDS. No resources were projected in the sector budget for ongoing, in-service teacher training.</p> <p>Concerns were raised by the LEG, in their endorsement letter, about the lack of operational plans in the PAMT for the implementation of key sector reforms.</p> <p>The PAMT results framework did not identify all sources of data for performance indicators, it did not include mechanisms or clear roles and responsibilities for monitoring data collection, analysis and progress reporting. No baseline was established from which results achievement could be measured.</p>

30. According to consulted development partner representatives, the PAMT appears to have been developed primarily as a sector framework to attract and coordinate external investment in the education system. This perception was reinforced in interviews by a majority of education department directors in MENETFP and the Ministère de l'enseignement supérieur et de la recherche scientifique (MESRS), as well as civil society representatives. The PAMT was not well known or well understood by the majority of national education stakeholders inside or outside of government; for the majority of MENETFP and MESRS stakeholders consulted, PAMT was indistinguishable from the two major donor programs in basic education (PUAEB and C2D-DEFI) launched to support it.

31. In contrast to PAMT development, the sector planning process for the development of the subsequent *Plan décennal éducation et formation* (PDEF) 2016-2025, came at a time of relative stability in Côte d'Ivoire, when national government had the luxury of time for planning, the donor community was more robust and better coordinated, and there was generally more capacity within government for a nationally-driven process. Where the PAMT took a year to develop, validate and endorse.

**Box 3.2** *The development of the PDEF was much easier than the PAMT. We already had recent experience in sector planning, so government capacity was stronger. The government and education partners were more interested and engaged because of the different modes of consultation used at different levels of the system. The PDEF experience further strengthened the leadership capacity of national directorates in MENETFP as well as positioning the Task Force for improved coordination and monitoring. (Development partner)*

32. PDEF development was led by the Inter-Ministerial Task Force and was based on a process of broad participation by national education stakeholders, organized in eight thematic working groups, in which government, civil society organizations, trade unions, and parents' associations were represented. It also involved more robust processes for consultation and dissemination of the plan at national and regional levels. The PDEF was reviewed by the LEG and the Secretariat and was subject to an external review in 2016. Feedback from all of these sources resulted in extensive revisions to the plan before its validation by government and endorsement by education partners. In 2017, the PDEF was validated by seven government ministries and endorsed by 11 development partners, including two national NGOs.<sup>49</sup>

**Box 3.3** *Through sector planning we are now much more aware of the planning process, of the procedures for its development, review, endorsement. The ESP is our compass that guides all our actions in the sector. Through the development of the ESP, civil society and regional actors are much more conscious and understand better the problems and challenges we face in terms of managing and financing the education sector. (MENETFP representative)*

<sup>49</sup> Sources: Interviews conducted with Task Force Director, grant agent representative, four LEG members, seven heads of national departments and cabinet directors from MENETFP and MESRS, representatives from two national civil society organizations; GPE ESP quality ratings (RF indicator 16) from 2017; proceedings from 2017 JSR; Ministère de l'Éducation Nationale, de l'Enseignement Technique et de la Formation Professionnelle. April 2017. "Plan Sectoriel Education/Formation 2016-2025."

33. In terms of the quality and coherence of the sector plan, the PDEF provides a clear vision of sector development based on government ownership and credible evidence, much like the PAMT. The PDEF goes further than the PAMT by including: much deeper contextual and risk analysis; a financial simulation that integrates education sector funding from different sources (recurrent and investment expenditures, domestic and external sources); action plans and strategies based on an analysis of existing government capacity and capacity building plans for implementation; and a detailed results measurement framework articulating responsibilities, monitoring and evaluation systems, performance indicators, sources of data and timelines. These were elements that the PAMT was perceived as lacking.

**Box 3.4.** *The Task Force changed its attitude. Before they did not want to involve the teachers' unions and associations but now they see us as important stakeholders. Now we are invited to different workshops and meetings by the government, we have even been asked to chair certain meetings. It's really a new context what we are seeing happening today.* (Representative of network of teachers' unions)

34. The improvement in the quality of the most recent sector plan in Côte d'Ivoire appears to be a reflection of: i) learning from PAMT, which has been incorporated into the development of the PDEF, and ii) adherence to new GPE Guidelines for ESP Development from 2015.<sup>50</sup> GPE evaluated the final version of the PDEF as having met 6 out of 7 of its ESP quality rating criteria.<sup>51</sup>

35. Based on interviews with operational level staff in the education ministries and with civil society organizations, there is now better understanding of the purpose of the sector plan, as well as greater ownership and accountability for its objectives, due to a broader engagement of diverse education stakeholders in the development of the PDEF 2016-2025 and the attempt to integrate all education sector resources and capacities into the sector plan. Education officials in MENETFP operational departments report that the sector plan is now their guide to work planning; they understand that they will be held to account for the implementation of activities included in the PDEF three-year action plan. Consulted civil society representatives are beginning to see the value of the sector plan for their work as well, as a tool that can improve their dialogue with and hold government to account.

36. It is too early in PDEF implementation to determine whether local ownership and interest in the plan will be maintained and/or how the plan will be perceived by education stakeholders. The MESRS has recently completed its own policy consultations and is looking for external financing to support the implementation of its own sector plan.<sup>52</sup> This raises questions about the degree of ownership that exists for PDEF across the education sector – i.e., the extent to which PDEF is perceived as a relevant plan for all sub-sectors or whether it continues to be seen by some stakeholders as a donor investment framework primarily focused on basic education.

<sup>50</sup> Sources: Interviews conducted with Task Force Director, grant agent representative, four LEG members, seven heads of national departments and cabinet directors from MENETFP and MESRS, representatives from two national civil society organizations; Razafindramary & de Galbert. (2010); Simone (July 2017); GPE RF indicator 16.

<sup>51</sup> The PDEF 2016-2025 in Côte d'Ivoire met all criteria for ESP quality with the exception of criteria 5 (Achievable) related to the soundness of the financial framework and the financing gap for ESP. The validity of certain hypotheses included in the financial framework related to the financing gap were also questioned. It met the following quality indicators: 1) Overall vision; 2) Strategic; 3) Holistic; 4) Evidenced-based; 6) Sensitive to context; and 7) Sensitive to disparities.

<sup>52</sup> Source: Interviews with the Cabinet Director of MESRS and the representative of the grant agent.



## Did GPE contribute to changes in sector planning?<sup>53</sup>

**Finding 2:** GPE has contributed to observed improvements in sector planning processes, capacities and products.

37. There is a history and practice of education sector planning in Côte d'Ivoire which began over a decade before the country became a member of GPE. From the limited documentation available on Côte d'Ivoire's first education sector plan (PNSEF 1998-2010),<sup>54</sup> it appears to have been initiated and largely driven by the donor community to attract and coordinate external assistance.<sup>55</sup> Available evidence from this evaluation, however, demonstrates that the quality of sector planning has improved considerably since the country became a member of GPE in 2010, with regard to: the evidence base and depth of analysis undertaken to define education sector objectives and priorities, the nature and extent of stakeholder engagement, and the extent to which resulting sector plans were considered comprehensive and 'achievable'. GPE has contributed to strengthening education sector planning in Côte d'Ivoire in at least four ways, as described below.

**Box 3.6** *The guidelines and requirements of the GPE force local education partners to collaborate and increase their coordination. These requirements impose a certain organization, more structured dialogue, broader awareness of all the challenges in the sector ... GPE funding forces the two education ministries to engage in planning together to finalize a sector plan and develop the funding request. Normally, projects are developed by an expert or by the donor agency. (MENETFP representative)*

38. **Providing an Incentive:** All consulted stakeholders in Côte d'Ivoire agreed that the prospect of obtaining an implementation grant from the (then) Education for All – Fast Track Initiative (EFA-FTI) was the major incentive for the government to organize the RESEN in 2009, and develop the PAMT in 2010, in close consultation with members of the (then) Education Cluster group. Consulted government representatives from MENETFP acknowledge the importance of education sector planning today in terms of building a shared vision of reform, and a shared sense of ownership and responsibility for this vision. GPE guidelines and financial requirements constituted an important incentive for the development, not only of PAMT, but also of the PDEF 2016-2025.

### Box 3.5. Incentive for strengthened sector planning

The FTI Maximum Country Allocation of US\$41 million for Côte d'Ivoire in 2011 represented 17 percent of external assistance to the education sector from 2012-2016 (and was the second largest donor contribution to the sector at the time).<sup>56</sup>

<sup>53</sup> Evaluation question CEQ 1.1.

<sup>54</sup> Odounfa, Alice. 2003. "Le Défi de l'éducation pour tous en Côte d'Ivoire." UNESCO, Abidjan; UNESCO. 2003. "Gender and education for All – the leap to equality." UNESCO, Paris.

<sup>55</sup> Odounfa, A (2003).

<sup>56</sup> Sources: National Education Account (NEA) (2016), i.e. Gouvernement de la Côte d'Ivoire, UNESCO, GPE, Pôle de Dakar de IIPE - UNESCO. 2016. "Le financement de l'éducation en Côte d'Ivoire: Sur le modèle des Comptes Nationaux de l'Éducation. Volume I: Analyse et annexe 1"; PDEF 2016-2025;



39. **GPE Guidelines:** GPE guidelines and quality assessment criteria for the appraisal and endorsement of education sector plans have evolved since 2010<sup>60</sup> in favor of more realistic and achievable strategies, with a focus on enhanced financial viability and sustainability, more emphasis on demonstrating operational capacity and mechanisms to implement the plan, improved context and risk analysis, and the inclusion of a results framework that enables regular monitoring and evaluation of sector plan performance. The analysis of the strengths and challenges of PAMT and PDEF, presented in the finding above, demonstrates that education sector planning in Côte d'Ivoire has improved over time, in keeping with evolutions in GPE guidelines, quality assessment and ratings criteria.

### Box 3.7 Examples of the Effects of GPE Appraisal on Sector Plans

For the **PAMT 2012-2014**, all FTI Indicative Framework indices were respected with the exception of the budget allocation for basic education which was set at only 40 percent instead 50 percent. The FTI external assessment of PAMT and the PTF endorsement letter of July 2010 and the Joint Sector Review of 2014 all raised concerns with regard to the plan's weaknesses: the inconsistent treatment of gender equality, weaknesses in strategies for in-service teacher training, secondary school reform, and strategies for grade repetition reduction, for example. These concerns were not addressed before the plan's endorsement, given the urgency of the country context and existing FTI guidelines at the time; it was assumed that noted shortcomings would be addressed during PAMT implementation although there is no record to indicate that this happened.<sup>57</sup>

In contrast, for the **PDEF 2016-2025**, 47 pages of comments were provided to the Task force through LEG and Secretariat appraisals; these were addressed by the Task Force in significant revisions to the PDEF in 2017. This process was the result of new GPE 2015 Guidelines which state that sector plan endorsement will be *conditional* on addressing recommendations raised during the appraisal process. The most significant PDEF revisions, based on GPE feedback, included: i) a revised financial projection that increased education budget allocations to basic education from 39 to 47 percent in order to meet GPE's financing pre-requisite of 45 percent,<sup>58</sup> and ii) a comprehensive results framework developed by the Task Force for the monitoring and evaluation of the PDEF.<sup>59</sup> Following these revisions, GPE evaluated the final PDEF as having met 6 out of 7 of its ESP quality rating criteria.

40. **Providing resources:** GPE provided no financial support to the development of PAMT 2012-2014; other donors (UNICEF and World Bank) supported the sector planning process in 2010-11 by hosting workshops and consultations and engaging external experts to help prepare the plan. For the development of the PDEF in 2014-2016, GPE provided US\$220,219 in the form of an ESPDG, with UNICEF as the grant agent. The ESPDG represented 33 percent of total expenditures (i.e. US\$667,330) required for sector plan development; the remaining amount was covered by other donors (55 percent or US\$367,031 by UNICEF, AfBD, Jacobs Foundation and UNESCO) and the Ivorian government (12 percent or US\$80,080).<sup>61</sup> This assistance enabled stakeholders to organize national and regional-level consultations and thematic

<sup>57</sup> Sources: Ministère d'Etat, Ministère de l'Emploi, des Affaires Sociales et de la Formation Professionnelle. May 2014. "Première Revue Conjointe du Secteur Education/Formation: Plan d'Actions à Moyen Terme (PAMT) 2012-2014." Aide Memoire.; Simon (2017).

<sup>58</sup> In May 2014, the GPE Board of Director approved a new funding model (GPE NFM) which included a series of pre-requisites for approving ESPDG funding. One of these includes a condition of 45 percent of the national education budget allocated for basic education, where countries have not yet achieved UPC.

<sup>59</sup> Simon (2017).

<sup>60</sup> FTI Appraisal Guidelines were used to appraise PAMT. The development and appraisal of PDEF were based on the updated (2015) 'Guidelines on sector plan preparation', 'Guidelines on sector plan and ESP quality ratings criteria.

<sup>61</sup> See most recent GPE ESPDG Application from Côte d'Ivoire, 2014.

working group meetings to undertake capacity building for ministry staff on financial simulation with the International Institute for Educational Planning (IIEP)-Pole de Dakar, and to hire technical experts to support the Task Force in preparing the plan.

41. **Technical Assistance and Policy Dialogue:** The Secretariat provided support in explaining GPE processes, guidelines and funding requirements while promoting improved sector dialogue in Côte d'Ivoire. The country lead visited Côte d'Ivoire and met with senior education officials and the LEG up to ten times since June 2015 to support both the development of the PDEF and the new ESPIG submitted to GPE in 2017.<sup>62</sup> LEG members interviewed in the course of this evaluation expressed significant appreciation for the ongoing support provided by the country lead in helping to maintain the focus of education partners on their common goals and collective responsibilities. There was also strong appreciation for technical inputs provided by the Secretariat to education stakeholders in Côte d'Ivoire, with regard to international lessons learned and best practices in education sector planning.

42. Available evidence suggests that GPE support has positively influenced national planning capacity (conceptualized as the sum of *motivation*, *opportunity* and *capabilities*).<sup>63</sup> It is concluded that positive changes in this capacity likely explain the observed change in *behavior*, namely the development of evidence-based, nationally owned and partner-endorsed education sector plans in Côte d'Ivoire for the period under review.

## Validity of assumptions

Available evidence suggests that the combination of GPE financial and non-financial support positively contributed to sector planning by strengthening country-level stakeholder capabilities, motivation, and opportunities (i.e., financial resources) for participatory and evidence-based ESP development. The existence of capabilities, opportunities and motivation upheld three of the five underlying assumptions related to sector planning that were outlined in the GPE country-level theory of change (see Appendix VII). Available evidence further supports the fourth assumption that in Côte d'Ivoire GPE had sufficient leverage to influence sector planning during the period under review. The fifth underlying assumption, namely that Education Management Information System (EMIS) and learning assessment and reporting systems (LAS) produce relevant and reliable data to inform sector planning, was found to hold only partially true in the context of developing the 2012-2014 PAMT. Côte d'Ivoire has not yet developed and launched an integrated EMIS (Education Management Information System).<sup>64</sup> Although three learning assessment were conducted with PUAEB-support and education sector data systems appear to have improved overall since 2012, there remain concerns about the availability and frequency of government-generated monitoring data for PDEF 2016-2025 (this will be further discussed in section 3.2 below).<sup>65</sup>

<sup>62</sup> Analysis based on a review of the content of GPE Secretariat Country Mission Reports to Côte d'Ivoire for 2015-2017.

<sup>63</sup> Mayne (2017) suggests analyzing changes in individual or organizational 'capacity', as the foundation of behavioral and practice change, by exploring the three interrelated dimensions of capabilities, motivation, and opportunity. See: Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017.

<sup>64</sup> The 2017 JSR indicates that related interventions planned for in the PAMT are in the process of being implemented (Bakary and Simon (2016), 45). GPE's RF indicator 20 show that by 2017, the ESPIG supported interventions related to EMIS, although planned EMIS interventions in the PUAEB were cancelled following project restructuring in August 2017.

<sup>65</sup> There is little data on whether Côte d'Ivoire has an operational learning assessment system (LAS) and conducts regular national learning assessments.

### Additional factors and unintended effects

43. **Positive** factors beyond GPE support that have influenced the observed characteristics of sector planning processes include the following: a strong commitment by the government of Côte d'Ivoire, following the socio-political crisis of 2010-2011, to reinvest and reform the education sector after a significant period of disruption and neglect; previous experience in education sector planning dating from 1998; and the existence of an education coordination group which was responsible for organizing the RESEN and supporting the PAMT development process prior to GPE support for the country. **Negative** factors, which contributed to noted weaknesses in the 2012-2014 PAMT include: a hasty ESP development process with limited sector participation, which was precipitated by the country's political crisis and need to rapidly relaunch the education system; a weak communication strategy which limited awareness and ownership of the PAMT across the sector; and external sector financing for the PAMT which focused exclusively on basic education, reinforcing perceptions among national stakeholders that PAMT was a donor investment framework for basic education only. While these factors were observed, on their own, they do not suffice to explain the noted changes in sector planning during the period under review.

44. The evaluation did not find evidence of any unintended, positive or negative, effects of GPE financial and non-financial support to sector planning.

## 3.3 Mutual accountability through sector dialogue and monitoring<sup>66</sup>

### Box 3.8: Assessment of contribution claim B

**Claim:** "GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress."

**Assessment:** Available evidence **partially supports** the GPE contribution claim related to strengthening mutual accountability for education sector progress. This is discussed in the following findings.

**Assessment is based on:** (a) Sector dialogue and monitoring have improved considerably over the period under review, although areas of improvement remain. With regard to mutual accountability, there are areas for improvement that need to be addressed; (b) Available evidence indicates that the likelihood of the four assumptions underlying the GPE contribution claim holding true in Côte d'Ivoire context are 'strong' for two, and 'moderate' for two; (c) The evaluation found no additional external factors beyond GPE support that would, on their own, suffice to explain the noted progress in sector dialogue and monitoring. This overall assessment is elaborated on in the following paragraphs.

Please see Appendix VIII for a visual representation of evaluation findings presented in this section.

<sup>66</sup> This section addresses evaluation questions CEQ 2.1 (Has sector dialogue changed during the period under review?), 2.2 (Has sector monitoring changed?), 2.3 (Has GPE contributed to observed changes in sector dialogue and monitoring? How?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

## Have sector dialogue and sector monitoring changed from 2012-2017?<sup>67</sup>

**Finding 3:** Sector dialogue in Côte d'Ivoire has become more frequent, inclusive and structured over time, particularly since 2015. While this has had positive effects on the alignment between national priorities and donor programming objectives, there is limited evidence of improvement in coordinated action or harmonization among LEG members.

45. An Education Cluster Group was operational in Côte d'Ivoire long before the country's membership in GPE. The group included development partners (multilateral, bilateral) and was established to respond to the emergency situation beginning in 2002. Much like the current Local Education Group which has been operational since 2015 in Côte d'Ivoire (see details on LEG in paragraphs below), the purpose of the Education Cluster Group was to ensure information exchange, coordination and fund-raising among development partners during the humanitarian crisis in the country.<sup>68</sup> It was driven by UNICEF and the World Bank, the most active and long-term donors in education at the time. The group supported coordinated action around the 2009 sector review (RESEN) and PAMT planning from 2009-11, before Côte d'Ivoire benefited from GPE support.<sup>69</sup> The existence of the Education Cluster Group demonstrates that sector coordination existed prior to GPE presence in the country.

46. The Education Cluster Group was chaired by UNICEF until 2012 when the World Bank took over as the lead of education partner coordination (*chef de file*) until 2015.<sup>70</sup> Since September 2015, the Agence française de développement (AFD) has played the role of *chef de file* and GPE coordinating agency, as well as Chair of the Local Education Group (LEG). The situation in Côte d'Ivoire is unusual, in that LEG has always been chaired by the education partner lead (*chef de file*) rather than the host government; education ministries are represented by the Task Force which serves as a member of the LEG.

47. Until 2015, membership in the LEG included development partners and the Task Force director as sole government representative. Coordination meetings were held infrequently.<sup>71</sup> LEG members interviewed note that, during this period, the same development partner (the World Bank) was acting as both coordinating agency and grant agent (for the implementation of PUAEB); this may have contributed to challenges in sector coordination, given tension between government and the grant agent with regard to PUAEB implementation challenges and delays.<sup>72</sup>

48. Since 2015, the LEG has become more inclusive, structured and frequent in its interactions. The LEG currently includes 14 members: 11 development partners, the director of the Task Force and representatives from two national civil society coalitions (one represents education NGOs and the other

<sup>67</sup> Evaluation questions CEQ 2.1 and 2.2.

<sup>68</sup> UNICEF, 2010. « Sector group on education workshop on school facility rehabilitation opening address. » Accessed April 2018. [https://www.unicef.org/cotedivoire/media\\_2713.html](https://www.unicef.org/cotedivoire/media_2713.html)

<sup>69</sup> Razafindramary & de Galbert. (2010); UNICEF (2010).

<sup>70</sup> Interviews with LEG members present in Côte d'Ivoire since 2011. The Education Cluster Group appears to have been dismantled in 2012 as it was a structure established for the coordination of humanitarian assistance during the civil war. No formal structure appears to have replaced it until 2015 when the LEG was established and regular meetings were instituted.

<sup>71</sup> Source: GPE Secretariat Country Lead Mission Report from May 2013 and June 2015.

<sup>72</sup> Development partners interviewed noted the potential for conflict of interest when one agency assumes both coordinating and grant agent roles. This dual role is in fact discouraged in current GPE Guidelines from 2015.

represents teachers' unions and parents' associations).<sup>73</sup> LEG meetings have been held monthly since 2016. The representative of the coordinating agency who chairs the LEG is a former staff member of the Secretariat and is thus very familiar with GPE objectives and procedures. In 2016, the LEG established three technical commissions (basic education, vocational-technical education and higher education), inviting broad participation from education stakeholders in civil society and the private sector (NGOs, teachers' unions, parents' associations, private sector). The frequency of technical commission meetings varies (there were only two meetings of the basic education technical commission in 2017) although the LEG exerts pressure for regular meetings.<sup>74</sup>

49. The leadership provided by the coordinating agency since 2015 is strongly appreciated by all LEG members consulted<sup>75</sup> who agreed that the success of the LEG relies significantly on the individuals involved; compatible personalities and the commitment of the coordinating agency to the promotion of aid effectiveness principles were seen as two crucial factors in the effectiveness of the LEG.

50. Based on interviews with LEG members and a review of recent meeting minutes,<sup>76</sup> the LEG has served as a forum for information exchange and for the promotion of alignment between ESP objectives and education initiatives undertaken by LEG members. Consulted development partners<sup>77</sup> reported that they systematically used education sector plan objectives and strategies to guide the development of their education projects. This increased alignment with national priorities has improved the division of labor among key development partners in terms of their investments and the expertise they mobilize.

51. In addition, there have been instances where the LEG has facilitated coordination among individual development partners. For example, the Millennium Challenge Corporation (MCC) reached out to AFD and will use the AFD construction blueprint and NGO-led construction approach for their support to "collèges de proximités" (see Section 3.5) as a result of information exchange within the LEG.<sup>78</sup> At the same time, there are examples of donor programming which could benefit from improved coordination within the LEG, particularly with regard to inclusion and gender equality. MCC, UNICEF, WFP, UNESCO and GPE are separately addressing these two themes in their programming but there is limited evidence of collaboration, joint action or policy dialogue among these actors or within the LEG.<sup>79</sup>

52. There is limited evidence of the LEG's promotion of greater alignment with national systems or harmonization among development partners during the period under review.<sup>80</sup> The education sector in Côte d'Ivoire is almost exclusively project-driven.<sup>81</sup> Donor projects are implemented by separate implementation units, using separate delivery structures and maintaining separate planning, monitoring,

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<sup>73</sup> The two national civil society coalitions include le Groupe Technique des ONG pour l'Éducation (GTOE) et le Réseau Ivoirien pour la Promotion de l'Éducation pour Tous (RIP-EPT). Private sector representatives have participated to date as invitees to LEG sub-committee meetings and are not regular members of the LEG.

<sup>74</sup> Interviews with eight of the 14 current members of LEG; review of LEG meeting minutes from September 2017 to January 2018

<sup>75</sup> Including seven development partners, two civil society organizations and the Task Force representative

<sup>76</sup> I.e. seven development partners, two civil society organizations and the Task Force representative

<sup>77</sup> Interviews with six development partners that hold the largest funding envelopes in the education sector

<sup>78</sup> Interview with members of the Program Implementation Unit of MCC Compact Côte d'Ivoire.

<sup>79</sup> In reviewing minutes from 2017-2018 LEG meetings, these are not themes which were identified for discussion.

<sup>80</sup> There is no evidence of discussion of harmonization in the minutes of LEG meetings reviewed from September 2017 to January 2018, with the exception of the need to harmonize per diems.

<sup>81</sup> AFD has recently provided budget support earmarked for the education sector. Source: Interview with representative of AFD.

evaluation and reporting processes. According to the GPE country lead for Côte d'Ivoire, it is unclear the extent to which the promotion of greater harmonization figured in discussions by the LEG during its selection of the grant agent and funding modality for the next ESPIG; it is unclear the extent to which any alternative to the project modality was considered by the LEG (i.e., a pooled fund). The only discussion related to harmonization that is evident in LEG meeting minutes is that related to setting common practices for per diems and other expenses related to project implementation, a discussion which has not yet concluded.<sup>82</sup>

53. Members of the LEG are currently reflecting on how coordination can be further strengthened in the sector.<sup>83</sup> During the Joint Education Sector Review (JSR) in 2017, members reflected on coordination and the role of joint sector reviews; this reflection is being pursued in the JSR of May 2018. The LEG has identified a list of pressing themes in the education sector that are of common interest to members and which are to be discussed as a group, with a view to enhancing coordination and hopefully furthering common action.<sup>84</sup>

**Finding 4: Sector monitoring was limited for PAMT, although there is evidence of improved monitoring efforts under PDEF.**

54. As shown in Table 3.3, education sector monitoring was challenging during the PAMT from 2012-2016. Lessons have been learned and, with ongoing support from the Secretariat, education sector monitoring efforts appear to be improving under PDEF.

**Table 3.3** *ESP Monitoring in Côte d'Ivoire from 2012 to 2016*<sup>85</sup>

QUALITY THEME	MONITORING PAMT 2012-2016	MONITORING PDEF 2016-2025
<ul style="list-style-type: none"> <li>Results Framework</li> </ul>	<ul style="list-style-type: none"> <li>PAMT included high-level expected results and performance indicators although sources of data for these were not identified, no baseline was established and domestic resources in its budget were not identified. This prevented an assessment of planned to actual achievements.</li> </ul>	<ul style="list-style-type: none"> <li>PDEF includes a comprehensive results framework with indicators, milestones, and identified sources of data for most indicators. A baseline was established.</li> </ul>

<sup>82</sup> Groupe Local des Partenaires pour l'Education (GLPE). 31 January 2018. "Meeting of the Groupe Local des Partenaires pour l'Education." Meeting Minutes, Abidjan.

<sup>83</sup> Centre National de Matériels Scientifiques. 2017. "Aide-memoire de la revue sectorielle." Abidjan; interview with two development partners on the LEG.

<sup>84</sup> Groupe Local des Partenaires pour l'Education (GLPE). 26 October 2017. "Meeting of the Groupe Local des Partenaires pour l'Education." Meeting Minutes, Abidjan.

<sup>85</sup> Sources include: Bakary, Diawara and Simon Odile. 2016. "Revue PAMT 2012-2014, Rapport d'analyse de la mise en oeuvre." Abidjan; GPE Country Lead Country Mission reports from 2014-2017; Centre National de Matériels Scientifiques (2017); LEG Meeting Minutes January 31, 2018; interviews with former and current Task Force Directors, and three development partner members of LEG present in Côte d'Ivoire since 2011.



QUALITY THEME	MONITORING PAMT 2012-2016	MONITORING PDEF 2016-2025
<ul style="list-style-type: none"> <li>Leadership</li> </ul>	<ul style="list-style-type: none"> <li>The LEG met infrequently up to September 2015 and development partners were more focused on monitoring the implementation of their individual projects than the sector plan.</li> </ul>	<ul style="list-style-type: none"> <li>The LEG meets regularly and monitoring the ESP is a core focus of the meeting agenda.</li> <li>Reflection was undertaken at the JSR 2017 and will continue at the JSR 2018 on how the format and focus of future JSRs can be improved in terms of relevance, effectiveness and efficiency.</li> </ul>
<ul style="list-style-type: none"> <li>Roles and Responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>Roles and responsibilities for monitoring were not clearly articulated between the Task Force and a delegated department in MENETFP so accountability for PAMT monitoring was diffuse and thus limited.</li> </ul>	<ul style="list-style-type: none"> <li>The Task Force is clearly defined as the actor responsible for collecting and analyzing monitoring data, and preparing monitoring reports on the PDEF, as well as organizing JSRs</li> </ul>
<ul style="list-style-type: none"> <li>M &amp; E Capacity and Systems</li> </ul>	<ul style="list-style-type: none"> <li>The Task Force did not have sufficient authority, financial or human resource capacity to organize joint sector reviews.</li> <li>No central monitoring mechanisms were developed on the PAMT for monitoring data collection, analysis and reporting.</li> <li>The 2014 and 2017 JSRs lacked an adequate evidence base upon which to track implementation progress or sector plan performance – no sector monitoring data was systematically collected or analyzed.</li> </ul>	<ul style="list-style-type: none"> <li>A monitoring and evaluation expert has been engaged by the Task Force (with support from AFD) with responsibility to collect and analyze PDEF monitoring data based on the planes results framework.</li> <li>An online database has been created for data collection, analysis and reporting on PDEF implementation progress (with support from UNICEF); data are available for entry from MENETFP. It is currently challenging to obtain data from MESRS and SETFP for PDEF monitoring and reporting.<sup>86</sup></li> </ul>
<ul style="list-style-type: none"> <li>Timing</li> </ul>	<ul style="list-style-type: none"> <li>There was no established timeline for joint sector reviews – there were frequent delays and postponements by government for the organization of JSRs and no effort was made to link JSRs to the education sector planning or budgeting cycle.</li> </ul>	<ul style="list-style-type: none"> <li>JSRs are planned annually for May in order to feed into annual education sector planning budget preparation – a JSR was held in May 2017 and one is being planned for May 2018. Mid-term and final evaluations of PDEF are envisaged.</li> </ul>

<sup>86</sup> *Secrétariat d'état chargé de l'enseignement technique et de la Formation professionnelle*

55. There appears to have been little interest in or engagement by development partners in monitoring PAMT implementation during the period 2012-2015.<sup>87</sup> As noted in the section above on sector dialogue, meetings of the education coordination group were infrequent during this period. PAMT oversight and monitoring generally appear to have been left to the Task Force, which was also charged (at least for a period) with implementing the two major projects associated with PAMT (PUAEB and DEFI).<sup>88</sup> All donors agree that the Task Force was significantly under-resourced, lacking both the capacity and authority to accomplish these multiple tasks.<sup>89</sup> There does not appear to have been an effective forum, during this period, to monitor progress, press for and support joint sector reviews, or address underlying challenges and delays in the implementation of PAMT.

56. Joint sector reviews began in Côte d'Ivoire with implementation of PAMT. Only two joint sector reviews related to PAMT were undertaken, one in 2014 and one in 2017.<sup>90</sup> The 2014 JSR was conducted over four days in May 2014, including 160 participants from eight government ministries, local government representatives, development partners, teachers' unions and parent associations. Private sector actors were not included. Thematic workshops focused on issues of access, equity, quality, governance and sector review.<sup>91</sup> The JSR process in 2014 was described by government stakeholders as extremely heavy and time-consuming. The 2014 JSR synthesis report<sup>92</sup> identified several operational challenges that limited PAMT implementation, including: lack of ownership by operational departments in the education ministries for PAMT implementation, bottlenecks in partnership relations, weak coordination between stakeholders, challenges in mobilizing domestic financial resources, and the incomplete establishment of the Task Force. Two concrete measures agreed to during the JSR – strengthening the capacity of the Task Force and improving the monitoring of PAMT performance – were never implemented during the PAMT cycle which ended in 2016.<sup>93</sup> There is, however, evidence to suggest that the 2014 JSR findings and lessons were used to guide reflection in the development of the new PDEF.<sup>94</sup>

57. A second JSR was conducted over two days in May 2017, where discussions centered on an external assessment of PAMT implementation supported by GPE.<sup>95</sup> The 2017 JSR included the same mix of participants as in 2014, with over 200 people in attendance. Discussions covered three broad issues: progress in the implementation of PAMT, lessons from PAMT which could be applicable to the development of the new PDEF, and discussions about monitoring and evaluation of the new education sector plan.<sup>96</sup> Given its timing, the 2017 JSR served as a final review of PAMT implementation. Lessons learned emerging from this review process have been integrated into improvements for the new PDEF,

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<sup>87</sup> Source: GPE Secretariat Country Mission report, May 2013; Interviews with 10 out of 14 current LEG members, as well as the former director of the Task Force, including four development partner representatives who have been present in education sector coordination since 2012 in Côte d'Ivoire.

<sup>88</sup> Initially, the Task Force was charged with implementing both projects as well as overseeing PAMT progress. This was changed after the joint sector review in 2014.

<sup>89</sup> Sources: Interviews with LEG members; Bakary & Simon (2016)

<sup>90</sup> While PAMT officially ended in 2016, the JSR was conducted, after numerous postponements and delays since 2015, in May 2017. It was based on an external review of PAMT implementation undertaken in September 2016. See Bakary and Simon (2016).

<sup>91</sup> Ministère d'Etat, Ministère de l'Emploi, des Affaires Sociales et de la Formation Professionnelle (2014).

<sup>92</sup> Ibid.

<sup>93</sup> Bakary and Simon (2016).

<sup>94</sup> Centre National de Matériels Scientifiques (2017).

<sup>95</sup> Bakary and Simon (2016).

<sup>96</sup> Sources include: Bakary and Simon (2016); Centre National de Matériels Scientifiques (2017).



particularly with regard to: continuing the scale-up of successful innovations (community-led school construction, collèges de proximité), more complete ESP budgeting, the development of a more detailed and measurable results framework, the strengthening of Task Force capacity, and clarification of roles and responsibilities for monitoring.<sup>97</sup>

58. There now appears to be a stronger commitment by all LEG members to closely monitor the implementation and results achievement of the PDEF. Development partners have supported the engagement of an M&E specialist in the Task Force and have provided for the development of an online database to track PDEF implementation. Reviewing the progress of major education sector reforms is addressed in every meeting of the LEG.<sup>98</sup> Annual joint sector reviews are planned for May of each year to feed into the sector planning and budgeting process; the JSR for May 2018 was being prepared during the evaluators' field mission in March 2018.

59. While there remain challenges and risks to the monitoring of the PDEF, there has been significant improvement in this area, particularly since 2015. In terms of potential risks, the PDEF results framework is complex (over 200 indicators). It will be resource-intensive to coordinate data collection, analysis and reporting. Not all data sources for the online database are currently available. In addition, the sector review processes (review meetings are planned for each trimester, semester, and annually) appear too frequent while their purpose, format and focus are not yet adequately defined. Overall, the M&E plan for PDEF is comprehensive but it appears administratively heavy; it may need to be simplified if it is going to be operational, cost-effective and useful to stakeholders. Development partners also continue to invest in their separate project monitoring and evaluation processes, which present additional costs and administrative burdens for all parties. More could be envisaged with regard to alignment and harmonization within the LEG around monitoring and evaluation in the education sector; this may be an area where the GPE Secretariat could provide assistance to the LEG.

### Did GPE contribute to changes in sector dialogue and monitoring?<sup>99</sup>

**Finding 5: GPE's contribution to the promotion of mutual accountability in Côte d'Ivoire is mixed; while GPE has effectively promoted the development of a joint results framework and joint sector reviews, certain financing requirements and guidelines present risks to local ownership and strong, country-led partnerships.**

60. As documented in Findings 3 and 4, sector dialogue and monitoring improved considerably in Côte d'Ivoire for the period under review. Available evidence suggests that GPE contributed to progress in these two areas. That said, there appear to have been no missions undertaken by the Secretariat in Côte d'Ivoire between May 2013 and June 2015.<sup>100</sup> GPE's contributions to improvements in sector dialogue and monitoring are much more evident after June 2015, when a new country lead was appointed and made frequent visits to the country.<sup>101</sup>

<sup>97</sup> Bakary and Simon (2016); Centre National de Matériels Scientifiques (2017); interviews with the Director of the Task Force, the Secretariat Country Lead, the coordinating agency representative and nine current members of the LEG.

<sup>98</sup> See section 'Rappel des diligences' in LEG meeting minutes from 2017, 2018.

<sup>99</sup> Evaluation question CEQ 2.3.

<sup>100</sup> According to available evidence (interview with current Secretariat Country Lead for Côte d'Ivoire and available mission reports), no secretariat missions were taken to Côte d'Ivoire between May 2013 and June 2015.

<sup>101</sup> GPE Secretariat Mission Reports from June 2015 - May 2017.

61. **GPE provided an incentive to maintain and deepen sector dialogue:** An education coordination group and an education sector plan existed in Côte d'Ivoire long before the country became a GPE member, although this coordination was linked more closely to humanitarian action during a period of crisis. GPE funding criteria provided the incentive to expand and entrench these processes as the country shifted from humanitarian crisis to a more stable development context.

62. **GPE provided support and resources for monitoring:** Both the 2014 and the 2017 joint sector reviews were co-funded with resources out of the ESPIG 2014-2017. Furthermore, the coalition RIP-EPT obtained a grant through the Civil Society Education Fund (CSEF) that has allowed it to conduct research on the obstacles to PAMT implementation.<sup>102</sup> The country lead was also instrumental in ensuring that the 2017 JSR took place, by insisting on its importance to future GPE financing.<sup>103</sup>

63. **GPE advocated for civil society:** Consulted CSO representatives credited ongoing advocacy from the Secretariat, as early as May 2013,<sup>104</sup> for the inclusion of civil society and greater representation of all key stakeholder groups in educator sector planning and review. The current coordinating agency also actively encouraged broad stakeholder engagement in the preparation of the education Country Status Report of 2015 and in PDEF working groups. This is particularly notable in terms of renewing constructive dialogue between the government and teachers' unions, a relationship which was badly damaged during the political crisis of 2010-2011.<sup>105</sup> For the first time in Côte d'Ivoire and since 2017 the LEG has included representatives of two civil society organizations and one private sector organization, while its working groups regularly include the participation of diverse stakeholders.<sup>106</sup>

**Box 3.9** *The GPE always insisted, all through the PDEF process, on the participation of civil society and the need to bring all education actors around the table. Policy discussions on education have evolved considerably since 2016. All education partners are present and can communicate in an atmosphere of mutual respect. – Civil society representative*

## Validity of assumptions

64. Available evidence suggests that GPE has had sufficient leverage in Côte d'Ivoire to positively influence the LEG's existence and functioning. Sector dialogue has been more frequent, structured and inclusive since 2015, when the Secretariat's presence and support to the LEG was also more robust. Country-level stakeholders were found to have the opportunities to work together to solve education sector issues; resources were made available for the joint sector reviews in 2014 and 2017 by GPE, while GPE and other development partners subsequently provided support to increase the government's capacity to monitor progress under the current PDEF. Assumptions around stakeholder capabilities and motivation to work together to solve education issues, however, were found to have held true to a more limited extent in Côte d'Ivoire (see Appendix VII). The functioning of the LEG was challenged during 2012-2015 and there was limited commitment by government or development partners to engage in regular sector dialogue or monitoring. There was also insufficient political will, on the part of the three education ministries, to appropriately resource or delegate the necessary authority to the Task Force to organize JSRs and coordinate PAMT monitoring efforts.

<sup>102</sup> Civil Society Education Fund. 2017. "Civil Society Advocacy: Good practice case studies."

<sup>103</sup> GPE Secretariat Country Lead Mission Reports, October and November 2016.

<sup>104</sup> GPE Secretariat Mission Reports, May 2013, June 2015, September 2015.

<sup>105</sup> Interviews with 10 of the 14 LEG members and with representatives of teachers' unions and education NGOs

<sup>106</sup> LEG meeting minutes from 2017-2018.

## Additional factors and unintended effects

65. While the evaluation found positive evidence of GPE contributions, information deriving from stakeholder consultations and document review indicates that the capacity of in-country stakeholders for engaging in effective sector dialogue and joint sector monitoring has also been influenced by several other factors beyond GPE's direct influence. **Positive factors** included: the existence of an education cluster group, dating from the 2002 humanitarian crisis in Côte d'Ivoire, which brought development partners and education ministry representatives together in sector dialogue and planning; and the chairing of the LEG from 2015 by the coordinating agency whose representative is a former staff member of the Secretariat (and thus very knowledgeable of GPE objectives, processes and requirements). **Negative factors** included the limited ownership for PAMT by two of the three education ministries in Côte d'Ivoire due to the perception that the sub-sector of basic education was benefitting most from external assistance.

66. In terms of unintended negative effects of GPE support to sector dialogue and monitoring, recent changes to GPE funding requirements and guidelines for the development of ESPs and ESPIGs are perceived by education partners in Côte d'Ivoire as limiting local ownership of education sector plans and thereby reducing mutual accountability. In particular, development partners on the LEG point to the GPE funding requirement which requests developing countries to allocate 45 percent of recurrent expenditures to primary education as a condition for GPE financial support.<sup>107</sup> In Côte d'Ivoire, the government initially developed the PDEF based on a financial simulation that allocated no more than 40 percent of the education budget to primary education. The LEG endorsed the sector plan based on this simulation and provided detailed justification for this decision based on national contextual realities. GPE did not consider the LEG justification sufficient to warrant an exemption. The government of Côte d'Ivoire subsequently revised its financial simulation for the PDEF to reflect a budget allocation of 47 percent to primary education by 2025, in order to secure GPE funding. Development partners feel that the rigidity with which GPE imposed this requirement ran counter to the principles of local ownership and mutual accountability which GPE was created to promote.<sup>108</sup>

<sup>107</sup> Sources: GPE Funding Requirements; Global Partnership for Education. July 2016. "Mission du Secrétariat su Partenariat Mondial pour l'Éducation en Côte d'Ivoire." Mission Report, 6. This requirement only applies in cases where countries have not yet reached universal primary education which is the case in Côte d'Ivoire. Otherwise countries can demonstrate a trend or tendency towards the 45% requirement.

<sup>108</sup> Interviews with five development partners members of LEG.

### 3.4 Education sector financing<sup>109</sup>

#### Box 3.10: Assessment of contribution claim C

**Claim:** “GPE advocacy and funding requirements contribute to more and better financing for education in the country.”

**Assessment:** Available evidence **partially** supports the GPE contribution claims related to strengthening domestic and international financing for education.

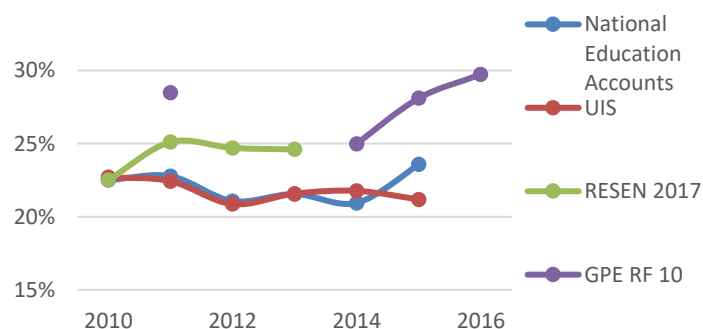
**Assessment is based on:** (a) There has been an increase in both nominal and relative domestic financing to the education sector, although this increase is largely in relation to decreasing financing during the 2010-2011 crisis. GPE has contributed to strengthening donor coordination, but there is overall insufficient harmonization of donor initiatives and a lack of substantial alignment with national systems; (b) The extent to which the two assumptions underlying the contribution held true in the Côte d'Ivoire context was rated moderate for one, and there was no data for the other;<sup>110</sup> (c) lack of any discussions in the LEG on moving towards stronger harmonization of education ODA to Côte d'Ivoire represents an additional factor that is likely to have affected the quality of external sector financing. This overall assessment is discussed in the following findings.

Please see Appendix VIII for a visual representation of evaluation findings presented in this section.

#### How has education sector financing changed from 2012-2017?

67. There are variations in available financial data from different sources for Côte d'Ivoire in terms of both the methodologies used and the data presented (Figure 3.1).<sup>111</sup> For instance, unlike GPE's internal monitoring data (RF indicator 10), UNESCO Institute of Statistics (UIS) takes debt repayment into account when calculating overall government expenditures.<sup>112</sup> To ensure consistency, the analysis of domestic education financing is based on data from the National Education Accounts for Côte d'Ivoire for the period 2006-2015, but other sources are cited to enrich the analysis when appropriate.

**Figure 3.1** Domestic financing as proportion of government budget, all sources



<sup>109</sup> This section addresses evaluation question CEQ 1.4 (How has GPE contributed to leveraging additional education sector financing and improving the quality of financing?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

<sup>110</sup> See sub-section on 'validity of assumptions' for a discussion of these assumptions.

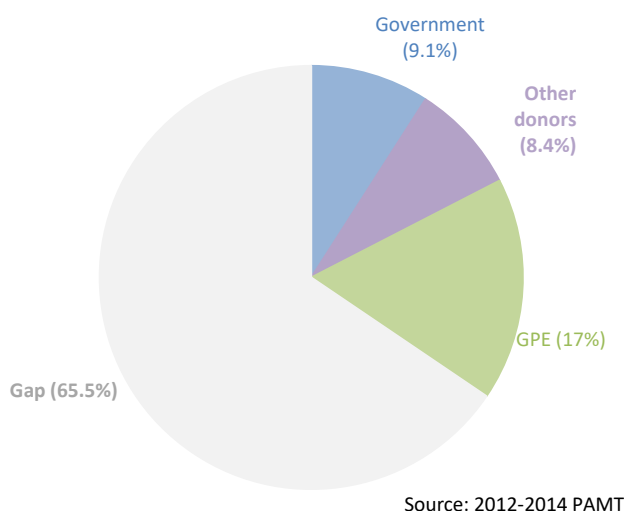
<sup>111</sup> Other differences can stem from whether education financing outside of direct funding to government ministries is included (for instance related pensions or regional expenditures), or whether the calculation considers differences between budgeted and executed financing.

<sup>112</sup> UNESCO assesses “total general (local, regional and central) government expenditure on education (current, capital, and transfers), expressed as a percentage of total general government expenditure on all sectors (including health, education, social services, etc.). It includes expenditure funded by transfers from international sources to government.” See also <http://data.uis.unesco.org>

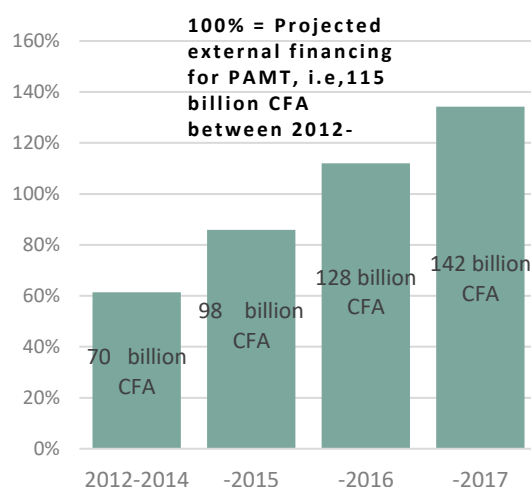
68. The evaluation was not able to conduct a comprehensive assessment of PAMT expenditures and sources of financing from 2012-2017. While the PAMT financial simulation was considered realistic, the PAMT budget covered investment only and no recurrent expenditures, while not all domestic and external financing sources had been included (see Finding 1 in Section 3.2).<sup>113</sup> In addition, financial data on planned to actual sector disbursements under PAMT was not available, particularly with regard to investment through domestic sources. Based on available financial data, more than 93 percent of all project-specific education ODA to Côte d'Ivoire between 2012 and 2017 was disbursed to support PAMT implementation (see also Table 3.6).<sup>114</sup>

69. Initially, only 9.1 percent of budgeted PAMT expenditures (i.e. 11.4 billion out of 125.7 billion FCFA) was expected to be financed by the government and international development partners were expected to make up the remaining 90.9 percent of funding, of which 65.5 percent had not been identified by the time of writing the plan 2010 (see Figure 3.2).<sup>115</sup> An analysis of project-specific ODA shows that this funding gap had been met and exceeded by 2016 (Figure 3.3).

**Figure 3.2** Funding gap in initial PAMT budget (2010)



**Figure 3.3** Actual vs. projected external PAMT financing, 2012-2017



Source: Task Force Data

<sup>113</sup> For instance, the PPU was not part of the PAMT budget.

<sup>114</sup> Based on assessments done by the PAMT Task Force (2017), a total of 142.9 billion FCFA was disbursed in education ODA (excluding loans) across all education levels from 2012-2017. Of this, 134.4 billion FCFA (or was disbursed by the 8 projects listed in Table 3.6. If the World Bank's PASEF project is excluded (which disbursed funding up until 2013), a total of 112.1 billion FCFA was disbursed in education ODA from 2012-2017, of which 103.6 billion FCFA (i.e. 92.4 percent) originates from the remaining 7 projects listed in Table 3.6.

<sup>115</sup> In the 2011 PAMT, 9.1 percent of planned costs were to be financed by the government, 17 percent by the (anticipated) GPE ESPIG, and 8.4 percent by other PTF donors.

**Finding 6: Domestic education sector financing increased overall during the period under review and caught up with the levels before the 2010-2011 crisis, yet investment in education is severely limited as recurrent spending constitutes 95 percent of total domestic financing for education.**

70. From 2011 to 2015, domestic education financing in Côte d'Ivoire increased substantially from 503 billion FCFA to 931 billion FCFA (an 85 percent increase).<sup>116</sup> Domestic education spending has largely remained unaffected by macro-economic trends over the last decade,<sup>117</sup> and most consulted stakeholders suggested that both current and former governments have remained committed to funding education. The 2011 political crisis, which led to paralysis in many public functions, caused a 9 percent drop (i.e. 51.2 billion FCFA) in absolute education financing from 2010 to 2011, although the education sector saw less drastic reductions than overall public expenditures for the same period, further indicating that education remained a budget priority for the government.<sup>118</sup>

71. Côte d'Ivoire has consistently met GPE's target that member countries either increase or maintain domestic sector spending at 20 percent or above.<sup>119</sup> An analysis of budget allocations to the three government ministries working in the education sector<sup>120</sup> shows that relative domestic financing to the education sector (as a proportion of overall government budget) fluctuated but remained consistently above 20 percent from 2006-2015 (Figure 3.4).<sup>121</sup> Education financing reached 23.6 percent (i.e. 986 billion of 4,183 billion FCFA) of the total government expenditures in 2015 (25.3 percent if debt repayment is excluded)<sup>122</sup> and averaged 21.7 percent from 2011-2015. Available data indicate that relative domestic spending continued to increase after 2015.<sup>123</sup>

<sup>116</sup> When adjusted for inflation, the growth from 2012 to 2015 represents an increase of 87 percent.

<sup>117</sup> From 2006-2009, low commodity prices internationally restricted economic growth in Côte d'Ivoire (annual GDP growth averaged 2.3 percent) while the education budget grew with 31.9 percent overall. By comparison, the education budget grew with 25.9 percent from 2012-2015, when average GDP growth (due to a more favorable international outlook) averaged 9.3 percent. "World Bank Data," The World Bank, Accessed 10-03-2018, <https://data.worldbank.org/>

<sup>118</sup> Domestic education financing was cut with 9.23 percent from 2010 to 2011, compared with 10.3 percent for overall public expenditures. National Education Account (2016).

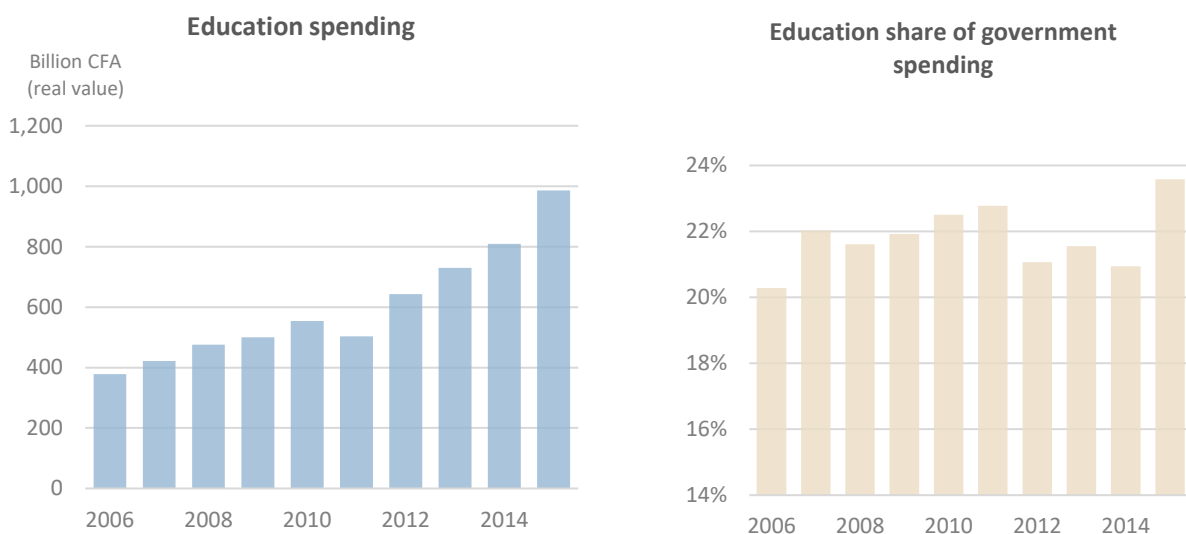
<sup>119</sup> GPE RF indicator 10.

<sup>120</sup> I.e., MENETFP (basic education and teacher training), MESRS (secondary and higher education), and SETFP (technical and vocational education and training)

<sup>121</sup> Data from National Education Account (2016).

<sup>122</sup> Data from GPE RF Indicator 10, which excludes debt repayment from executed government expenditures provide slightly higher figures from 2009-2015 but corresponds with the overall trend presented in Figure 3.2.

<sup>123</sup> Domestic data on executed budgets was not available for 2016. Data from GPE's RF indicator 10 for 2016 show that the executed education budget constituted 29.7 percent of overall government expenditure (i.e. 1,026 billion of 3,454 billion FCFA, excluding debt repayment).

**Figure 3.4 Domestic education financing**

Sources: UIS UNESCO

72. While education has remained a political priority, there has been a shift in the distribution of financing between the different education levels.

73. From 2010-2015, the proportion allocated to primary education decreased from 41.5 percent to 37.8 percent (i.e. 230.2 billion to 373.2 billion FCFA) and allocations to upper secondary and higher education decreased from a combined 31.3 percent to 27.4 percent (Table 3.4). At the same time, financing to lower secondary increased. While this is in alignment with the PAMT objective of expanding coverage in the first cycle of secondary education, the objective of strengthening initial teacher training has not corresponded to an increase in funding for teacher colleges (CAFOPs).<sup>124</sup>

74. Overall, financing trends are also reflected in average domestic funding per student at the different education levels, with the lowest levels of funding recorded at primary school. Funding per student across all education levels had caught up with pre-crisis levels (2010) by 2015, although the increase in per capita funding was lower for the primary school level (43 percent increase) than that for lower secondary (53 percent) and upper secondary (92 percent).<sup>125</sup>

75. Unlike in other countries of the region, basic education is not free in Côte d'Ivoire. Most civil society and private school representatives noted that the high (and rising) cost for households of sending children to school is a key challenge facing the education sector, contributing to limiting potential improvements in access.<sup>126</sup>

<sup>124</sup> Centre d'Aptitude Formation Professionnelle

<sup>125</sup> From 2011-2015, average spending (in constant FCFA) per student increased from 114K to 152K for pre-primary, from 95K to 145K for lower secondary and from 148K to 284K for upper secondary. By comparison, average spending per student in primary school increased from 76K to 109K FCFA in the same period. National Education Account (2016), 67.

<sup>126</sup> For 2013, it was estimated that households contribute with approximately 37 percent of all domestic education financing in Côte d'Ivoire, compared to 34 percent in 2007. Ibid., 101.



**Table 3.4** Côte d'Ivoire, proportion of domestic education financing by education level

Education level	2006	2010	2011	2012	2013	2014	2015
Preschool	1.6%	1.7%	1.6%	1.6%	1.7%	1.9%	2.3%
Primary	45.0%	41.5%	38.9%	35.6%	35.0%	35.0%	37.8%
Lower Secondary	11.8%	14.1%	13.6%	13.2%	14.1%	17.5%	16.9%
Upper Secondary	13.5%	12.8%	11.9%	11.4%	11.8%	11.4%	10.3%
Higher education	19.5%	18.5%	22.3%	21.1%	20.7%	17.1%	17.4%
CAFOP	1.5%	1.5%	1.4%	1.4%	1.3%	1.7%	1.5%
TVET	6.5%	7.3%	7.4%	7.0%	6.6%	5.7%	5.6%
PPU				5.7%	6.0%	5.7%	4.7%
Other	0.7%	2.5%	2.9%	2.9%	2.8%	3.9%	3.5%

Source: National Education Accounts 2016

76. Recurrent spending, which includes teacher salaries and the functioning of schools, consumes most of education expenditures in Côte d'Ivoire, leaving few domestic resources for investments in education. In 2016, recurrent spending constituted 95.1 percent of domestic education financing.<sup>127</sup> Teacher salaries receive the largest share of overall domestic financing (66 percent in 2013).<sup>128</sup>

**Finding 7: International education sector financing has increased but remains lower than pre-crisis levels.**

77. International education sector financing<sup>129</sup> to Côte d'Ivoire increased significantly in absolute and relative terms since 2011 but has not yet caught up with pre-crisis levels in relative terms (Figure 3.5). Education financing grew from US\$33 million in 2011 (2.1 percent of ODA) to US\$44 million in 2016 (4.45 percent of ODA).<sup>130</sup> By comparison, annual education financing, while fluctuating,<sup>131</sup> represented 8.1 percent of ODA on average from 2005-2010.

<sup>127</sup> GPE RF indicator 10, 2017 data. Data on how this has changed over time is not available.

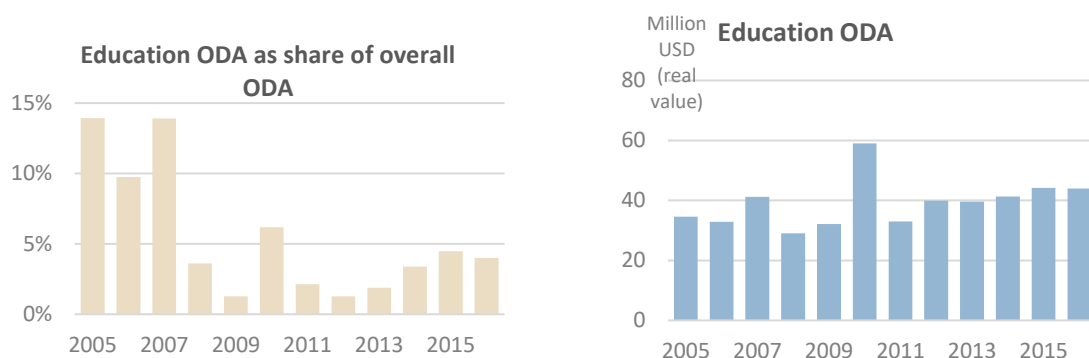
<sup>128</sup> More recent data is not available. From 2010-2013, teacher salaries received on average 66.8 percent of all domestic financing. National Education Account. (2016), 78.

<sup>129</sup> International bilateral and multilateral development assistance to the education sector, including basic, secondary and higher education.

<sup>130</sup> Figures not adjusted for inflation. When inflation-adjusted (constant 2016 prices), education ODA grew from US\$ 27.8 million in 2011 to US\$ 44 million in 2016, an increase of 58 percent.

<sup>131</sup> Relative education ODA fluctuated from nearly 14 percent in 2005 and 2007, to 1.3 percent in 2009.



**Figure 3.5 Education ODA to Côte d'Ivoire**

Source: UNESCO UIS data

78. The proportion of education ODA going to basic education (MENETFP) averaged 66.5 percent from 2012-2016 (i.e. 92.9 billion FCFA),<sup>132</sup> while higher education (MESRS) received 17.4 percent (i.e. 24.4 billion FCFA) and the TVET Secretariat (SE-ETFP)<sup>133</sup> received 16.1 percent (i.e. 22.4 billion FCFA, Table 3.5). The data do not indicate to what extent the distribution changed during this period. There are also substantial differences in the ODA data from OECD and the Task Force, and the evaluation used country-level data as it appeared more aligned with financing data as reported by donors.<sup>134</sup>

**Table 3.5 ODA distribution by education level, 2012-2016**

Education level	Relative education ODA 2012-2016
MENETFP	66,5%
MESRS	17,4%
SE-ETFP	16,1%

Source: Task Force Data

79. A growing proportion of international education financing to Côte d'Ivoire comes from multilateral donors.<sup>135</sup> From 2011-2015, multilateral organizations provided 39 percent of all education ODA (i.e. on average of US\$15.3 million),<sup>136</sup> although this declined to 14 percent (i.e. US\$6.2 million) in 2016. While the number of bilateral education donors has not changed in the period under review (approximately 14 DAC

<sup>132</sup> Based on Task Force data. The data do not indicate the specific education level that ODA is given for (e.g., primary/lower secondary).

<sup>133</sup> *Secretariat d'état chargé de l'enseignement technique et de la formation professionnelle*.

<sup>134</sup> There are substantial discrepancies between country-level data (Task Force) and OECD-DAC creditor reporting system (CRS) data on the allocation of education ODA between different levels. OECD DAC data show that, from 2012-2016, a majority of ODA went to higher education (54.9 percent) and TVET (18.7 percent), while primary and lower/upper secondary only received 9.6 percent and 3.3 percent, respectively. Available evidence did not provide an explanation for this discrepancy, although OECD categorized most of the education ODA from France (i.e., DEFI) as going to higher education.

<sup>135</sup> Based on UNESCO UIS data that does not include GPE financing. Country-level Task Force data (which includes GPE financing) show that from 2011-2015, multilateral education ODA represented 66.8 percent (55.5 billion FCFA) while bilateral education ODA represented 33.2 percent (25.6 billion FCFA) of all education ODA.

<sup>136</sup> Compared to 19.4 percent from 2005-2010, or an average of 7.4 billion FCFA per year (Task Force data).

80. France remains by far the largest bilateral education donor to Côte d'Ivoire and has continued to maintain its high level of financing (see Table 3.6). The DEFI project,<sup>138</sup> financed through the CD2 initiative,<sup>139</sup> provided US\$155.3 million in sector financing for improving access and quality of education, employment training and job transition for youth (of which US\$31.5 million went to basic education) from 2013-2018.<sup>140</sup> Japan and the US, traditionally marginal education donors to Côte d'Ivoire, recently substantially increased their sector financing to the country. In particular, the Millennium Challenge Corporation, a bilateral and independent US foreign aid agency, in November 2017 signed a five-year US\$524.7 million development assistance agreement with Côte d'Ivoire, which will focus in part on expanding education and in-demand skills for youth.<sup>141</sup>

Who	\$US/year	Focus	2012	2013	2014	2015	2016	2017	2018	2019	2020	
AfD	29.9m	Primary, secondary, job training		329.3m. DEFI 1 (2012-2019, 92.4m) and DEFI 2 (2016-2020 237.3m)								
World Bank	4.3m	Basic education	56m									
GPE	6.8m	Basic education		41m						24.1m		
EU	2.7m	Job training	34.6m									
AfDB	1.7m	Higher education	13.7m (2006-2013)									
UNICEF	3m	ECD	21.2 m									
WFP	3.6m	School feeding	10.8m (2011-2013)									
UNDP	5.9m	School feeding		5.3m								

<sup>142</sup> This overview is not exhaustive but presents the largest donor-funded education projects (based on 2017 Task Force data).

## How has GPE contributed to leveraging additional education sector financing and improving the quality of financing?

**Finding 8:** While GPE has contributed to strengthening donor coordination through its contributions to the LEG, the overall quality of education financing is limited by insufficient harmonization of donor initiatives and a lack of substantial alignment with national systems.

81. As noted in Section 3.2, the vast proportion of external assistance to the education sector is provided through project modality (with the exception of very recent AFD grant for budget support earmarked for the education sector). In terms of harmonization, there is very limited evidence that harmonized funding models have been discussed by GPE or within the LEG in Côte d'Ivoire.<sup>143</sup> The new ESPIG grant will also involve a project funding model and it is unclear whether more harmonized models were considered during selection by the LEG.<sup>144</sup>

82. While almost all donors finance stand-alone education projects, project interventions are aligned to support the overall objectives and priorities outlined in the PAMT or the PDEF. Beyond that, donor-funded projects maintain separate implementation units, delivery structures, financial management and monitoring systems, procedures and reporting processes. There is limited alignment between sector investments and government rules, procedures and institutions. GPE's internal results monitoring for 2016 and 2017 found the PUAEB was aligned with national systems on only 3 out of 10 indicators: alignment with the ESP (PAMT), using government procurement rules, and information from the ESPIG was included in annual ESP progress reports by the government.<sup>145</sup>

**Finding 9:** The evaluation found no detectable GPE influence on the quantity of domestic or international education sector financing from 2011-2016.

83. There are no indications that GPE leveraged additional domestic or international financing to the education sector in Côte d'Ivoire during the period under review. Domestic financing increased but largely in response to the lower than average levels of government spending during the 2010-2011 crisis. Furthermore, domestic financing has consistently remained above 20 percent of total government spending since 2005 and stakeholder consultations provided no indications that GPE influenced the overall volume of domestic financing during the period under review. As noted in Section 3.2, GPE funding criteria influenced the allocation of funds within the PDEF 2016-2025 budget in favor of primary education (45 percent) but not the overall domestic funding to the sector.

84. In direct terms, GPE's US\$41.4 million ESPIG grant constituted 16.8 percent of *planned* costs for PAMT (i.e. 125.6 billion FCFA), and 17.1 percent of actual international education financing (i.e. 128.9 billion FCFA, see Table 3.7) from 2012-2016.<sup>146</sup> Although funds provided by GPE represented only 0.5 percent of the total education sector expenditures for the same period (Table 3.8),<sup>147</sup> they were significant

<sup>143</sup> One exception is that the LEG plans to address harmonization of per diems and other implementation costs but all related to project delivery. Review of LEG meeting minutes for 2016 and 2017.

<sup>144</sup> Review of LEG meeting minutes for 2016 and 2017.

<sup>145</sup> GP RF indicator 29

<sup>146</sup> Based on an analysis of domestic spending and international financing from country-level data: National Education Account (2016), Task Force data and the 2016-2025 PDEF (for the 2016 education budget)

<sup>147</sup> There is some discrepancy between country-level data (provided by the Task Force) and OECD CRS data regarding the volume of donor disbursement. Country-level data indicate that 128.9 billion FCFA in international ODA

in terms of re-investing in the sector after long-term neglect due to the civil war and the 2010-2011 political crisis (see Section 3.2).

85. Development partners perceived GPE as having contributed to replacement over additionality with regard to external financing in the education sector during the period under review. The World Bank, as the grant agent for PUAEB, had been a major education partner but stopped providing its own resources to the education sector from 2013-2018.<sup>148</sup> The grant agent recently announced it will resume its investment in the education sector as of 2018 with three-year project funding to MESRS. One LEG member indicated that this new investment is due to “encouragement” from the LEG. Development partner representatives on the LEG expressed the view that GPE should ensure that its funding is additional and not replacement, and that GPE grant agents should be required to invest their own resources in the education sector.

**Table 3.7 Overall sector spending 2012-2016**

Overall education spending 2012-2016	Million CFA	Million USD	%
Government	4 140 567	7 887	97.1%
International donors	128 948	238	2.9%
<i>Of which GPE</i>	<i>22 021</i>	<i>41</i>	<i>0.5%</i>
<b>Total</b>	<b>4 291 536</b>	<b>8 167</b>	

Source: Estimate based on data from NEA (2016), PDEF, GPE and OECD

### Validity of assumptions

86. The evaluation found that there is only partial support for the underlying assumption that GPE had sufficient leverage to influence the amount and quality of domestic and international education sector financing. There are no indications that GPE leveraged additional domestic or international financing to the education sector in Côte d'Ivoire during the period under review. The ESPIG financing provided directly by GPE was significant in terms of re-investing in the sector after long-term (despite constituting only 0.5 percent of the total education sector budget for the period). While GPE has contributed to a stronger coordination of donors, there has been no change in overall quality of international sector financing in terms of harmonization or alignment. Furthermore, there is not enough data to assess the underlying assumption that external (contextual) factors were favorable and permitted national and international actors to increase/improve the quality of education sector financing.

### Additional factors and unintended effects

87. **Positive** factors beyond GPE support that have influenced the observed characteristics of sector financing are the improving macro-economic situation of the Ivorian government<sup>149</sup> and the decision of other donors to invest substantially in the education sector in Côte d'Ivoire, in particular AFD and MCC. A **negative** factor is the lack of any discussions in the LEG on moving towards stronger harmonization of education ODA to Côte d'Ivoire.

88. In terms of negative unintended effects of GPE financial and non-financial support to sector financing, there is a perception by development partners that GPE contributed to replacement over additionality with regard to education ODA. Promoting additionality in the education sector in Côte

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(excluding loans) was disbursed to the education sector from 2012-2016, while OECD data indicate that US\$208.9 (corresponding to 111.1 billion FCFA with an exchange rate of 550) was disbursed in total education ODA in the same period. Some of this discrepancy is likely due to the fact the OECD-CRS data does not include GPE financing. Data on government education financing was not available for 2017.

<sup>148</sup> With PASEF the WB had been the largest education donor from 2007-2013 with no new investment until 2018.

<sup>149</sup> From 2012-2015, annual GDP growth averaged 9.3 percent (World Bank data).

d'Ivoire is particularly important given PAMT priorities related to developing a more equitable plan for sector development, revitalizing higher education in terms of relevance and quality, and better regulating the flow of students from secondary to higher education, in keeping with both resource availability and economic demand. As seen in Section 3.2, external investment in PAMT was focused almost exclusively in basic education. As a result, PAMT was associated, from the perspective of many national education stakeholders, as an external investment plan for basic education rather than a sector-wide plan. The donor focus on basic education under PAMT, at the expense of other sub-sectors, contributed to a skewed vision of the PAMT and created some tension in sector dialogue among national education ministries (a case in point being the recent development of a national policy and separate sector plan by MESRS following PDEF endorsement). LEG members consulted feel that if the intention is to support the development, implementation and review of a sector-wide plan, GPE should either direct its own investment at all parts of the sector plan, and/or seek to identify additional funding for any parts of the sector plan that may be overlooked by external assistance.<sup>150</sup>

### 3.5 Sector plan implementation<sup>152</sup>

#### Box 3.11: Assessment of contribution claim D

**Claim:** *GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.*

**Assessment:** Evidence derived from the evaluation's different lines of enquiry **supports** the assumed GPE contribution to sector plan implementation.

**Assessment is based on:** (a) Despite delays in implementation, the PAMT made moderate progress towards the achievement of planned activities, and the GPE-funded PUAEB project of the PAMT was largely implemented as planned; (b) Available evidence indicates that the likelihood of the six assumptions underlying the contribution claim hold true in the Côte d'Ivoire context is strong for three and moderate for three;<sup>151</sup> (c) The financing and technical assistance provided by AFD with the DEFI project constitute a significant additional (external) factor that positively influenced ESP implementation. This overall assessment is discussed in the following paragraphs.

Please see Appendix VIII for a visual representation of evaluation findings presented in this section.

<sup>150</sup> Consultation with three development partners on LEG

<sup>151</sup> See sub-section on 'validity of assumptions' for a discussion of these assumptions.

<sup>152</sup> This section addresses evaluation questions CEQ 1.2 (What have been strengths and weaknesses of sector plan implementation during the period under review?), 1.3 (How has GPE contributed to the observed characteristics of sector planning and sector plan implementation?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

89. The 2012-2014 ESP for Côte d'Ivoire addressed three key objectives (Section 2.2) across all education levels. Interventions related to improving access to education constituted 78.3 percent (i.e. 98.4 billion FCFA) of planned PAMT expenditures, while interventions related to improving the quality of education and strengthening the education system represented 18.4 percent (23.1 billion FCFA) and 3.3 percent (4.2 billion FCFA), respectively.<sup>153</sup>

90. The absence of a results measurement framework, regular progress reports and clear responsibilities and mechanisms for monitoring make it challenging to evaluate the effective and efficient implementation of PAMT in terms of a coherent sector plan (see Section 3.3). As such, rather than assessing overall PAMT implementation, this section evaluates the implementation and key results of seven donor-funded projects that represented more than 92 percent of all education ODA in the period 2012-2017 as a proxy for PAMT implementation and achievement.<sup>155</sup> To the extent to which data is available, it also reports on key outputs of the Presidential Emergency Program (Box 3.12)<sup>156</sup> and government initiatives to improve access by construction through SIMCDI (which were not formerly included in PAMT but which represented important education sector investments at the time).<sup>157</sup>

#### **Box 3.12 Presidential Emergency Program (PPU)**

The PPU was an initiative started by President Alassane Ouattara in 2011 to invest in five key sectors affected by the crisis: potable water, health, electricity, urban waste, and education. It played a key part in restructuring the education sector during the period under review: 40 percent (i.e. 3,284) of new primary school classrooms and 7 percent (i.e. 11) of new secondary schools were financed by the initiative, which represented 6 percent (48.6 billion FCFA) of all domestic education financing in 2014.<sup>154</sup>

91. Details on key achievements and gaps for the implementation of the PAMT's three overarching objectives will be provided in Sections 4 and 5 of this report.

<sup>153</sup> PAMT 2012-2014

<sup>154</sup> National Education Account (2016), 24

<sup>155</sup> These 7 donor-funded projects and programmes are: DEFI (France), PUAEB (GPE), PROFORME (the European Union), and PAES (African Development Bank), as well as programmes supported by the World Food Programme, UNDP and UNICEF. These initiatives represent 103.6 billion FCFA out of the 112.1 billion FCFA disbursed in education ODA from 2012-2017 (i.e. 92.4 percent), excluding the World Bank's PASEF project, which disbursed funding up until 2013.

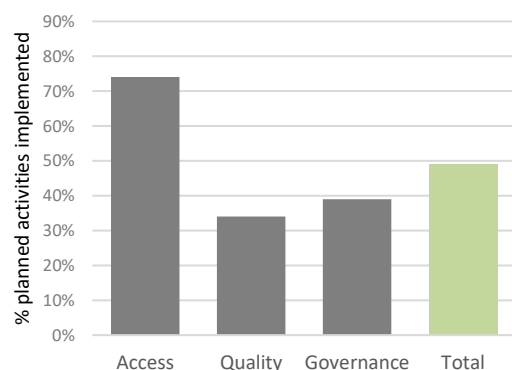
<sup>156</sup> *Programme Présidentiel d'Urgence*

<sup>157</sup> *Société pour la Modernisation et le Développement des Infrastructures en Côte d'Ivoire*

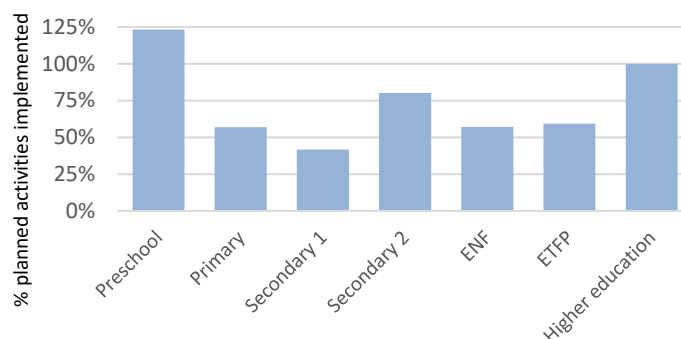
## Strengths and weaknesses of ESP 2012-2017 implementation

**Finding 10:** Despite delays in implementation, the PAMT made moderate progress towards the achievement of planned activities.

**Figure 3.6** *Implementation of planned PAMT activities, 2012-2016*



**Figure 3.7** *Implementation by level of education for activities related to Access (2012-2016)*



Source: Bakary and Simon (2016).

92. Implementation of the 2012-2014 PAMT was uncoordinated, partial and substantially delayed, but made mixed progress towards the achievement of planned activities. By the end of 2016 (last year with available data), 49 percent of 178 planned interventions across three overarching objectives had been completed or were under implementation (Figure 3.6), with least progress made for interventions related to quality (34 percent execution rate) and governance (37 percent).<sup>158</sup> On the other hand, 74 percent of planned activities for improving access to education were implemented, fluctuating between 123 percent at the pre-primary level, 57 percent for primary, and 42 percent for Lower Secondary (Figure 3.7).

93. The following factors contributed to substantial delays in PAMT implementation and mixed progress towards the achievement of results.

- Weaknesses in sector planning and sector dialogue affected implementation as limited consultations with stakeholders during the elaboration process led to poor national ownership of PAMT. This was highlighted by most consulted stakeholders as a factor restricting both political coordination (between the three ministries involved) and the mobilization of domestic resources allocated to PAMT interventions.

<sup>158</sup> Information on progress in implementing the specific interventions described in the 2012-2014 PAMT is scarce and incomplete due to the absence of a comprehensive results framework and monitoring mechanism for PAMT implementation. The 2017 JSR (which conducted an end-of-term evaluation of the PAMT) did not provide a comprehensive summary of implementation of specific initiatives/activities.



- Severe human resource constraints and lack of capacity of the Task Force (in number of staff and management capacity), coupled with a lack of political coordination, substantially limited the effective and efficient implementation (Box 3.13).<sup>159</sup>
- There is limited evidence to suggest that the results of the 2017 joint sector review were translated into actionable follow-up plans for improved PAMT performance.

**Box 3.13** *The [lack of resources and decision-making capacities] characterizing the PAMT Task Force from 2012-2015 led to insufficient coordination of implementation... this is the principal reason for the dysfunctional management of the implementation and the delays.* (Bakary and Simon (2016), 24)

94. Although the absence of a harmonized results framework at the output level makes it challenging to evaluate overall results of different PAMT projects, available evidence suggests that PAMT contributed to substantial increases in primary and lower secondary infrastructure. From 2012-2015, a total of 8201 primary school classrooms and 158 lower secondary schools (colleges) were constructed as a result of PAMT interventions (see Table 3.8),<sup>160</sup> representing a 14 percent increase in

**Table 3.8** *New infrastructure PAMT (2012-2015)*

Funding	Primary school (classrooms)	% of total	Lower secondary (collège)	% of total
Côte d'Ivoire (PPU, MENET)	6 285	76.6%	109	69.0%
Bilateral and multilateral development partners	1 916	23.4%	49	31.0%
<b>Total 2012-2015</b>	<b>8 201</b>		<b>158</b>	
<b>Planned</b>	<b>10 988</b>			

Source: 2017 JSR

primary classrooms and a substantial increase in lower secondary schools.<sup>161</sup> Bilateral and multilateral development partners,<sup>162</sup> through projects that represented less than 3 percent of overall sector financing, were responsible for 23.4 percent of additional primary school classrooms and 31 percent of lower secondary colleges, respectively. Other key output-level achievements of PAMT include: hiring of an additional 29,000 teachers; financing in-service training of 27,000 teachers and 15,000 school directors. Additionally, capacities for initial teacher trainings were substantially increased with the construction of five and the rehabilitation of seven CAFOPs, which created 5,886 additional places for teacher students.<sup>163</sup>

95. As noted in Section 3.4, there are no available data on the extent to which PAMT was financed as planned. The end-of-term evaluation conducted for the 2017 JSR was only able to account for 19 percent of planned PAMT expenditures (i.e. 26.7 billion out of 125.7 billion FCFA) that had been disbursed, most

<sup>159</sup> The Task Force was created by government decree and its structure was never fully operationalized by the government. It also did not have any dedicated M&E personnel until AFD funded an M&E officer position and related equipment in 2017.

<sup>160</sup> Bakary and Simon (2016), 29-34

<sup>161</sup> Available data does not differentiate between lower secondary and secondary schools. In 2013, there were 320 secondary school establishments in Côte d'Ivoire, while in 2012, there were 58 522 public primary school classrooms (in addition to 10 035 in private primary school classrooms). Gouvernement de la Côte d'Ivoire et. al. (2016), 36-38.

<sup>162</sup> Including the PUAEB (GPE), DEFI (AFD), PASEF (World Bank), Projet de Développement de l'Éducation de Base (PDEB – the Islamic Development Bank), and smaller projects supported by Germany and the US.

<sup>163</sup> Bakary and Simon (2016); Ministère de l'Éducation Nationale, de l'Enseignement Technique et de Formation Professionnelle. October 2017. "Rapport d'achèvement de la mise en oeuvre et des résultats sur un don d'un montant de 41.4 millions \$US à la République de Côte d'Ivoire pour le Projet d'Urgence d'Appui à l'Éducation de base."

of which from the PUAEB and DEFI projects.<sup>164</sup> The financial data provided by the financial department (DAF) of MENETFP was insufficient to make a summary of budgetary allocations and disbursements from the government for PAMT interventions. In total, project-specific ODA had by the end of 2016 disbursed amounts totaling 112 percent of planned international PAMT financing (Figure 3.3).

### How has GPE contributed to ESP 2012-2017 implementation?

**Finding 11:** GPE's financial and technical support contributed substantially to increasing access to basic education, and modestly to improving teaching quality and institutional capacities.

#### Contributions through GPE-funded grants

96. During the period under review, GPE financially supported Côte d'Ivoire with an ESPIG of US\$41.4 million, which financed the interventions of the World Bank-managed Emergency Basic Education Support Project (PUAEB). The ESPIG represented 17 percent of education ODA from 2012-2016, although it constituted only 0.5 percent of all sector related disbursements during the same period (see Table 3.4)<sup>165</sup>

**Box 3.14** *PAMT and the PUAEB came in the right moment after the [2010-2011] crisis... There was an urgent need for repairing schools and improving teaching quality and the governance of schools.* (Government representative)

97. The PUAEB project completed most planned activities<sup>166</sup> and made significant contributions in key areas of the PAMT. All revised<sup>167</sup> results targets across the three project components were met, except for the target related to student/teacher ratio in public schools (in the quality component). See Table 3.9 for selected highlights of PUAEB implementation and Appendix IX for a complete overview of targets and achieved results for PUAEB.<sup>168</sup>

<sup>164</sup> Bakary and Simon (2016), 49.

<sup>165</sup> GPE's results framework tracks the share of ESP textbooks provided (RF indicator 21), teachers trained (RF indicator 22), and classrooms built (RF indicator 23) that were funded by the ESPIG. These were 0 percent of (planned/actual) textbooks (2016 data, no data for 2017), 104 percent of (planned/actual) teachers trained, 100 percent of classrooms planned and built. See Appendix X. However, these numbers do not reflect PUAEB contributions in relation to producing and distributing teaching and learning materials (see Appendix IX).

<sup>166</sup> The US\$41.4 million in funding for PUAEB included a series of interventions across three objectives (or components) aligned with the PAMT. **Objective 1 (US\$18.1 million):** Restoring and increasing access to basic education services in priority zones (areas directly or indirectly affected by the civil war and the 2010-2011 conflict); **Objective 2 (US\$10.2 million):** Rehabilitating and improving the quality of teaching and learning by supporting pre- and in-service teachers training, re-launching the school feeding and nutritional programs, and acquiring micro-nutrients and de-worming tablets in collaboration with other UN agencies and delivering pedagogical inputs such as textbooks; **Objective 3 (US\$8.6 million):** Restoring and strengthening institutional capacity at central, regional and school levels to deliver quality basic education. Fast Track Initiative. September 2011. "Côte d'Ivoire: Country Presentation Document." Washington, D.C.

<sup>167</sup> Planned interventions and related targets for school feeding and supporting an Integrated Management System was removed following the project restructuring in September 2016 and March 2017.

<sup>168</sup> The latest grant agent Implementation Status and Results Report (ISR) mentions that "the [project] ratings for implementation progress and progress towards achievement of the project development objective (PDO) have both been upgraded from **moderately unsatisfactory** to **moderately satisfactory**, given the achievement of result

**Table 3.9** PUAEB contributions to PAMT implementation

PAMT STRATEGIC OBJECTIVES <sup>169</sup>	PUAEB OBJECTIVES	KEY PUAEB ACHIEVEMENTS
<p>(1) Relaunching the education sector</p> <ul style="list-style-type: none"> <li>• (3a) Expanding education coverage in the first cycle of secondary education, particularly in rural areas, with a view to ensuring the provision of 10 years of basic education</li> </ul>	Objective 1: Increased primary and lower secondary infrastructure	Seven lower secondary colleges and 1,002 primary school classrooms were constructed (and 270 classrooms renovated). This represents 12.2 percent of all new primary classrooms and 4.4 percent of new colleges built from 2012-2015. New infrastructure provided access to education to 50,880 primary school students and 2,400 lower secondary school students.
<p>(1) Relaunching the education sector</p> <p>(2) Ensuring substantial progress towards universal, primary education of quality</p>	Objective 2: Teaching quality	Strengthened initial teacher training by constructing two and renovating seven teaching colleges (CAFOP), <sup>170</sup> representing 24 percent of the overall increase in capacities. <sup>171</sup> 17,000 primary school teachers received in-service training and 24,000 new primary school teachers were hired due to the increase in infrastructure. Provided funding and technical support to MENETFP to conduct three learning assessments, <sup>172</sup> distributed 1,000,270 textbooks across 3,816 primary schools, and 50,000 library books in the new primary schools constructed. Strengthened pedagogic capabilities at the secondary level.
<p>(1) Relaunching the education sector</p> <p>(2) Ensuring substantial progress towards universal, primary education of quality</p>	Objective 3: Capacity strengthening	Strengthened local and regional management capabilities by providing training to 8,670 school principals and regional officials and 5,232 members of COGES. <sup>173</sup> Strengthened national capacities in education planning, collection and management of data, and production of statistics across MENETFP and MESRS, <sup>174</sup> and financed the development of annual education statistics for 2016-2017. Developed and launched a pilot platform for decision-making for the Inspector-General of MENETFP; developed and implemented nation-wide system for computer-aided

indicators and the significant improvement in project management as well as implementation of activities since the extension of the project.” The World Bank (2017), 1.

<sup>169</sup> The strategic objectives cut across the areas of access, quality and governance (which is how PAMT organizes its interventions).

<sup>170</sup> *Centres d'animation et de formation pédagogique*

<sup>171</sup> 1,467 out of 5,886 new teacher students. Ministère de l'Éducation Nationale, de l'Enseignement Technique et de Formation Professionnelle (October 2017), 24

<sup>172</sup> On effective teaching time; on reading skills for CP1; and on reading and mathematics skills for CE1.

<sup>173</sup> I.e., in skills related to procurement, financial management, M&E, maintenance of school infrastructure, etc.

<sup>174</sup> Available evidence does not provide the exact number of individuals trained from each department. Trainings were provided to the Office of the Inspector General (IGEN), Department of Finance (DAF), Department of Planning and Continued Training (DPFC), Department for Program Monitoring (DVSP), Department of Planning, Evaluation and Statistics (DPES) and others of MENETFP, and to individuals from MESRS. Ibid., 27-29

PAMT STRATEGIC OBJECTIVES <sup>169</sup>	PUAEB OBJECTIVES	KEY PUAEB ACHIEVEMENTS
		evaluations of exams (DAO) <sup>175</sup> and digitalized the exam archive for the Department of Exams and Competitions (DECO). Provided various IT materials to MENETFP departments. <sup>176</sup>
Cross-cutting: Introduction of innovations		<ul style="list-style-type: none"> <li>PUAEB tested several innovations, such as the community approach for constructing schools, and the small lower secondary school model (see Section 4).</li> </ul>

98. Initially planned to last from 2012-2014, PUAEB was delayed until August 2017 as a result of the following factors:<sup>177</sup>

- Several government and development partner stakeholders reported that the scope and timeframe of PAUEB were unrealistic. Implementation of construction activities necessitated intensive preparations in terms of identifying building sites (in remote areas), securing land permits, updating school construction plans, hiring and training engineers, and preparing communities to participate in school construction (where relevant), which caused delays to the initial three-year timeframe. Furthermore, as PUAEB interventions aimed to address a range of very diverse issues (in addition to the significant targets for improved access),<sup>179</sup> it raises concerns over the long-term sustainability of these interventions.

#### Box 3.15. Cancellation of school feeding activities in PUAEB

The grant agent decided to unilaterally halt plans for revitalizing school feeding<sup>178</sup> as planned as a demand-side incentive for enrollment in PAMT and redirect project towards other project priorities. The government authorities and the Secretariat were not consulted or informed until after the decision was made and operationalized.

<sup>175</sup> *Délibération assistée par ordinateur*

<sup>176</sup> The following equipment was provided to four MENETFP departments: 106 stationary computers, 271 portable computers, 79 printers, 21 copy machines, 23 projectors, 14 servers, and other miscellaneous equipment.

<sup>177</sup> Only 9.2 percent of planned funding had been disbursed by the end of 2013, and project implementation only fully began in 2014. In September 2017, 99.9 percent of the US\$41.4 million in funding had been disbursed. Ibid., 41

<sup>178</sup> The school feeding program operated by the World Food Program (WFP) was canceled during the post-election crisis. In the grant agreement for the 2012-2017 ESPIG, the government of Côte d'Ivoire committed to re-launching this program (managed by WFP with support from PUAEB funds) and to make it free of charge to households across the country. However, in 2015 the government announced a planned fee of FCFA 25 (US\$ 0.05) per student per day. The World Bank, as the grant agent, entered negotiations with the government to develop an alternative sustainable policy that complied with the ESPIG conditions, but the draft policy was not found satisfactory by the World Bank. As a result, PUAEB school feeding interventions were finally canceled in 2016 and the planned funding deallocated to be used for financing latrines. Sources: ESPIG Implementation Status & Results Report (World Bank) from 2015 and 2016; Drake, Lesley, Alice Woolnough, Carmen Burbano and Donald Bundy, eds. 2016. *Global School Feeding Sourcebook: Lessons from 14 Countries*. New Jersey: Imperial College Press. 166; Fast Track Initiative (September 2011); and Ministère de l'Éducation Nationale, de l'Enseignement Technique et de Formation Professionnelle (October 2017).

<sup>179</sup> PUAEB planned to construct 7 lower secondary colleges, 1,000 primary school classrooms; 2 teaching colleges; as well as renovating 270 primary classrooms and 7 teaching colleges. Ibid.

- Both the project implementation unit (PUAEB Task Force) and the grant agent (World Bank) faced significant human resource constraints during the period under review.<sup>180</sup>
- The management of procurements was challenging.<sup>181</sup> 20 percent (i.e. 201 out of 1002) of PUAEB primary classrooms were constructed using traditional procurement methods (i.e., tendering) and 80 percent using the community approach (see Section 4). Both procurement methods were long and intensive for different reasons although the community approach-built capacity and ownership but required time to prepare and train community.
- Many of the 717 procurements executed during project implementation required the World Bank to issue a Letter of Non-Objection (LNO), and stakeholders involved in implementation reported that the Bank's processes for providing these letters were slow and the rationale for World Bank decision making through LNOs was not always transparent to government stakeholders.
- Finally, national government stakeholders raised the role of the grant agent in GPE funding modalities as a measure that undermined local ownership and government accountability for education sector results in Côte d'Ivoire. Senior government officials in MENETFP reported that they were frustrated with the GPE funding model for PAMT implementation because there was no mechanism to hold the grant agent to account for the management of Côte d'Ivoire's ESPIG.<sup>182</sup> The grant agent made unilateral decisions on where and how project funds could be used, in the absence of consultation and joint decision-making with government.<sup>183</sup> Monitoring reports on PUAEB were prepared for GPE in English only, and were not shared with the government. The role of the grant agent, as defined by GPE,<sup>184</sup> was perceived as limiting local ownership for sector plan results achievement and undermining the principle of mutual accountability. Consulted officials expressed a strong desire to have this situation reviewed in anticipation of the launch of the country's new ESPIG project (PAPSE) in 2018.

99. GPE's other grants in Côte d'Ivoire (ESPDG, PDG) contributed to PAMT implementation via their contribution to sector planning (see Section 3.2) and ESPIG development. The CSEF grant supported RIP-EPT in assessing ESP implementation and conducting advocacy and awareness-raising but there are no data to indicate if and how related activities have informed PAMT implementation.

### **Contributions through GPE non-financial support**

100. For the 2013-2017 ESPIG, available evidence derived from stakeholder consultations indicates that the World Bank did not fulfill the grant agent role effectively. As noted above, the World Bank's procurement and approval processes generated delays in PUAEB implementation,<sup>185</sup> although most

<sup>180</sup> From 2012 to July 2015, the PUAEB coordinator was also simultaneously coordinating the PAMT Task Force. During the period under review, the World Bank's office in Côte d'Ivoire only had one or two staff dedicated to education projects.

<sup>181</sup> Ibid., 31

<sup>182</sup> While this issue was raised by government representatives, the Task Force directors and staff within the PUAEB implementation unit, it was also underscored in an interview with the current Secretariat country lead. It is also mentioned in the country lead country mission report from September 2015 (p.3).

<sup>183</sup> The Steering Committee did not operate as a decision-making body and yet it was the only oversight mechanism the government had for this grant. There is no dispute resolution mechanism and no way for the government to express its own objections to decisions made by the grant agent.

<sup>184</sup> Particularly where partner agencies use their own internal procedures to guide the management of the ESPIG; in Côte d'Ivoire, the World Bank's LNO procedure was seen to undermine local ownership and oversight.

<sup>185</sup> Stakeholders attributed these issues to grant agent regulations, and not to GPE itself.

procurements were ultimately approved by the Bank.<sup>186</sup> The fact that World Bank personnel were solely responsible for the approval of procurements and other major implementation decisions, without any input from government stakeholders, were perceived by many government stakeholders to limit effective country ownership of the ESPIG. This issue was aggravated due to poor personal relationships between World Bank personnel and PUAEB/PAMT staff from 2012-2015.

101. Since 2015, the coordinating agency, AFD, played a key role related to PAMT implementation through its already noted contributions to ongoing sector dialogue and the conduct of the JSRs. Between 2013-2015, the Secretariat did not have a strong presence in or interaction with Côte d'Ivoire, which also coincides with a period where PUAEB implementation was delayed. Most government and development partner stakeholders noted the Secretariat's contribution to PAMT implementation after June 2015. Stakeholders highlighted the importance of missions from the Côte d'Ivoire country lead in terms of (i) providing technical assistance and quality review of ESPIG application and other documents related to PAMT, (ii) bringing national stakeholders together and troubleshooting issues related to (lack of) progress, and (iii) reminding the LEG of commitments, responsibilities and deadlines related to GPE's processes.<sup>187</sup>

102. Government and development partner stakeholders also highlighted some perceived shortcomings related to the variable (performance-based) tranche in the new ESPIG (2018-2021). Importantly, ESPIG performance indicators are linked to the ESP results framework, but attaining these results is often dependent on factors beyond the control of the project or it is not possible to achieve the results within the timeframe of the project.

103. The roles played by the coordinating agency and the Secretariat are aligned with the GPE operational model, which assigns responsibility for overseeing ESPIG grant implementation to the country-based grant agent.

104. As regards GPE processes, most consulted LEG members perceived the grant application and program development processes for ESPIG funds to be rigorous but reasonable overall (see Table 3.10).<sup>188</sup>

**Table 3.10 Stakeholder perceptions of the ESPIG application and implementation<sup>189</sup>**

ISSUE	POSITIVE	ROOM FOR IMPROVEMENT
<ul style="list-style-type: none"> <li>ESPIG application and program development processes</li> </ul>	<ul style="list-style-type: none"> <li>Collaborative nature of the ESPIG application process</li> <li>Crucial leadership provided by the coordinating agency (AFD)</li> <li>Strong satisfaction from country stakeholders regarding the technical support provided by the Secretariat during ESPIG 2018-2021 grant-application and plan implementation processes</li> </ul>	<ul style="list-style-type: none"> <li>Complex and time-consuming grant application process for a decreasing funding envelope</li> <li>Performance-based (variable) ESPIG tranche are depending on results indicators that are often beyond the scope or timeframe of the project</li> </ul>

<sup>186</sup> Ministère de l'Education Nationale, de l'Enseignement Technique et de Formation Professionnelle (October 2017), 31.

<sup>187</sup> As reflected in mission reports, the country lead frequently brought up issues related to (lack of) progress for PAMT implementation in meetings with MENETFP and Task Force representatives.

<sup>188</sup> Stakeholders did not indicate if there has been a change in the perception of the ESPIG process for the PUAEB and the 2018-20201 ESPIG.

<sup>189</sup> While some stakeholders were able to comment on the process of developing the application for the 2013-2017 ESPIG, most of them focused on the more recent process for the upcoming ESPIG.



ISSUE	POSITIVE	ROOM FOR IMPROVEMENT
<ul style="list-style-type: none"> <li>• Collaboration between the coordinating agency, grant agent and Secretariat during grant application and program development</li> </ul>	<ul style="list-style-type: none"> <li>• General satisfaction from both coordinating agency and grant agent regarding their interaction with the Secretariat after 2015</li> </ul>	<ul style="list-style-type: none"> <li>• Burdensome nature of the World Bank's grant management procedures, in particular the use of Letters of Non-Objection</li> <li>• Secretariat funding modalities and ESPIG guidelines rely on grant agent's internal procedures and lack a mechanism for oversight, dispute resolution when there is disagreement between the government and the grant agent.</li> </ul>

### Validity of assumptions

105. Available evidence suggests that the combination of GPE financial and non-financial support partially contributed to the effective and efficient implementation of the sector plan. Development partners have the motivation to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum, and the evaluation also found that government actors have the motivation (political will, incentives) to implement the sector plan. Furthermore, the sector plan included provisions for strengthening EMIS and LAS. Together, these constitute three of the six underlying assumptions related to sector plan implementation outlined in the GPE country-level theory of change (see Appendix VII).

106. The evaluation found that the three remaining underlying assumptions only partially held true in Côte d'Ivoire. Lack of capacities affected the full and timely implementation of the PAMT, and insufficient capacities in M&E and data management limited the ability to effectively monitor the implementation of activities and progress towards the achievement of results. While domestic sector financing improved considerably during the time under review, the evaluation found no available data on the extent to which PAMT was financed as planned by the government of Côte d'Ivoire.

### Additional factors and unintended effects

107. An additional factor beyond GPE support that **positively** affected ESP implementation was the funding and technical assistance provided by AFD with the DEFI project outside of its roles as GPE coordinating agency. The main factor **negatively** affecting ESP implementation was the poor political coordination between the relevant government education ministries, in part due to a lack of national ownership of the PAMT.

108. The evaluation did not find evidence of any unintended, positive or negative, effects of GPE financial and non-financial support to sector plan implementation.



## 4 Progress towards a stronger education system<sup>190</sup>

109. This section summarizes evaluation findings in relation to Key Question II from the evaluation matrix: *“Has the achievement of country-level objectives<sup>191</sup> contributed to making the overall education system in Côte d’Ivoire more effective and efficient?”*

110. Progress in this regard is measured by drawing on evidence of achievements made in each of the three key objectives outlined in the PAMT.<sup>193</sup> The analysis focuses on changes that go beyond specific activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g., MENETFP, CAFOP or COGES), as well as changes in relevant rules, norms and frameworks (key reforms, policies, standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.

### Box 4.1: Assessment of Contribution Claim E.

**Claim:** *“The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system.”*

**Assessment:** The evaluation found that available evidence **partially supports** the contribution claim related to strengthening the education system.

**Assessment is based on:** (a) There has been some progress towards the achievement of PAMT objectives, particularly with regard to education access. Progress with regard to the achievement of objectives relating to education quality (learning) and education system governance (efficiency) has proved partial and more fragmented. In the context of a transition plan for a country emerging from civil war, the PAMT served to launch key education reforms and lay the foundation for the development and implementation of the 2016-2025 ESP; (b) The likelihood of the four assumptions underlying the contribution claim holding true in the Côte d’Ivoire context was rated ‘strong for one, ‘moderate’ for two and ‘weak’ for one.<sup>192</sup>

This overall assessment is discussed in the following paragraphs.

<sup>190</sup> This section addresses evaluation questions CEQ 4 (During the period under review, how has the education system changed in relation to (a) quality of teaching/instruction, (b) evidence-based, transparent decision making, and (c) country-specific areas of system strengthening?).

<sup>191</sup> In particular, the implementation of the ESP.

<sup>192</sup> See sub-section on ‘validity of assumptions’ for a discussion of these assumptions.

<sup>193</sup> (i) Developing access; (ii) Improving quality; (iii) Developing non-formal education; and (iv) Education system strengthening.

## During the period under review, how has the education system changed?

**Finding 12:** Côte d'Ivoire successfully restructured the education system after the 2010-2011 crisis (and civil war) and introduced important innovations and reforms with potential to lead to system-level changes, although their implementation to date has been fragmented and partial.

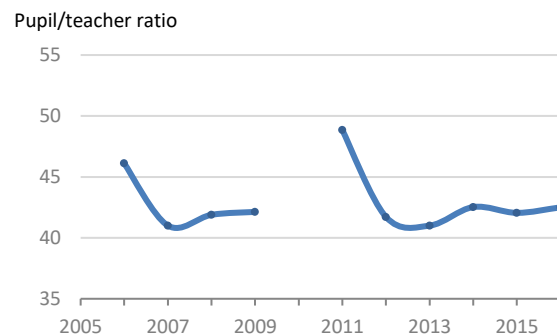
111. Between 2012 and 2017, significant progress was made in strengthening the education system in Côte d'Ivoire, effectively relaunching a sector that had been seriously affected by a decade of near-continuous crises and conflict.<sup>194</sup> Following is a summary of key achievements and remaining challenges and gaps in the three key objectives<sup>195</sup> of the PAMT from 2012-2017.

### Access to education<sup>196</sup>

112. A key objective of the 2012-2014 PAMT was to provide primary school access for 90 percent of all children in Côte d'Ivoire by 2020 through several supply-side interventions, such as (i) accelerating the rate of construction and rehabilitation of classrooms and (ii) nearly doubling the number of primary school teachers (from 50,000 to 94,000) while keeping average class sizes at 40 students per class.<sup>197</sup>

- From 2012-2015,<sup>198</sup> the number of pre-primary classrooms increased by 3.5 percent, primary classrooms by 7.7 percent, and the number of college classrooms by 1.3 percent.<sup>199</sup> In total, 8,201 primary classrooms (74.6 percent of planned targets of 10,998) were constructed or rehabilitated, resulting in 696,000 more children attending primary school in 2015 compared to 2012 (an increase of 23 percent).<sup>200</sup>
- From 2011-2016, the number of teachers in primary schools increased by 50.7 percent from 56,455 to 85,109.<sup>201</sup> The hiring of new teachers outpaced the growth in the student body - the pupil/teacher ratio improved from

**Figure 4.1** Strong improvement in pupil/teacher ratio after the 2011-2012 crisis



Source: UNESCO UIS

<sup>194</sup> Bakary and Simon (2016), 51.

<sup>195</sup> Increasing access to education; improving education and teaching quality; and strengthening education system governance.

<sup>196</sup> This sub-section also details interventions related to the overarching strategy of reducing disparities in access to education.

<sup>197</sup> Reaching this target requires increasing the number of children attending primary school from 2.6 million in 2010 to 3.7 million in 2020. While enrollment rates have improved substantially over the last decade, they remain below the regional average (see Section 5 for further details). Ministère de l'Éducation Nationale (September 2011).

<sup>198</sup> Last year data available.

<sup>199</sup> Bakary and Simon (2016).

<sup>200</sup> See Section 3.5.

<sup>201</sup> UNESCO UIS data, indicator "Teachers in primary education, both sexes (numbers)." The most recent RESEN only had data up until 2013.

48.8/1 in 2011 to 41.7/1 in 2012 - but this ratio is still higher than it was in 2007, indicating that progress under PAMT represented a return to stability after the 2010-11 election crisis rather than an overall improvement (see Figure 4.1). At the same time, there was a strong increase in the number of trained (i.e., qualified) teachers, with the pupil/trained teacher ratio improving from 50/1 in 2013 to 42.05/1 in 2017.<sup>202</sup>

113. A key innovation introduced during the period under review to increase access by reducing the distance to schools was the use of smaller, closer lower-secondary schools (*collèges de proximités*). Initiated by the Ivorian government in 2013,<sup>203</sup> this is a model of secondary schools located in towns and larger villages that permits more students to remain with their parents while attending school.<sup>204</sup> In addition to reducing the financial burden of households (by not having to pay for additional accommodation), the model is perceived by government stakeholders as encouraging parents to send girls to secondary school through (indirectly) reducing the risk of teen pregnancies by avoiding independent housing for students. By 2015, PAMT interventions<sup>205</sup> had constructed 162 small lower-secondary schools (Table 3.10 in Section 3.5).<sup>206</sup> Many governments, CSO and development partner stakeholders highlighted this reform as an important innovation in the education system during the period under review.

114. During the period under review, several measures that provide demand-side incentives preventing children from dropping out and re-introducing out-of-school children were supported.

- Bridging classes (*classes passerelles*), that teach an accelerated curriculum to help children that have dropped out of primary school reintegrate into formal schooling, have (to date) been introduced to a limited extent in three regions.<sup>207</sup>
- Some progress has been made in integrating students in unrecognized Islamic schools into the formal education system. The 2017 JSR notes that “*several thousands of [these] students were exposed to official education programs in 2015,*”<sup>208</sup> although available information does not indicate whether the PAMT objective of reaching students across 116 unrecognized Islamic schools has been met. Furthermore, no overarching national policy has been articulated and these initiatives are not yet not guided by any legal framework.<sup>209</sup> Consulted private school stakeholders indicated that the

<sup>202</sup> GPE RF indicator 12. UNESCO defines a trained teacher as one who has received at least the minimum organized pedagogical teacher training pre-service and in-service required for teaching at the relevant level in a given country.

<sup>203</sup> By the Conseil des Ministres on November 26, 2013.

<sup>204</sup> Ministère de l'éducation nationale et de l'enseignement technique (2015). “La réforme des collèges: Les collèges de proximité.”

<sup>205</sup> As noted in Section 3.3, there are limited comprehensive data on the extent to which PAMT (as an investment plan) was implemented. When referring to *PAMT interventions*, this evaluation refers to activities and outputs of the main donor-funded projects (see Table 3.7 in Section 3.5) as well as key outputs of the Presidential Emergency Program and government initiatives to improve access by construction through SIMCDI (which were not formerly included in PAMT but which represented important education sector investments at the time).

<sup>206</sup> While PAMT did not specify the targets for new small lower-secondary schools, it planned for the construction of 1,500 classrooms in these schools, providing access to 92,700 students. Ministère de l'Éducation Nationale (September 2011), 42.

<sup>207</sup> Bridging classes were first used in Côte d'Ivoire by two NGOs in 2006. By 2015, PUAEB had financed the opening of 46 classes (run by NGOs) that provided education to 1,512 students. By comparison, the NGOs Norwegian Refugee Council (NRC) and Education Pour Tous (EPT) provided bridging classes to 5,796 students from 2008-2009. Ibid., 118.

<sup>208</sup> Bakary and Simon (2016), 13.

<sup>209</sup> Ibid.

government started evaluating private Islamic schools in 2012 to determine if they conform to a certain standard (which enables them to receive government funding); however, this process stopped in 2014. To date, there are over 4,000 such schools still waiting for an evaluation.

- PAMT included five key interventions related to school feeding, which aimed at addressing both socio-economic and gender-related disparity in access.<sup>210</sup> To date, only interventions supporting existing school cantines (see also Section 3.5) have been implemented, with the number of children receiving meals at schools increasing from 742,697 to 1 million from 2012-2015.<sup>211</sup>
- Around 8.2 million primary school children received school kits and 6.1 million textbooks were distributed to primary schools from 2012-2016.
- The government of Côte d'Ivoire provides subsidies in the form of budget support to approximately 3,000 COGES (out of 8,000) at the primary school level, representing 391 FCFA per student on average per year.<sup>212</sup> A planned evaluation of the efficiency of this program was not carried out during the period under review.

115. PAMT only planned for a few interventions directly aimed at reducing gender disparities in education,<sup>213</sup> and data are limited on the extent to which these interventions were implemented as planned.<sup>214</sup> The PAMT also lacked an overarching strategy for addressing gender disparities. Implemented activities include developing a communication strategy on the importance of girl education and constructing functional latrines for primary schools. However, from 2012-2016, there was a substantial deterioration in gender equity for primary out-of-school rates and a small deterioration for lower secondary out-of-school rates in Côte d'Ivoire (see Section 5).

#### **Improving education and teaching quality<sup>215</sup>**

116. Teaching quality is poor in Côte d'Ivoire, partly as a result of deteriorating initial teacher training capacities during the last decade and the number of teachers graduating from teacher training institutes for primary school (CAFOPs) have struggled to keep up with the demand.<sup>216</sup> To address this issue, PAMT involved interventions to improve the quality of teaching, including by (i) construct, rehabilitate and reform CAFOPs to restore and improve the capacity for effective initial teacher training; (ii) increase the quality and availability of in-service training to all teachers; (iii) explore the use of multi-skilled teachers in colleges and reform teacher recruitment and remuneration; and (iv) strengthen the curricula in secondary education to better prepare young people for employment in the informal sector.

- From 2012-2017, initial teacher training capacities improved substantially with the construction of five and the rehabilitation of seven CAFOPs, creating 5,886 additional places for teacher students. There has been significant progress in reforming the quality of the training provided. Key results to

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<sup>210</sup> (i) Increase the amount of provisions in areas with low enrollment rates (from 40 to 100 days of food provided per year per student); (ii) reintroduce the national program for school cantines; (iii) distribute dry food rations for young girls in rural areas with low enrollment rates; (iv) evaluate the impact of the subsidies provided to 300 school cantines; and (v) introduce a policy enabling external donors to fund school cantines directly.

<sup>211</sup> Ibid., 32

<sup>212</sup> National Education Account (2016), 46.

<sup>213</sup> For example, distributing dry food rations for young girls in rural areas with low enrollment rates.

<sup>214</sup> The 2017 JSR does not evaluate the extent to which gender-related interventions have been implemented.

<sup>215</sup> This sub-section also details interventions related to improving learning.

<sup>216</sup> Fast Track Initiative (September 2011), 5.

date include the development of a teacher competency compendium<sup>217</sup> that provides an overarching pedagogical framework for teachers, conducting an organizational review of CAFOPs<sup>218</sup> and developing a handbook for governing CAFOPs.<sup>219</sup> Teaching modules and learning material for teacher students at the pre-primary level were under development as of 2016. Many government and teacher union representatives noted that initial teacher training has improved substantially as a result of these interventions, although it is too early to assess the full extent to which they will translate into improved teaching practices in classrooms.

- Several positive steps have been taken to strengthen in-service training of teachers. Continued training is now a post on the national education budget and received 405 million FCFA from 2012-2014, (US\$750,000) although development partner stakeholders questioned the sustainability of nationally-funded initiatives. The PUAEB project financed in-service training of around 17,000 teachers,<sup>220</sup> and training of 15,000 school directors and additional 10,000 teachers, financed by the DEFI project, was to be completed by the end of 2017.<sup>221</sup>

117. There was limited progress in introducing multi-skilled teachers during the period under review. In 2015-2016, 65 such teachers were recruited from teaching colleges for secondary school, ENS (*Ecole Normale Supérieure*),<sup>222</sup> however, consulted teacher stakeholders noted that multi-skilled teachers are often trained in only one of the two subjects they teach, limiting the effectiveness in improving learning outcomes. PAMT also proposed increasing the use of assistant teachers (*instituteurs adjoints*) to balance expenditures for teacher remuneration with available public financing while increasing access,<sup>223</sup> available data indicate that this strategy has not yet been implemented.<sup>224</sup>

118. Strengthening teacher training encompassed a comprehensive revision of the curricula used in primary and secondary education in Côte d'Ivoire. All stakeholders consulted indicated that results to date are promising. A national framework for curricula development (COC)<sup>225</sup> was established in 2013 and new curricula, centered around five core subjects and based on a competency-based pedagogic approach,<sup>226</sup> was developed and integrated into the training provided in CAFOPs and ENSs. The availability of learning

<sup>217</sup> I.e., *référentiel de compétences de l'instituteur*, this was developed in cooperation with the Centre International d'Etude Pédagogique (CIEP) in France, and was validated nationally in 2016.

<sup>218</sup> Which included developing an organizational chart, creating job descriptions and required profiles, elaborating the organizational mission and functioning, and developing stronger links with national and regional governments. Ministère de l'Education Nationale, de l'Enseignement Technique et de Formation Professionnelle (October 2017), 24.

<sup>219</sup> International Task Force on Teachers for Education 2030 (June 2015), "La réforme de la formation initiale des instituteurs en Côte d'Ivoire." Accessed April 2018: <http://www.teachersforefa.unesco.org/v2/index.php/en/newss/item/460-partners-news-la-reforme-de-la-formation-initiale-des-instituteurs-en-c%C3%B4te-divoire>

<sup>220</sup> The World Bank. April 2017. "Côte d'Ivoire Emergency Basic Education Support Project - GPEF Grant (P119328)." Implementation Status & Results Report, 10.

<sup>221</sup> Through distant learning provided by IFADEM, *L'Initiative francophone pour la formation à distance des maîtres*.

<sup>222</sup> Ministère de l'Education Nationale, de l'Enseignement Technique et de Formation Professionnelle (October 2017), 23.

<sup>223</sup> The salary of an assistant teacher is 63 percent of that of a regular teacher. Ministère de l'Education Nationale. (September 2011), 9.

<sup>224</sup> Bakary and Simon (2016), 31

<sup>225</sup> *Cadre d'orientation curriculaire*

<sup>226</sup> *L'approche par compétences*, developed with participation of the University of Quebec in Montreal (UQAM).

materials increased significantly during the period under review,<sup>227</sup> and teaching manuals were revised and made smaller and easier to use.<sup>228</sup>

119. Despite the introduction in 2015/2016 of mandatory (but not free) basic education for all children aged 6-16 (see Section 2.2), education in Côte d'Ivoire is not yet universal.<sup>229</sup> The high repetition and dropout rate at primary and secondary level remains a key challenge that limits transition rates and thus overall access and learning. Several reforms to address this issue were initiated during the period under review, with mixed results.

- PAMT included an objective to reduce the repetition rate for primary and lower secondary school students, including by reducing the thresholds for passing exams, introducing three sub-cycles in primary education to ensure that children mastered the material before moving to the next cycle,<sup>230</sup> developing a comprehensive national strategy, and enhancing teacher competencies. While the pass threshold for entrance into lower secondary was reduced in 2012/2013,<sup>231</sup> there is limited information on the extent to which other interventions have been implemented as planned. The PAMT target of reducing repetition rates to 10 percent by 2014 was not met, although available data set the actual achievement at primary school at between 13 and 18 per cent during the period under review.<sup>232</sup> The 2016 RESEN highlighted the “insufficiencies” of the PAMT strategies in achieving substantial improvement.<sup>233</sup>
- In 2014, the end of lower secondary exam (BEPC) taken by students graduating lower secondary (see Section 2.2) was reformed by expanding the list of subjects students are measured in (from four to ten), and by harmonizing and standardizing the exam format nationwide.<sup>234</sup> Government stakeholders noted that this represent a substantial improvement, although it is too early to evaluate its effect at the system level.

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<sup>227</sup> Distributed textbooks (total PAMT figures not available; PUAEB distributed 1,000,270 books across 3,816 primary schools) increased the ratio of schoolbook to student to 1/3 for CP1 and CP2, 2/5 for CE1 and CE2, and 1/2 for CM1 and CM2. Additionally, school kits were provided for 95.7 percent of all primary school students. Bakary and Simon (2016), 17.

<sup>228</sup> PUAEB financed the distribution of 65,600 manuals across lower secondary and secondary schools. Ministère de l'Education Nationale, de l'Enseignement Technique et de Formation Professionnelle (October 2017), 25.

<sup>229</sup> Gouvernement de la Côte d'Ivoire et. Al. (2016), 6.

<sup>230</sup> I.e., from CP1 to CP2, from CE1 to CE2, and from CM1 to CM2.

<sup>231</sup> Communiqué from the Conseil des Ministres dated 19. October 2011

<sup>232</sup> The 2017 JSR and the 2016 RESEN present different data on repetition rate for 2014. According to the 2017 JSR, overall primary and secondary repetition rates had decreased by 8.3 percent to 13 percent since 2012 (not meeting the PAMT target of 10 percent by 2014), while the 2016 RESEN indicates that repetition rates, on average, were 19 percent at primary and 18 percent at lower secondary level. However, the RESEN highlights that government data likely categorize many students who repeated a level as new entrants into the system. While overall access has improved, retention rates (percentage of students who continue at that school the next year) deteriorated during the period under review. For instance, at the primary level, retention rates decreased from 80 percent to 75 percent between 2007-2014, indicating that in 2014, one out of four children dropped out of primary school compared with one out of five in 2007. Gouvernement de la Côte d'Ivoire et. al (2016), 61.

<sup>233</sup> Ibid., 6.

<sup>234</sup> Bakary and Simon (2016), 18.



120. The 2009 RESEN highlighted the poor performance of technical and vocational education and training (TVET) in Côte d'Ivoire as a result of several factors, including a rigid institutional framework, poor alignment between courses offered and employment needs, insufficient school capacities to meet needs and outdated infrastructure and equipment.<sup>235</sup> To address this issue, PAMT interventions aimed at reforming the sub-sector along six strategic axes, including by expanding access to TVET, increased public-private partnership and use of vocational integration, strengthened certification of skills, and improved system governance.<sup>236</sup> To date, five studies financed by development partners were conducted from 2011-2013, and a national TVET strategy was in the process of being developed in 2015.<sup>237</sup>

### **Strengthening education system governance<sup>238</sup>**

121. Strengthening education system governance was the third main objective of PAMT and included three broad strategies (some of which overlap with strategies/interventions under other objectives): (i) reinforcing strategic administrative functions; (ii) improving the management of students, teachers, exams and current expenditures; and (iii) developing systems for managing information (i.e., EMIS) and M&E. Financing for this objective was relatively minor in comparison to the other two objectives,<sup>239</sup> which is also reflected in the poor implementation rate of planned activities (see Section 3.5). Overall, the achievement of results for this objective was mixed during the period under review,<sup>240</sup> although substantial and tangible progress was made towards strengthening national capacities (at the central, regional and local level) and in improving the management of teachers and exams. Government and development partner representatives identified four key areas of achievement:

- Despite some improvements between 2007 and 2014, teacher deployment in Côte d'Ivoire is frequently disconnected from actual needs at the local and regional level.<sup>241</sup> To address this issue CODIPOST,<sup>242</sup> a computerized system that tracks the deployment of teachers and is linked to the regional education departments (DREN),<sup>243</sup> was put into place. By 2015, more than 115,000 teachers and other school staff had been registered in CODIPOST and 448 officials trained in using the system, with the goal of eventually decentralizing teacher recruitment to create a stronger link with local needs.

<sup>235</sup> Gouvernement de la Côte d'Ivoire et. al. (2009).

<sup>236</sup> Ministère d'Etat, Ministère de l'Emploi, des Affaires Sociales et de la Formation Professionnelle (May 2014), 35-36.

<sup>237</sup> Bakary and Simon (2016).

<sup>238</sup> Related objectives in the 2012-2014 PAMT primarily concern sector management and internal capacities for education service delivery, such as: supporting the creation of a project implementation unit for PAMT; developing a computerized system to track teacher deployment and link it to the DRENs; providing capacity-strengthening at the central (MENETFP), regional (DREN) and school (COGES) levels. This section discusses key achievements and remaining gaps.

<sup>239</sup> The 2017 JSR does not provide any specific figures, and the lack of an overarching M&E framework makes it challenging to analyze overall financing for this objective across PAMT implementation.

<sup>240</sup> Evaluating the extent to which results were achieved is complicated by the lack of a clear alignment between planned PAMT interventions and the three noted strategies.

<sup>241</sup> Based on an indicator ( $1-R^2$ ) measuring the relationship between the number of students and allocated teachers. Gouvernement de la Côte d'Ivoire et. al (2016), 129.

<sup>242</sup> *Projet de codification des postes de travail*

<sup>243</sup> *Direction régionale de l'éducation nationale et de l'enseignement technique*



- PUAEB financed the development and deployment of a pilot decision-making platform for the Office of the Inspector General (IGEN) of MENETFP, and the development and nation-wide implementation of a system for computer-aided evaluations of exams (DAO)<sup>244</sup> for the Department of Exams (DECO) of MENETFP.
- PAMT included substantial interventions for strengthening regional and local capacities for education service delivery. Of importance, 8,670 school principals and regional officials (DREN) and 5,232 members of local school committees (COGES) were trained in management modules (i.e., procurement, financial management, M&E, maintenance of school infrastructure, etc.), and the training of 15,000 school directors was planned to be completed by the end of 2017.<sup>245</sup> While several government stakeholders highlighted the usefulness of these trainings, there is a lack of data on the extent to which such interventions led to strengthened local or regional capacities.<sup>246</sup>
- MENETFP's capacity to collect and manage current sector data has improved, resulting in the development of annual education statistics starting in 2016-2017. Additionally, in 2016 and 2017 the country provided data on 8 out of 10 UNESCO UIS education indicators,<sup>247</sup> and the PUAEB provided funding and technical support to MENETFP to conduct two learning assessments at the primary level.<sup>248</sup>

122. PAMT also strengthened the IGEN<sup>249</sup> of MENETFP, which is tasked with the overall evaluation and control of the functioning of basic education (including teacher performance) in Côte d'Ivoire. The PUAEB project financed the development of a plan to decentralize IGEN and provided capacity-strengthening activities for school inspectors at seven regional IGEN offices,<sup>250</sup> although government stakeholders noted that inspectors frequently lack funding to conduct visits to schools across the country.

123. Several innovations to reduce construction costs and thereby increase overall system efficiency were successfully introduced during the period under review. As alternatives to the (lengthy and costly) traditional procurement process favored by the government, the DEFI project contracted NGOs to construct primary and lower secondary schools, and PUAEB used the community-based approach, which involves local communities, for 80 percent of its primary school construction. In

**Table 4.1** Average costs of construction per unit, million FCFA

Education level	Government (SIMDCI and PPU)	PUAEB (community)	CD2 (NGO)
Pre-school	13		9.6
Primary	13-17	7.5	9.6
Lower secondary	350		155

Source: 2017 JSR

addition to reduced delay and significantly lower construction costs per unit than the traditional method (see Table 4.1), most consulted government, donor and CSO stakeholders also praised this approach for building local capacities and strengthening local ownership of education.

<sup>244</sup> *Délibération assistée par ordinateur*

<sup>245</sup> Through distance learning provided by IFADEM, *L'Initiative francophone pour la formation à distance des maîtres*.

<sup>246</sup> For instance, the 2016 RESEN noted that lack of any monitoring and evaluation of the functioning of COGES. Ibid., 139.

<sup>247</sup> GPE RF indicator 14

<sup>248</sup> In reading skills for CP1; and in reading and mathematics skills for CE1.

<sup>249</sup> *Inspection Générale de l'Éducation Nationale*

<sup>250</sup> The PUAEB project also financed three vehicles for three regional IGEN offices. Ministère de l'Éducation Nationale, de l'Enseignement Technique et de Formation Professionnelle (October 2017), 10.

124. Despite the noted progress, key areas for improvement remain. All consulted stakeholders noted that the Task Force did not have sufficient capacities to effectively monitor and manage ESP implementation (see Sections 3.2 and 3.4), although there have been some positive steps to improve capacities since 2017 (for instance in strengthening M&E capacities). Furthermore, the sustainability of implemented innovations (for example the DAO and the decision-making tool for IGEN) and initiatives for initial and in-service teacher training was unclear at the time of the evaluation, as these had largely been established with donor funds and it was not clear to what extent these initiatives would receive domestic funding. Thirdly, Côte d'Ivoire has not yet developed and launched an integrated EMIS (Education Management Information System), which was planned for in the PAMT, although the 2017 JSR indicates that related interventions are being implemented.<sup>251</sup> The recent RESEN (2016) also notes that the current system for managing information “performs relatively well,” although the data is not yet sufficiently utilized for decision making.<sup>252</sup>

### Did ESP implementation contribute to system-level changes?

**Finding 13:** In line with its intended purpose and timing, implementation of the PAMT supported Côte d'Ivoire in its transition towards more stable, coordinated and strategic management of the education sector.

125. The PAMT was approved as Côte d'Ivoire was emerging from a lengthy period of conflict and civil war. At the time (2010), few development partners were active in the education sector, much education infrastructure had deteriorated or been destroyed, reforms had long been neglected and key education indicators had diminished significantly. The country was trailing behind many of its poorer neighbors in education performance indicators, despite the sector consistently receiving over 20 percent of total public expenditures in the last decade. There was broad consensus among education partners on the crucial need for key reforms to education access, quality and efficiency.<sup>253</sup>

126. The new government needed immediate support to assume its responsibilities while the education system needed investments to enable its immediate functioning in a stable way. The three-year PAMT was designed as a transitional plan to relaunch the education system by reviving infrastructure and recruiting teachers, to pilot specific innovations related to much-needed and longer-term sector reforms, and most importantly, to lay the foundations for the development of a comprehensive and longer-term sector vision and corresponding sector plan.<sup>254</sup> The PAMT accorded 78.3 per cent of its budget to its education access objective, 18.4 per cent to its education quality objective and 3.3 percent to its governance and efficiency objective.

**Box 4.3** *The PAMT allowed Côte d'Ivoire and the PTFs to get the education system back on track after a decade of crisis.* (Bakary and Simon (2016), 51)

127. The education sector plan was most successful in implementing efforts geared towards removing barriers to education access (its first objective): hundreds of schools and classrooms were renovated and

<sup>251</sup> Bakary and Simon (2016), 45. GPE's RF 20 also indicates that by 2017, the ESPIG supported an EMIS.

<sup>252</sup> Gouvernement de la Côte d'Ivoire et. al. (2016), 145.

<sup>253</sup> 2009 RESEN; GPE Secretariat Country Lead Mission Report May 2013; interviews with Task Force staff, MENETFP staff, as well as representatives from UNICEF, WFP, UNESCO in Côte d'Ivoire.

<sup>254</sup> Global Partnership for Education. May 2013. "Mission du Partenariat Mondial pour l'Éducation en Côte d'Ivoire." Mission Report; Ministère de l'Éducation Nationale (September 2011).

constructed, and tens of thousands of new teachers were trained and mobilized.<sup>255</sup> Given that this objective was the focus of most PAMT financial resources, it is unsurprising that this is where the most effects would be felt. Nevertheless, despite overall growth in infrastructure, the **rate** of school construction does not appear to have increased as a result of PAMT; more primary schools/classrooms were added during the period 2010-2012 than were added during 2012-2014.<sup>256</sup> School construction were intended to be based on the identification of priority areas based on existing needs,<sup>257</sup> although there is a lack of data to evaluate on what basis these priority areas were identified, and the extent to which construction activities responded to actual needs.

128. Progress in implementing interventions providing demand-side incentives to increase access has been mixed, and available evidence suggests that the selected strategies do not adequately address the key reason for non-attendance (high school fees).<sup>258</sup>

129. PAMT's contribution to strengthening the education system in relation to improving education quality was more nuanced. Crucial reforms were launched in curricula review, pre- and in-service teacher training content development, the training of trainers, the renovation of CAFOPs and the strengthening of school inspectorate functions. The effectiveness and sustainability of many of these initiatives were limited, however, by the absence of a national strategy and requisite budget lines for ongoing in-service teacher training and pedagogical support for teachers.<sup>259</sup> These investments were also relatively modest (14 percent of the education sector investment budget).

130. With regard to the governance and efficiency objective, key efficiency measures were modest and only partially implemented given the small budget allocation and limited timeframe. The recruitment of less costly assistant teachers was not implemented while a successful pilot to promote community construction of schools was implemented and will be scaled up under PDEF. At the same time, efforts to improve EMIS were introduced but not always completed.<sup>260</sup> Its continued development will be supported with funding from MCC under PDEF. Other PAMT initiatives, such as the system for exam evaluations (DAO), are operational.

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<sup>255</sup> Bakary and Simon (2016).

<sup>256</sup> According to RESEN data, from 2010-2012, the number of primary school classrooms (public and private) increased by 20.8 percent from 56,724 to 68,557. In comparison, from 2012-2014, primary schools increased by 8.9 percent from 68,557 to 74,671 classrooms. Gouvernement de la Côte d'Ivoire et. al. (2016), 236.

<sup>257</sup> These priority zones would include areas both directly and indirectly affected by the conflicts (i.e., armed conflict areas as well as areas with large migration). Fast Track Initiative (September 2011).

<sup>258</sup> This PAMT objective built on (2002) data from the 2009 RESEN, which showed that enrollment rates averaged 60 percent when there is a local school in the neighborhood but decreased to 43 percent when the distance to the nearest school is between 2 and 3 km, and to 21 percent when the distance is more than 5 kilometers (Gouvernement de la Côte d'Ivoire et. al. (2016), 39). However, recent data suggest that distance to schools or the absence of schools was only mentioned as the reason for non-attendance by 2 percent and 1.4 percent of all primary and lower secondary out-of-school children, respectively. In fact, the cost of education (school fees) was the primary reason for non-attendance, accounting for 47.2 percent of out-of-school children in urban areas and 40.1 percent in rural areas. Gouvernement de la Côte d'Ivoire et. al. (2016), 170.

<sup>259</sup> Sources: Bakary and Simon (2016); interviews with Task Force directors and MENETFP staff.

<sup>260</sup> The 2017 JSR indicates that related interventions planned for in the PAMT are in the process of being implemented (Bakary and Simon (2016), 45.). GPE's RF 20 show that by 2017, the ESPIG supported interventions related to EMIS, although planned EMIS interventions in the PUAEB were cancelled following project restructuring in August 2017.

131. Although three learning assessment were conducted with PUAEB-support and education sector data systems appear to have improved overall since 2012, there remain concerns about the availability and frequency of government-generated monitoring data for PDEF 2016-2025.

132. Because the government's capacity for monitoring and evaluation was weak, many pilot initiatives (such as the smaller, closer lower secondary schools and the bridging classes) were never assessed to determine their relevance and effects on education demand, quality and governance.<sup>261</sup> Of the seven system-level strategies proposed under PAMT to achieve its three objectives, three were implemented as planned, three were partially implemented, and one was not implemented (see Table 4.2).

**Table 4.2** *Achievement of cross-cutting PAMT strategies for the system-level*

Cross-cutting PAMT strategies	Status
Developing an equitable plan for the development of the sector based on an efficient use of human, financial and material resources.	Partially implemented
Restoring the capacity for effective initial and in-service teacher training.	Partially implemented
Restoring the functioning of existing schools while increasing education access through new school construction.	Implemented
Developing innovative and less costly procedures for school and class construction, rehabilitation.	Implemented
Reforming teacher recruitment and remuneration in keeping with public financing.	Not implemented
Launching crucial reforms in colleges, vocation and higher education to increase quality and meet economic demand.	Partially implemented
Preparing the groundwork for the development of the 10-year education sector plan for 2015-2025.	Implemented

Sources: 2012-2014 PAMT; Bakary and Odile (2016); Ministère de l'Éducation Nationale, de l'Enseignement Technique et de Formation Professionnelle (October 2017).

133. PAMT was very important in mobilizing the government and development partners around a plan that paved the way for Côte d'Ivoire's successful transition from a country in humanitarian crisis in 2010-2011, to a stable country, achieving improved education sector results, based on a coherent sector plan in 2017. The development, implementation and review of PAMT undoubtedly led to greater capacity and commitment among stakeholders for participatory and credible sector analysis, planning and review.

134. It must be recognized, however, that the PAMT was conceived as a three-year plan to *launch* reconstruction and reform. Three years is far too short a timeframe, in the context of a severely underfunded education system in a country emerging from political, economic and social crisis, to be able to fully implement and sustain the ambitious sector reforms envisaged under the plan. As a result, PAMT's biggest contribution to education system strengthening may well be the lessons it generated, and the capacity it built among stakeholders to undertake improved and more participatory sector analysis, planning, implementation and review under PDEF.

<sup>261</sup> See Finding 12 above in this report.

## Validity of assumptions

135. In the country-level theory of change, the contribution claim linking ESP implementation to system-level change was based on four underlying assumptions: That education sector plan implementation would lead to improving previous shortcomings in relation to 1) sector management, 2) learning, 3) equity; and that 4) there is sufficient national capacity or relevant technical assistance to analyze, report on and use available data and maintain EMIS and LAS. Based on the available evidence, the evaluation found that the likelihood of these holding true in Côte d'Ivoire from 2012-2017 was 'moderate' for assumptions 1, 2 and 4, and 'strong' for assumption 3 on equity. Key factors that are likely to have affected the limited applicability of these assumptions include poor capacities for monitoring ESP domestic financing and implementation; the lack of a national strategy to underpin interventions to strengthen in-service teacher training; and the insufficient national ownership of the PAMT as a sector framework.

## Additional factors and unintended effects

136. The evaluation identified no other specific factors beyond PAMT implementation that are likely to have contributed to the noted system-level changes. While there were other projects that did not directly seek to support PAMT, there is no data on any potential contribution to the education sector.

## 5 Progress towards stronger learning outcomes and equity

137. This section summarizes evaluation findings in relation to Key Question III from the evaluation matrix: “Have changes at education system level contributed to progress towards impact?”

### Box 5.1: Assessment of Contribution Claim F.

**Claim:** “Education system-level improvements result in improved learning outcomes and in improved equity, gender equality, and inclusion in education.”

**Assessment:** The evaluation found that available evidence was not sufficient to assess the likely validity of the contribution claim related to progress towards impact. This does not mean that the assumed link between the two is in question. Instead, it largely reflects the fact that the evaluation focused on a relatively limited time period, and that resulting data did not suffice to assess the contribution claim based on evidence.<sup>262</sup>

This is discussed in the following findings.

### How has the education sector changed during the review period in terms of learning outcomes and equity?

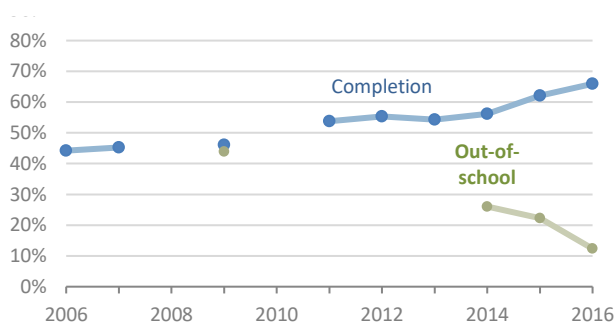
**Finding 14:** From 2012 to 2016,<sup>263</sup> Côte d’Ivoire has achieved strong improvements in access to basic education, but the progress appears to have disproportionately benefitted boys over girls.

### Equity, gender equality and inclusion

138. Côte d’Ivoire made substantial progress in improving access to basic education after the 2010-2011 crisis and is well underway to reach its objective of providing access to 90 percent of all primary school children by 2020. Available data indicate improvements in the following areas.<sup>264</sup>

139. During the period under review, children were increasingly able to access and complete primary school. Primary completion rates improved strongly from 53.8 percent in 2011 to 65.9 percent in 2016 (an increase of 12 percent from 536,128 to 584,439 children), with the biggest improvements

**Figure 5.1** Primary completion and out-of-school rates



Source: UNESCO UIS

<sup>262</sup> The two underlying assumptions related to this contribution claim as per the Theory of Change were: 1. Changes in the education system positively affect learning outcomes and equity (insufficient evidence); and 2. Country-produced data on equity, efficiency and learning allow measuring/tracking these changes (weak).

<sup>263</sup> While the period under review is from 2012-2017, UNESCO UIS data for key indicators are only available up to 2016.

<sup>264</sup> For most UNESCO UIS indicators, data is missing for some years.

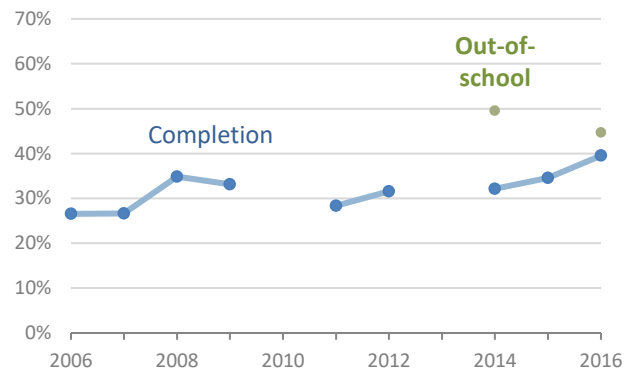
after 2014. Primary out-of-school rates also improved considerably: although data is lacking for most years, the rate dropped from 44 percent in 2009 to 12.3 percent in 2016, (Figure 5.1).<sup>265</sup>

140. From 2014-2016, lower secondary completion rates improved from 32.1 percent to 39.5 percent, more than reversing the decline from 2008-2011 (Figure 5.2). The proportion of children not attending lower secondary school decreased from 49.5 percent to 44.2 percent during the same period.<sup>266</sup>

141. From 2011 to 2016, pre-primary enrollment rates increased from 3.9 to 7.6 percent,<sup>267</sup> and the proportion of the education budget allocated to pre-primary increased from 2 percent to 3.2 percent from 2011-2015.<sup>268</sup>

142. Côte d'Ivoire has made strong progress in expanding overall access to basic education, but gender inequity remains a significant challenge as girls are still far more likely to not attend school at both the primary and the lower secondary level, and far less likely to complete basic education and transition to secondary and post-secondary education.<sup>269</sup> Furthermore, while overall gender parity improved marginally or remained similar at the primary, lower secondary and upper secondary level from 2006-2012,<sup>270</sup> gender parity of primary out-of-school rates worsened considerably from 2013-2016 (Figure 5.3).<sup>271</sup> However, gender parity for primary and lower secondary enrollment rates improved substantially from 2013-2016 (Figure 5.4) while gender parity for primary and lower secondary completion improved marginally.<sup>272</sup> This indicates that, while overall educational opportunities for girls have improved (and

**Figure 5.2 Lower Secondary completion and out-of-school rates**



Source: UNESCO UIS

<sup>265</sup> In absolute numbers, this represents a reduction from 1.45 million to 0.46 million children. UNESCO UIS data.

<sup>266</sup> In absolute numbers, this represents a reduction from 1.1 million to 0.99 million children. UNESCO UIS data.

<sup>267</sup> In absolute numbers, pre-primary enrollment increased from 75,453 to 161,696 children. UNESCO UIS data.

<sup>268</sup> National Education Account (2016). Data on the percentage of children under the age of five who are developmentally on track in terms of health, learning and psychosocial well-being is not available for Côte d'Ivoire.

<sup>269</sup> In 2012, boys were 1.6 times more likely to enroll in upper secondary education than girls. Gouvernement de la Côte d'Ivoire et. al. (2016).

<sup>270</sup> Measured by indicators for enrollment, completion, retention and transition rates. Gender parity improved moderately for transition rates between primary and lower secondary, and for lower secondary retention rates; and improved significantly for upper secondary enrollment and completion rates. The only indicator that deteriorated (i.e., increasing gender disparity) was upper secondary retention rates. Gouvernement de la Côte d'Ivoire et. al. (2016), 164.

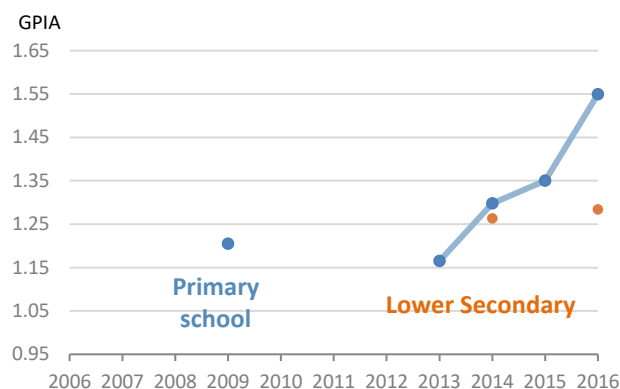
<sup>271</sup> Based on the UNESCO Adjusted Gender Parity Index (GPIA). In general, a value less than 1 indicates disparity in favor of males, and a value greater than 1 indicates disparity in favor of females. However, the interpretation is different for indicators that should ideally approach 0 percent (e.g., repetition rate, dropout rate, out-of-school rate, etc.). In these cases, a GPIA less than 1 indicates disparity in favor of females and a value greater than 1 indicates disparity in favor of males.

<sup>272</sup> Between 2013 and 2016, GPIA for completion rates improved from 0.79 to 0.83 for primary schools and remained stable (at 0.70) for lower secondary schools. UNESCO UIS data.



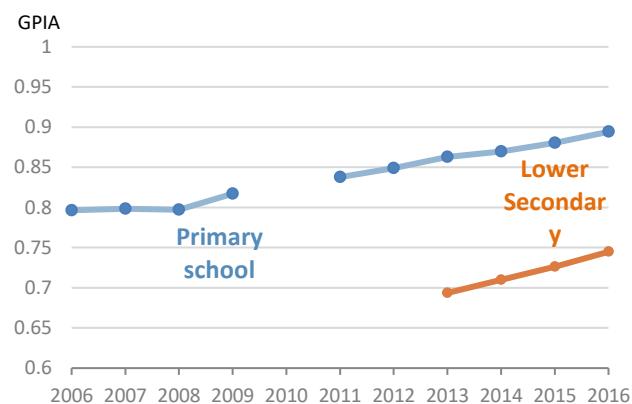
largely kept up with or slightly exceeded that of boys), recent progress in reducing the number of out-of-school children<sup>273</sup> has disproportionately benefited boys over girls.<sup>274</sup>

**Figure 5.3** Gender parity out-of-school rates primary and lower secondary



Source: UNESCO UIS

**Figure 5.4** Gender parity enrollment rates primary and lower secondary



Source: UNESCO UIS

143. Regional disparities in access remain significant with substantially lower-than-average enrollment rates across all education levels in the northern and north-western regions, but there were improvements during the period under review. For instance, primary enrollment rates increased from 35 percent to 62.9 percent in the Nord region, and from 41 percent to 75 percent in the Nord-Ouest region between 2012-2015.<sup>275</sup> In 2012, 72 percent of all out-of-school children between the ages of 6-11 were in rural areas.<sup>276</sup>

**Finding 15:** During the period under review, there has been no detectable progress towards improved learning.

## Learning outcomes

144. Côte d'Ivoire experienced a substantial deterioration in learning outcomes for basic education over two decades up to 2009. PASEC<sup>277</sup> assessments conducted in 1996 and 2009 show that aggregate scores

<sup>273</sup> In absolute numbers, the number of females out-of-school children of primary school age decreased from 589 122 to 495 275 between 2013 and 2016, a smaller reduction than for boys which decreased from 495 729 to 143 696. The number of females out-of-school children of lower secondary school age decreased from 606 506 to 575 352 between 2014-2016, while the number for boys decreased from 451 999 to 414 9070 (UNESCO UIS data).

<sup>274</sup> The 2016 RESEN also noted educational opportunities in basic education for girls in Côte d'Ivoire is, overall, worse than in other comparable countries in West Africa. Gouvernement de la Côte d'Ivoire et. al. (2016), 161.

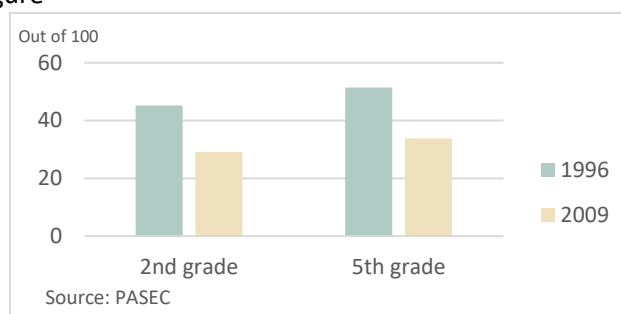
<sup>275</sup> For instance, primary enrollment rates increased from 35 percent to 62.9 percent in the Nord region, and from 41 percent to 75 percent in the Nord-Ouest region. Data from Gouvernement de la Côte d'Ivoire et. al. (2009) and Gouvernement de la Côte d'Ivoire et. al. (2016).

<sup>276</sup> Corresponding to an out-of-school rate of 36.6 percent in rural areas and 22.4 percent in urban areas. Gouvernement de la Côte d'Ivoire et. al. (2016), 7.

<sup>277</sup> PASEC (Programme d'Analyse des Systèmes Educatifs de la CONFEMEN) is a learning assessment system administered to 13 countries in Francophone West Africa. PASEC assessments conducted in 1996 and 2009 used the same methodology and are comparable. However, the 2014 assessment used a slightly different methodology, as it measured the proportion of students who possessed adequate competencies and knowledge in French and

for French and mathematics for second grade (CP2) declined from 51.4 to 33.8 points, while for fifth grade (CM1) they declined from 45.3 to 29.2 points (Figure 5.5). In the 2014 PASEC assessment,<sup>278</sup> Côte d'Ivoire scored far below average for PASEC countries<sup>279</sup> except for 6<sup>th</sup> grade competencies in French (Figure 5.6). Data from national learning assessments was not available for the evaluation, although pass rates at the BEPC exam have improved substantially during the period under review.<sup>280</sup>

**Figure 5.5** Test scores on 1996 and 2009 PASEC assessments



145. The PASEC assessments noted significant disparities related to geography (region and rural/urban) in learning,<sup>281</sup> and a 2012 3<sup>rd</sup> grade national learning assessment in French and mathematics also showed large differences between public and private schools.<sup>282</sup> While boys scored higher than girls in mathematics in the recent PASEC assessment, they had similar competency levels in French.<sup>283</sup>

**Table 5.1** Percentage of students with sufficient competencies (2014)

2nd grade	Côte d'Ivoire	PASEC Average
French	17.3%	28,6%
Mathematics	33.8%	52,9%
6th grade	Côte d'Ivoire	PASEC Average
French	48,0%	42,6%
Mathematics	26.9%	41,0%

Source: 2014 PASEC

146. The location of schools (urban/rural) is the most important factor affecting learning outcomes,<sup>284</sup> and consulted teacher union representatives highlighted that, among other issues, rural schools often face significant difficulties recruiting and retaining enough (qualified) teachers, compared to schools in urban areas.

**Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?**

mathematics to achieve learning. PASEC (2016). *PASEC2014 – Performances du système éducatif ivoirien: Compétences et facteurs de réussite au primaire*. PASEC, CONFEMEN, Dakar.

<sup>278</sup> The 2014 PASEC assessment sampled grade 6 (rather than grade 5 as in earlier PASEC assessments) and was explicitly designed to enable cross-national comparisons.

<sup>279</sup> Burundi, Burkina Faso, Côte d'Ivoire, Republic of Congo, Comores, Gabon, Democratic Republic of Congo, Sénégal, Chad, and Togo

<sup>280</sup> From 2011-2014, BEPC pass rates improved from 16.8 percent to 57.4 percent nationally across all (public and private) schools.

<sup>281</sup> 6<sup>th</sup> grade students in the regions Nord and Ouest scored well below average in the 2014 PASEC assessment.

<sup>282</sup> Children in public schools scored on average 16.7 and 20.2 points lower (out of 100) in mathematics and French, respectively. Ibid., 114.

<sup>283</sup> I.e., 26.3 points higher for second grade (CP2). The reading and mathematics PASEC performance scales have been built in such a way that the international average is 500 points and the standard deviation is 100 points, all countries being given equal weighting. On this basis, the scores of approximately two in three pupils are in a range of 400 points to 600 points. A vast majority of scores range from 250 to 750 points.

<sup>284</sup> PASEC (2016), 84.

**Finding 16:** System-level improvements in infrastructure likely led to increased access, although the lack of a comprehensive gender strategy for PAMT limited progress towards increased gender equity. System-strengthening with regard to the quality of teaching and learning are too recent and/or insufficiently advanced to have influenced learning outcomes.

147. Many of the system-level achievements detailed in Section 4 represent potential foundations for future improvements in learning outcomes but are either too recent or have yet to be fully implemented to affect changes at the impact level. This is particularly the case regarding efforts to strengthen and reform pre- and in-service teacher trainings, revise the primary and lower secondary curricula, and increase transition rates by reforming the basic education cycle. Once these measures are fully implemented, it will likely take several years before related changes contribute to measurable effects on learning outcomes. Nevertheless, they are positive steps with potential to be reinforced and carried onwards with the establishment of a much more comprehensive and longer-term sector plan, the 2016-2025 PDEF.

148. Table 5.2 summarizes the evaluation's reflections on the extent to which system-level changes achieved from 2012-2017 (see Section 4) are likely to have affected the noted impact-level improvements described in this chapter. The absence of demonstrated linkages largely reflects the fact that the evaluation focused on the relatively short time period 2012-2017; in most cases, it would be unrealistic to expect that education system improvements achieved during that period would already be reflected in learning outcomes or equity-related indicators.

**Table 5.2** *Link (or absence thereof) between system-level changes and impact-level trends*

IMPACT-LEVEL TRENDS	LIKELY RELATION TO ANY SYSTEM-LEVEL IMPROVEMENTS
Strong improvement in primary and lower-secondary enrollment and out-of-school rates	<p><b>Plausible link to system-level improvements.</b></p> <p>The considerable improvement in primary and lower secondary out-of-school rates (and corresponding increase in enrollment rates) during the period under review was likely affected by the successful efforts to renovate existing infrastructure and construct new schools, in addition to the general stability brought to the country after a decade of fighting and political conflict. PAMT was largely an infrastructure development plan intended to build schools and renovate classes at different education levels.</p>
Deterioration in gender equity for primary OOS rate	<ul style="list-style-type: none"> <li>• <b>No clear relationship to any system-level improvements made during 2012-2017 period</b></li> <li>• The 2016 RESEN did not identify any clear factors that contribute to limiting educational opportunities for girls in Côte d'Ivoire but noted that girls disproportionately drop out of basic education due to academic failure (and, for lower secondary, teenage pregnancies). Girls are still far less likely to enroll in primary education than boys,<sup>285</sup> which suggests that, to improve educational opportunities for girls throughout the education system, there is a need for a clear framework for addressing gender inequalities at the primary school level.</li> <li>• PAMT lacked a comprehensive strategy for addressing gender inequalities in education access, quality and learning outcomes. The only PAMT intervention specifically aimed at addressing gender inequality was providing dry rations for girls in rural areas as an incentive for demand. All other demand-side incentives appear to have been provided to</li> </ul>

<sup>285</sup> A GPIA of 0.89 in 2016. UNESCO UIS data

IMPACT-LEVEL TRENDS	LIKELY RELATION TO ANY SYSTEM-LEVEL IMPROVEMENTS
	girls and boys and there were no initiatives in PAMT specifically addressing gender inequalities with regard to teaching, security, school management, school infrastructure, learning and assessment, etc.
No detectable improvement in learning outcomes	<ul style="list-style-type: none"> <li>• <b>No clear relationship to any system-level improvements made during 2012-2017 period</b></li> </ul> <p>Lack of improvement in learning outcomes can plausibly be (partially) explained by the following:</p> <ul style="list-style-type: none"> <li>• Efforts to improve the quality of teaching and instruction are too recent or not yet sufficiently advanced to show any improvement at the impact level.</li> <li>• Efforts to reform teacher recruitment and better balance teacher salaries with available public finances were not successfully implemented during the period under review.</li> <li>• The expansion in the pre-primary system for the period under review, while positive, is likely too small to have had a discernable effect on primary school learning outcomes. Furthermore, the 2016 RESEN did not find any noticeable link between pre-primary enrollment and primary school learning outcomes for Côte d'Ivoire.<sup>286</sup></li> </ul>
Improvement in primary and lower secondary completion rates	<ul style="list-style-type: none"> <li>• <b>No clear relationship to any system-level improvements made during 2012-2017 period</b></li> </ul> <p>There is no plausible link (yet) between any system-level improvements and the improvements in primary and lower secondary completion rates. Repetition rates improved moderately during the period under review,<sup>287</sup> although there is no rigorous evidence (yet) to link them to observed improvements in completion rates.</p>

<sup>286</sup> Gouvernement de la Côte d'Ivoire et. al. (2016), 209.

<sup>287</sup> Despite the noted "insufficiencies" of the PAMT strategies in achieving a substantial improvement. Bakary and Simon (2016), 6.

## 6 Conclusions

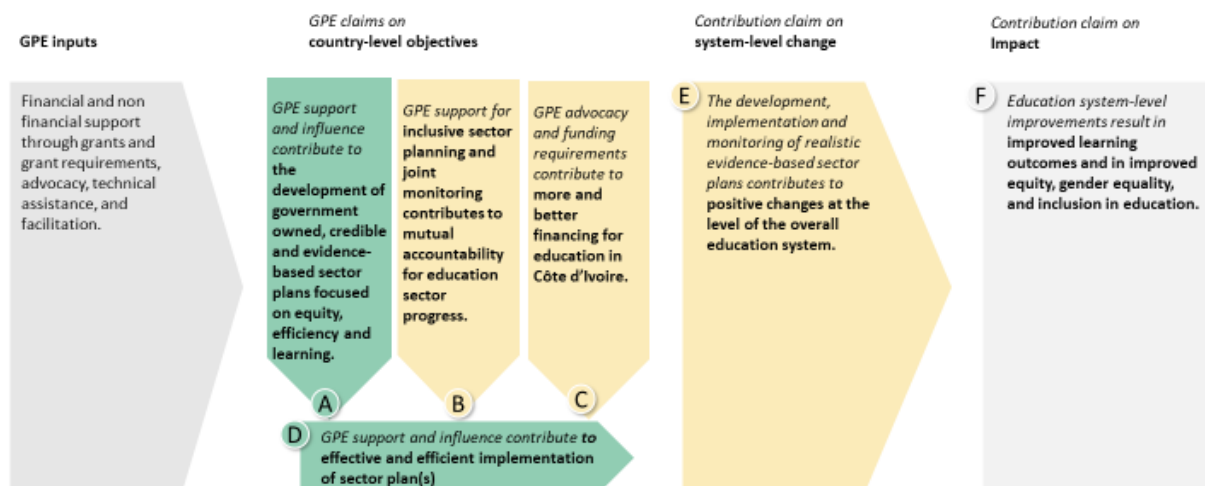
149. This final section of the report draws overall conclusions deriving from the evaluation findings.

150. The summative country-level evaluation set out to assess (i) GPE contributions to strengthening education systems and, ultimately, the achievement of education results in GPE partner developing countries in the areas of learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change and country-level operational model. The following conclusions are structured accordingly.

### Contributions to results and validity of the GPE country-level theory of change

151. Figure 6.1 presents an adapted version of the country-level theory of change, which provides a visual overview of key evaluation findings in relation to GPE contributions and the validity of the GPE country level theory of change in Côte d'Ivoire. In the graphic, the items labelled A-F indicate the contribution claims that logically link the different elements in the ToC to each other. The color rating indicates the extent to which available evidence supports (green), partly supports (amber), or does not support (red) the respective contribution claim. Items in white indicate insufficient data to make an assessment. Full definitions of color ratings are provided in Appendix VII. The elements of the ToC are explained in the paragraphs that follow.

**Figure 6.1** Adapted country-level theory of change for Côte d'Ivoire



#### GPE contributions to sector planning, dialogue and monitoring, and sector plan implementation

152. Data deriving from the evaluation's various lines of inquiry support contribution claim A in figure 6.1 related to GPE influence on sector planning<sup>288</sup> and contribution claim B related to mutual

<sup>288</sup> Of the five assumptions underlying this contribution claim, the likelihood of them applying in the Côte d'Ivoire context was rated 'strong' for four, and 'moderate' for one.

accountability.<sup>289</sup> For both contribution claims, GPE appears to have positively influenced national capacities<sup>290</sup> related to sector planning and sector monitoring in the dimensions of motivation (primarily by providing an incentive in form of ESPIG funding requirements, and, to lesser extent, through policy dialogue and advocacy), opportunity (by funding sector planning and monitoring activities through the ESPDG and ESPIG)<sup>291</sup> and capabilities (by sharing guidelines and providing technical assistance).

153. GPE has made limited contributions to contribution claim C on education sector financing. It has made no notable contributions to the *quantity* of domestic financing. Côte d'Ivoire has consistently maintained education sector financing above 20 percent of national expenditures, but there is no evidence linking this to GPE's influence. While GPE made limited notable contributions to improving the *quality* of international financing during the period under review, interventions supported by GPE are nevertheless aligned to support overall ESP objectives. GPE made a considerable direct contribution to the quantity of international education financing: the 2013-2017 ESPIG represented 17 percent of education ODA and was a significant contribution in terms of re-investing in the sector after long-term neglect due to the civil war and the recent 2010-2011 political crisis.<sup>292</sup>

154. Evidence deriving from the evaluation's different lines of enquiry supports contribution claim D related to GPE supporting the successful implementation of the PAMT.<sup>293</sup> GPE financial support (the PUAEB project) made significant contributions in key areas of ESP implementation in expanding access to basic education, improving the quality of teaching and instruction, and strengthening institutional capacities.

### Cross-cutting observations<sup>294</sup>

#### Roles played by country-level partners and the Secretariat

155. Insights deriving from the evaluation of the GPE country-level operational model – specifically of the roles played and the division of labor between the Secretariat, grant agent and coordinating agency – provide a picture of mixed operational performance. Evidence elicited during the evaluation noted both positive contributions and areas for improvement.

156. The MEN and MFTP (currently the MENEFTP) and MESRS were involved in leading the education country sector reviews in 2009 and 2015, and in the development of the 2012-2014 PAMT and the 2016-2025 PDEF. The Inter-Ministerial Task Force in Côte d'Ivoire played a crucial role in representing the three education ministries on the LEG, acting as interlocutor between the government and development partners in education, and in overseeing PAMT implementation and monitoring, albeit with limited authority and resources. The Task Force and relevant ministry departments were also actively involved with the grant agent in the most recent ESPIG program development.

<sup>289</sup> Of the four underlying assumptions, the likelihood of them applying in the Côte d'Ivoire context was rated 'strong' for two and moderate for two.

<sup>290</sup> As noted in section 3.2, in this report we understand 'capacity' as deriving from the combination of motivation (including incentives), opportunity (factors outside of individuals, including resources, conducive environment), and capability (individual and collective knowledge and skills). Change occurs when existing or emerging capacity affects the behavior of targeted actors, organizations, or institutions.

<sup>291</sup> Additional factors such as funding from other sources also contributed to strengthening in-country capacity.

<sup>292</sup> Of the two underlying assumptions, the likelihood of them applying in the Côte d'Ivoire context was rated 'moderate' for one and 'blank' (not enough data) for the second.

<sup>293</sup> Of the six underlying assumptions, the likelihood of them applying in the Côte d'Ivoire context was rated 'strong' for three and 'moderate' for three.

<sup>294</sup> I.e., observations related to sector planning, dialogue and monitoring, sector financing and ESP implementation.



157. AFD, as the coordinating agency since 2015, has played a valued role in leading sector dialogue and communication among development partners, significantly improving the frequency, inclusiveness and structure of the LEG. The Jacobs Foundation has recently been assisting the coordinating agency to support LEG functioning, as it is perceived to be challenging for one partner to assume this role alone.

158. The World Bank was coordinating agency from 2012-2015 and grant agent for the 2012-2017 ESPIG (PUAEB). Consulted stakeholders do not feel that either of these roles was successfully fulfilled by the World Bank during that time period. Sector dialogue was weak and infrequent from 2012-2015, with education partners according limited attention to PAMT monitoring. Communication between the grant agent and the national government was challenging with regard to PUAEB implementation, while the grant agent was seen to have taken unilateral decisions on project resource allocations without appropriate consultation with government counterparts. Although PUAEB was successfully completed in 2017, significant delays were encountered due to various factors, including the internal procedures of the grant agent. Having the same organization simultaneously playing the role of coordinating agency and grant agent was also seen to limit the effective functioning of the LEG.

159. Among national and international stakeholders alike in Côte d'Ivoire, GPE is perceived as a donor. When discussing GPE, stakeholders are most often referring to the Secretariat in its role as a grant-making entity and regular contributor to policy dialogue in the country's education sector. The role of the country lead was seen as a very useful, external voice to maintain the focus of education partners on their collective responsibilities for improving aid effectiveness, increasing inclusiveness in sector planning and dialogue, and in guiding the LEG through ESP and ESPIG processes. The country lead is also perceived as instrumental in bringing international lessons learned to the attention of country-level stakeholders. Sector dialogue, planning and monitoring are seen to have improved considerably since 2015; this corresponds to a period when the Secretariat's presence in the country was more frequent, underscoring the important role that the country lead can play in promoting aid effectiveness principles.

#### **Other observations on the (perceived) relevance and quality of GPE support to Côte d'Ivoire**

160. National and international stakeholders suggested areas for improvement with regard to GPE country-level support and its operational model. Although the two groups had different concerns, there was significant consensus within each group about their specific concerns.

161. International development partners on the LEG consistently raised concerns with ESPIG funding requirements and the rigidity with which they are applied. GPE's refusal to give Côte d'Ivoire an exemption for the percentage of the education sector budget allocated to primary education in its sector plan, despite LEG endorsement of the ESP, was raised as an example of GPE's limited understanding or consideration of the country context. This decision was seen to limit the promotion of local ownership and mutual accountability for the education sector plan and its eventual results in Côte d'Ivoire.

162. National education stakeholders in MENETFP raised concerns about the GPE guidelines that dictate the role of the grant agent and the use of GA internal procedures for ESPIG management. In the case of the grant agent for PUAEB, stakeholders reported that the project Steering Committee had no oversight over the grant agent's Letters of Non-objection (LNO) and resulting decisions on project activities and resource allocations, that grant agent reports were written in English and submitted only to the Secretariat, and that there was no dispute resolution mechanism when the government and the grant agent disagreed on project implementation. For these reasons, national stakeholders in MENETFP feel the GPE project funding model and prescribed role of the grant agent has the potential to limit local ownership and mutual accountability for project results when not managed effectively.



163. Other than the recipient civil society coalition, stakeholders did not mention CSEF or GRA grants, and in most cases, did not seem aware of them. It was noticeable that country-specific information on these grants was difficult to find, and available GRA grant documentation was not specific about country-level activities.

### Education system level change

164. During the period under review, Côte d'Ivoire successfully restructured the education system after the 2010-2011 crisis (and civil war) and made substantial progress in expanding access to basic education services and increasing capacities for initial teacher training. Crucial initiatives were launched for improving the quality of teaching and instruction in terms of curricula review, initial and in-service teacher training content development, and the strengthening of school inspectorate functions, but implementation to date has been partial (i.e., lack of national strategy for in-service training and pedagogical support for teachers) or is not yet sufficiently advanced to have affected the quality of teaching. In term of strengthening education governance and efficiency, measures were modest and only partially implemented given the small budget allocation and limited timeframe, although key national capacities have been strengthened in data collection and creating statistics, teacher management (CODIPOST) and school management.

165. The PAMT was conceived as a three-year transitional investment plan to *launch* reconstruction and reform and implementing and sustaining these ambitious sector reforms will require more time. Given its intended purpose and timing, implementation of the PAMT supported Côte d'Ivoire in its transition towards more stable, coordinated and strategic management of the education sector, and helped lay the foundations for the development of a comprehensive and longer-term sector vision and corresponding sector plan, the 2016-2025 PDEF.

166. The evaluation found that the available evidence partly supports the assumed link between ESP implementation and education system strengthening.<sup>295</sup>

### Impact level change

167. There is insufficient evidence to prove or disprove the validity of GPE's theory of change in relation to the assumed links between a stronger education system and impact-level changes in learning outcomes, equity, equality and inclusion. This is largely due to the relatively short timeframe that the evaluation was able to focus on in detail, and the fact that system-level improvements require considerable time to effect change at the level of learning outcomes or equity.<sup>296</sup>

<sup>295</sup> Two underlying assumptions were rated as 'strong', one as 'moderate' and one as 'weak'.

<sup>296</sup> One assumption related to this contribution claim (availability of data) was rated as weak, while the other (system changes affect learning/equity outcomes) was not rated for lack of evidence. The lack of evidence is not the same as disproving the ToC. It merely illustrates the difficulty of establishing clear cause and effect relationships when reviewing a relatively short period of time, given that impact-level change likely derives from longer-term processes.



# Appendix I Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? <sup>297</sup> If so, then how?			
<b>CEQ 1: Has GPE contributed to education sector planning and sector plan implementation in [country] during the period under review?<sup>298</sup> How?</b>			
CEQ 1.1 What have been strengths and weaknesses of education sector planning during the period under review?	<ul style="list-style-type: none"> <li>Extent to which the country's most recent sector plan meets GPE/UNESCO IIEP appraisal criteria.<sup>299</sup> <ul style="list-style-type: none"> <li>Plan preparation process has been country-led, participatory, and transparent</li> <li>Plan constitutes a solid corpus of strategies and actions addressing the key challenges of the education sector</li> <li>Issues of equity, efficiency, and learning are soundly addressed to increase sector performance</li> <li>There is consistency between different components of the sector plan</li> <li>Financing, implementation and monitoring arrangements offer a good perspective for achievement</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Current and past sector plans (including from period prior to country joining GPE if available)</li> <li>GPE ESP/TSP quality assurance documents</li> <li>JSR reports</li> <li>Other relevant reports or reviews that comment on the quality of previous sector plans</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Pre-post analysis (where data on previous policy cycles is available)</li> <li>Triangulation of data deriving from document review and interviews</li> </ul>

<sup>297</sup> OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

<sup>298</sup> The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, for selected indicators (and subject to data availability) the summative evaluations will look back up to five years prior to the country becoming a GPE member to conduct a trend analysis of relevant data.

<sup>299</sup> Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: [file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge\\_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf](file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf)

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Extent to which previous sector plans met current GPE or other (e.g., country specific) quality standards (if and where data is available)</li> <li>• Stakeholder views on strengths and weaknesses of (most recent and previous) sector planning processes in terms of:               <ul style="list-style-type: none"> <li>– Leadership for and inclusiveness of sector plan preparation</li> <li>– Relevance and coherence of the sector plan</li> <li>– Adequacy of sector plan in addressing equity, efficiency and learning issues</li> <li>– Timeliness of plan preparation processes</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>
CEQ 1.2 What have been strengths and weaknesses of sector plan implementation during the period under review?	<ul style="list-style-type: none"> <li>• Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan. (If data is available: compared to progress made on implementing previous sector plan)</li> <li>• Extent to which sector plan implementation is fully funded (current/most recent plan compared to earlier sector plan if data is available)</li> <li>• Stakeholder views on timeliness, effectiveness and efficiency of sector plan implementation, and on changes therein compared to earlier policy cycles, due to:               <ul style="list-style-type: none"> <li>– Extent to which plans are coherent and realistic</li> <li>– Implementation capacity and management</li> <li>– Funding</li> <li>– Other (context-specific)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Current and past sector plans (including from period prior to country joining GPE if available)</li> <li>• DCP government ESP/TSP implementation documents including mid-term or final reviews</li> <li>• Relevant program or sector evaluations, including reviews preceding the period of GPE support under review</li> <li>• JSR reports</li> <li>• Reports or studies on ESP/TSP commissioned by other development partners and/or the DCP government</li> <li>• CSO reports</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post analysis (where data on previous policy cycles is available)</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 1.3 Has GPE contributed to the observed characteristics of sector planning? How?</p> <p>a) Through the GPE ESPDG grant (funding, funding requirements)</p> <p>b) Through other support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and Advocacy and Social Accountability Fund (ASA) grants, and cross-national sharing of evidence/good practice )<sup>300</sup></p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements:</p> <ul style="list-style-type: none"> <li>• ESPDG amount as a share of total resources invested into sector plan preparation. Evidence of GPE ESPDG grant addressing gaps/needs or priorities identified by the DCP government and/or LEG</li> </ul> <p>b) Contributions through other (non ESPDG-related) support:</p> <ul style="list-style-type: none"> <li>• Support directed at priority needs/gaps identified by the DCP government and/or LEG</li> <li>• Support adapted to meet the technical and cultural requirements of the specific context in [country]</li> <li>• Support aimed at strengthening sustainable local/national capacities for sector planning or plan implementation</li> <li>• Stakeholder views on relevance and appropriateness of GPE technical assistance, advocacy, standards, guidelines, capacity building, facilitation, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g., quality assurance provided by Secretariat)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• ESP implementation data including joint sector reviews</li> <li>• GPE grant agent reports and other grant performance data</li> <li>• Secretariat reports, e.g., country lead back to office/mission reports</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• Other documents on technical assistance/advocacy</li> <li>• Country-specific grant applications</li> <li>• Interviews</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> <li>• Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)</li> </ul>

<sup>300</sup> Technical assistance and facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? How?</p> <p>a) Through GPE EPDG, ESPIG grants-related funding requirements and the variable tranche<sup>301</sup></p> <p>b) Through non-financial support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)<sup>302</sup></p>	<p>a) Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche (where applicable)</p> <ul style="list-style-type: none"> <li>• Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education</li> <li>• Maximum allocation amounts and actual amount a country received from GPE through the fixed and/or the variable tranche and reasons for not receiving the total MCA;</li> <li>• Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG.</li> <li>• Progress made towards targets outlined in GPE grant agreements as triggers for variable tranche, compared to progress made in areas without specific targets (where applicable)</li> <li>• Proportion of overall sector plan funded through GPE ESPIG</li> <li>• Proportion of textbook purchases planned under current/most recent sector plan funded through GPE grant</li> <li>• Proportion of teachers trained under current/most recent sector plan funded through GPE grant</li> <li>• Proportion of classrooms built under current/most recent sector plan funded through GPE grant</li> <li>• Progress made towards objectives/targets outlined in GPE grant agreement (where applicable: compare progress made in areas with specific targets as triggers for release of variable tranche compared to progress made in areas without specific targets)</li> </ul>	<ul style="list-style-type: none"> <li>• ESP implementation data including joint sector reviews</li> <li>• GPE grant agent reports and other grant performance data</li> <li>• Secretariat reports, e.g., country lead back to office/mission reports</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• Other documents on technical assistance/advocacy</li> <li>• Country-specific grant applications</li> <li>• Interviews</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> <li>• Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Timeliness of implementation of GPE grants (Education Sector Plan Development Grant, Program Development Grant, Education Sector Plan Implementation Grant)</li> <li>• Grant implementation is on budget</li> <li>b) Contributions through non-financial support</li> <li>• GPE support aimed at strengthening sustainable local/national capacities for plan implementation</li> <li>• Stakeholder views on relevance and appropriateness of GPE non-financial support in relation to:               <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> </ul> </li> <li>c) Adding value to country-driven processes (e.g., quality assurance provided by Secretariat)</li> </ul>		
<p>CEQ 1.5 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing?</p> <p>a) Leveraging of additional finance from the government?</p>	<p>a) Leveraging additional finance from government</p> <ul style="list-style-type: none"> <li>• Changes in country's public expenditures on education during period under review (by sub-sector if available)</li> </ul> <p>b) Leveraging additional finance through multiplier funding</p>	<ul style="list-style-type: none"> <li>• Interviews with national actors (e.g., Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups)</li> </ul>	<ul style="list-style-type: none"> <li>• Trend analysis for period under review</li> <li>• Comparative analysis (GPE versus other donor contributions)</li> </ul>

<sup>301</sup> Where applicable.

<sup>302</sup> Technical assistance and facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.



MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>b) Leveraging of additional finance from other partners through the GPE multiplier funding mechanisms (where applicable)?</p> <p>Leveraging of additional finance from other partners through means other than the multiplier funding mechanism?</p> <p>c) Improvements in the quality of education finance (e.g., short, medium and long-term predictability, alignment with government systems)?</p>	<ul style="list-style-type: none"> <li>• Extent to which country has achieved, maintained or exceeded 20% of public expenditures on education during period under review</li> <li>• Amount received through the GPE multiplier fund (if applicable).</li> </ul> <p>c) Leveraging additional finance through other means</p> <ul style="list-style-type: none"> <li>• Amounts and sources of domestic resources mobilized through GPE advocacy efforts</li> </ul> <p>(b and c):</p> <ul style="list-style-type: none"> <li>• Changes in relative size of GPE financial contribution in relation to other donor' contributions</li> </ul> <ul style="list-style-type: none"> <li>• Trends in external and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government</li> <li>• Changes in donor aid to country; Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms; Amounts and sources of non-traditional financing (e.g., private or innovative finance) that can be linked to GPE leveraging</li> </ul> <p>d) Quality of education finance</p> <ul style="list-style-type: none"> <li>• Alignment of GPE education sector program implementation grants with GPE's system alignment criteria (including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively)</li> <li>• Possible reasons for non-alignment or non-harmonization (if applicable)</li> </ul>	<ul style="list-style-type: none"> <li>• GPE data (e.g., grant documents, country commitments and disbursements, donor pledges and contributions)</li> <li>• Creditor Reporting System (CRS) by OECD-DAC</li> <li>• UIS data by UNESCO</li> <li>• National data (e.g., Education Management Information)</li> <li>• Systems, school censuses and surveys, National Education Accounts, Joint Sector Reviews, public expenditure reviews)</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of quantitative analysis with interview data</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<b>CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?</b>			
CEQ 2.1 Has sector dialogue changed during the period under review?	<ul style="list-style-type: none"> <li>• Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under review</li> <li>• Frequency of LEG meetings, and changes in frequency during period under review</li> <li>• Stakeholder views on changes in sector dialogue in terms of: <ul style="list-style-type: none"> <li>– Inclusiveness</li> <li>– Frequency, consistency, clarity of roles and responsibilities</li> <li>– Relevance (i.e., perceptions on whether stakeholder input is taken into account for decision making)</li> <li>– Quality (evidence-based, transparent)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• ESP/TSP, and documents illustrating process of their development</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate results of document review and interviews</li> <li>• Stakeholder analysis and mapping</li> </ul>
CEQ 2.2 Has sector monitoring changed?	<ul style="list-style-type: none"> <li>• Frequency of joint sector reviews conducted, and changes in frequency during period under review</li> <li>• Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period)</li> <li>• Evidence deriving from JSRs is reflected in DCP government decisions (e.g., adjustments to sector plan implementation) and sector planning</li> <li>• Measures in the current sector plan to strengthen sector monitoring (especially monitoring the quality of teaching and learning, equity, equality and inclusion) are implemented</li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate the results of document review and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>Stakeholder views on changes in JSRs in terms of them being:               <ul style="list-style-type: none"> <li>Inclusive and participatory</li> <li>Aligned to existing sector plan and/or policy framework</li> <li>Evidence based</li> <li>Used for learning/informing decision-making</li> <li>Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JSR recommendations)<sup>303</sup></li> </ul> </li> <li>Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector.</li> </ul>		
<p>CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? How?</p> <p>a) Through GPE grants and funding requirements</p> <p>b) Through other support<sup>304</sup></p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> <li>Proportion of EMIS-related improvements outlined current/most recent sector plan funded through GPE grant</li> </ul> <p>b) Non-grant related support</p> <ul style="list-style-type: none"> <li>Support is targeted at issues identified as priorities by DCP government and/or LEG</li> <li>Support is adapted to meet the technical and cultural requirements of the specific context in [country]</li> <li>Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring</li> </ul>	<ul style="list-style-type: none"> <li>LEG meeting notes</li> <li>Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>GPE sector review assessments</li> <li>Grant agent reports</li> <li>Back to office reports/memos from Secretariat</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Triangulate the results of document review and interviews</li> </ul>

<sup>303</sup> Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews>

<sup>304</sup> Technical assistance, advocacy, standards, quality assurance, guidelines, capacity building, facilitation, and cross-national sharing of evidence/good practice

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	a) and b) <ul style="list-style-type: none"> <li>Stakeholder view on relevance and appropriateness of GPE grants and related funding requirements, and of technical assistance in relation to:               <ul style="list-style-type: none"> <li>Addressing existing needs/priorities</li> <li>Respecting characteristics of the national context</li> <li>Adding value to country-driven processes (e.g., around JSRs)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>changes in priorities pursued by (traditional/non-traditional) donors related implications for [country]</li> </ul>	<ul style="list-style-type: none"> <li>results of document review and interviews</li> </ul>
<b>CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?</b>			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector plan development, sector financing and plan implementation, and in sector dialogue and monitoring?	<ul style="list-style-type: none"> <li>Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations)</li> <li>Contributions to sector planning, plan implementation, sector dialogue or monitoring made by actors other than GPE</li> <li>Changes/events in national or regional context(s)               <ul style="list-style-type: none"> <li>Political context (e.g., changes in government/leadership)</li> <li>Economic context</li> <li>Social/environmental contexts (e.g., natural disasters, conflict, health crises)</li> <li>Other (context-specific)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Documents illustrating</li> <li>Relevant studies/reports commissioned by other education sector actors (e.g., donors, multilateral agencies) regarding nature/changes in their contributions and related results</li> <li>Government and other (e.g., media) reports on changes in relevant national contexts and implications for the education sector</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Triangulate the</li> </ul>
CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	<ul style="list-style-type: none"> <li>Types of unintended, positive and negative, effects on sector planning, sector financing, sector plan implementation, sector dialogue and monitoring deriving from GPE funding (grants)</li> <li>Types of unintended, positive and negative, effects deriving from other GPE support.</li> </ul>	<ul style="list-style-type: none"> <li>All data sources outlined for CEQs 1 and 2 above</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Triangulate the results of document review and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<b>Key question II: Has the achievement of country-level objectives<sup>305</sup> contributed to making the overall education system in [country] more effective and efficient?</b>			
<p>CEQ 4 During the period under review, how has the education system changed in relation to:</p> <p>a) Quality of teaching/instruction</p> <p>b) Evidence-based, transparent decision making<sup>306</sup></p> <p>c) Country-specific areas of system strengthening for furthering equity and/or learning, and for ensuring effective and efficient use of resources.</p>	<p>a) Quality of teaching/instruction</p> <ul style="list-style-type: none"> <li>Changes in pupil/trained teacher ratio during period under review</li> <li>Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)</li> </ul> <p>b) Evidence-based, transparent decision making</p> <ul style="list-style-type: none"> <li>Changes in number of education indicators that country reports to UIS during period under review</li> <li>Changes in whether country has quality learning assessment system within the basic education cycle during period under review</li> <li>Other, country-specific indicators illustrating changes in evidence-based, transparent data collection, reporting and decision making</li> </ul> <p>c) Indicators for specific areas of education systems strengthening as outlined in the country's current sector plan related to:</p> <ul style="list-style-type: none"> <li>Sector management (e.g., changes in ministerial, district and/or school level management structures, guidelines, staffing, financing, approaches to ensuring effective and efficient use of resources)</li> </ul>	<ul style="list-style-type: none"> <li>Education Management Information System (EMIS)</li> <li>UIS data</li> <li>World Bank data</li> <li>Household survey data</li> <li>ASER/UWEZO other citizen-led surveys</li> <li>Grant agent progress reports</li> <li>Implementing partner progress reports</li> <li>Mid-term Evaluation reports</li> <li>GPE annual Results Report</li> <li>Appraisal Reports</li> <li>Public expenditure reports</li> <li>CSO reports</li> <li>SABER database</li> <li>Education financing studies</li> <li>Literature on good practices in education system domains addressed in country's sector plan</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Pre-post comparison of statistical data for periods under review</li> <li>Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening</li> </ul>

<sup>305</sup> GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring

<sup>306</sup> Sub-questions a) and b) reflect indicators under Strategic Goal #3 as outlined in the GPE results framework. Sub-questions c) explores additional, country-specific indicators for system-level change.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Learning (appropriate and available education inputs, additional country-specific efforts to enhance the quality of teaching/instruction, e.g., through new/improved incentives for schools/teachers)</li> <li>• Equity (removal of barriers to school participation for all learners; creating inclusive learning environments)</li> </ul> <p>(a-c): Stakeholder perceptions of areas within the education system that have/have not changed during period under review</p>		
CEQ 5 How have changes in sector planning, plan implementation, and mutual accountability contributed to observed changes at education system level?	<ul style="list-style-type: none"> <li>• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level</li> <li>• Alternative explanations for observed changes at system level (e.g., changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan)</li> <li>• Stakeholder perceptions of reasons for observed changes</li> </ul>	<ul style="list-style-type: none"> <li>• Sources as shown for CEQ 4</li> <li>• Literature on good practices in education system domains addressed in country's sector plan</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	
<b>Key question III: Have changes at education system level contributed to progress towards impact?</b>			
<p>CEQ 6: During the period under review, what changes have occurred in relation to:</p> <p>a) Learning outcomes (basic education)?</p> <p>b) Equity, gender equality and inclusion in education?</p>	<p>a) Learning outcomes:</p> <ul style="list-style-type: none"> <li>• Changes in learning outcomes (basic education) during period under review.</li> <li>• Changes in percentage of children under five (5) years of age in COUNTRY who have been developmentally on track in terms of health, learning and psychosocial well-being. Or changes in other early childhood care and education measures from country-level surveys</li> </ul>	<ul style="list-style-type: none"> <li>• Sector performance data available from GPE, UIS, DCP government and other reliable sources</li> <li>• Teacher Development Information System (TDIS)</li> <li>• Education Management Information System (EMIS)</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of available education sector data during period under review</li> <li>• Triangulation of statistical data with qualitative document analysis and interviews</li> </ul>

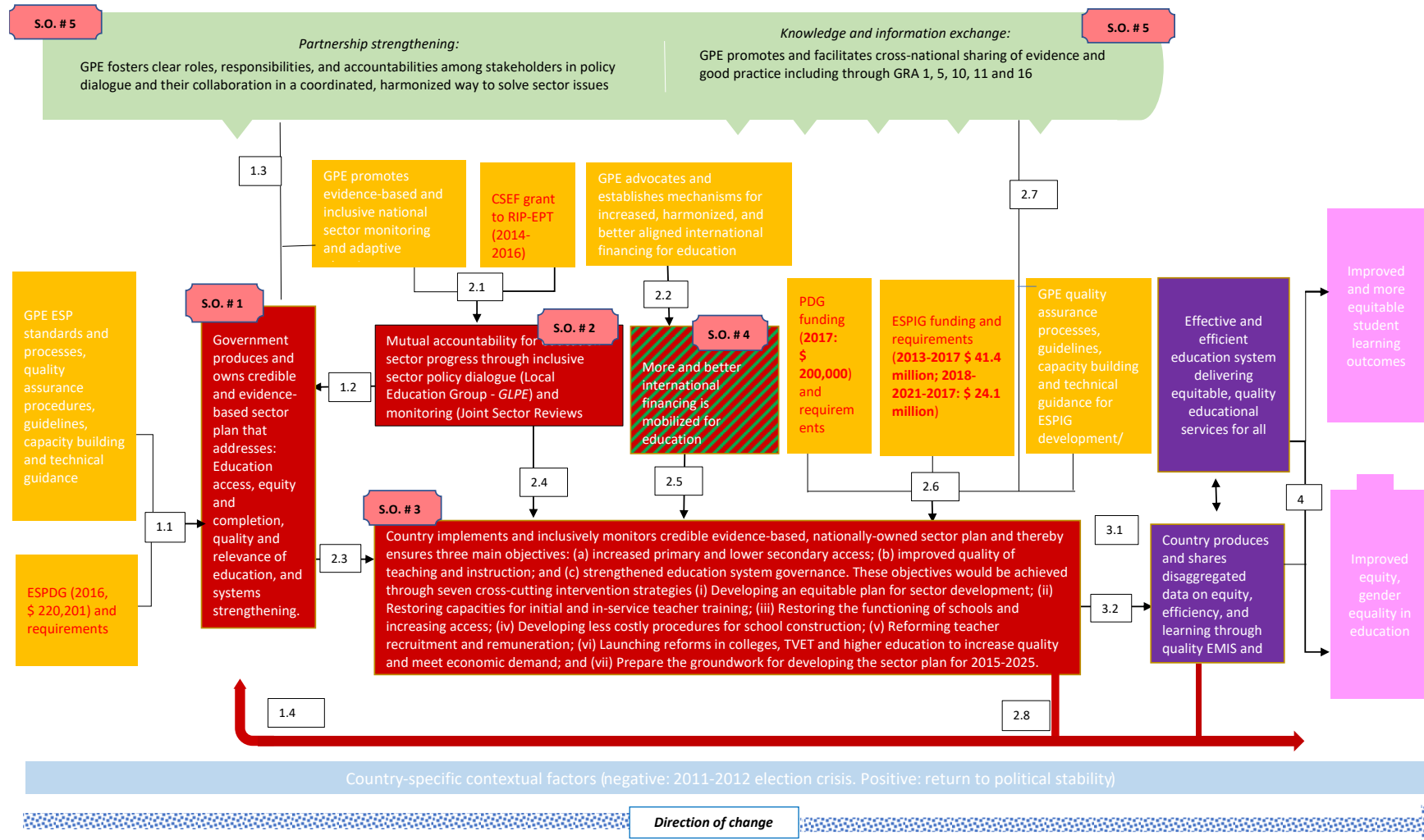
MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>b) Equity, gender equality, and inclusion:</p> <ul style="list-style-type: none"> <li>• Changes in proportion of children who complete (i) primary, (ii) lower-secondary education</li> <li>• Changes in out of school rate for (i) primary, (ii) lower-secondary education</li> <li>• Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds)</li> <li>• Education sector plan sets gender parity index/targets for (i) primary, (ii) lower-secondary education</li> <li>• Extent to which these targets have been achieved</li> <li>• Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review</li> </ul> <p>(a and b): Additional country-specific indicators as outlined in current sector plan and/or related monitoring framework</p>	<ul style="list-style-type: none"> <li>• National examination data</li> <li>• International and regional learning assessment data</li> <li>• EGRA/EGMA data</li> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent and Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Appraisal Reports</li> <li>• Interviews</li> </ul>	
<p>CEQ 7 Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?</p> <p>What other factors can explain changes in learning outcomes, equity, etc.?</p>	<ul style="list-style-type: none"> <li>• Changes in country's change trajectory related to learning outcomes, equity, gender equality, and inclusion during period under review</li> <li>• Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5</li> <li>• Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review</li> </ul>	<ul style="list-style-type: none"> <li>• Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available)</li> <li>• Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of available education sector data during period under review</li> <li>• Triangulation of statistical data with qualitative document analysis and interviews</li> </ul>



MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
		<ul style="list-style-type: none"><li>• Interviews</li></ul>	<ul style="list-style-type: none"><li>• Weigh supporting and refuting evidence of GPE contributions to sector outcomes during period of review</li></ul>



# Appendix II GPE country-level theory of change for Côte d'Ivoire



**LEGEND**

xxx	Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)
xxx	GPE financial inputs/support (grants) and related funding requirements
	Country-level objectives that GPE support/influence directly contributes to. Underlined items are issues (at least partly) supported through the ESPIG-funded PDSEB sub-sector plan.
	Global-level objectives that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)
	Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	Intermediate outcomes: Education system-level changes
	Impact: Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
S.O. # 3	Corresponding Strategic Objective in the GPE 2020 Strategic Plan

1

Numbers represent the key areas where logical linkages (explanatory mechanisms) connect different elements of the theory of change to one another ('because of x, y happens'). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

Table ii.1 Key explanatory mechanisms and underlying assumptions in the adapted country ToC for Côte d'Ivoire

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>307</sup>	(IMPLICIT) CONTRIBUTION CLAIM
<b>1 – GPE contributions to sector planning</b>			
1.1, 1.2, 1.3 and 1.4	<p>BECAUSE</p> <p>(1) GPE provides Education Sector Plan Development Grants and guidance, quality assurance, capacity development and technical guidance, and</p> <p>(2) GPE promotes (at global and country levels) evidence-based and adaptive planning</p> <p>(3) GPE promotes and facilitates cross-national sharing of evidence and good practice</p> <p>(4) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector planning</p> <p>– Côte d'Ivoire government produces and owns credible and evidence-based sector plans focused on equity, efficiency, and learning.</p>	<p>Country level stakeholders (MENETFP, LEG members) have the capabilities (knowledge and skills), opportunities (resources, conducive external environment), and motivation (political will, incentives) to jointly and collaboratively improve sector analysis and planning.<sup>308</sup></p> <p>GPE has sufficient leverage within the country for GPE financial and non-financial support to influence sector planning, including LEG existence and functioning.</p> <p>EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data.</p>	Contribution claim A: GPE (financial and non-financial) support and influence contribute to the <i>development</i> of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.

<sup>307</sup> Critical assumptions are events and conditions necessary for the respective logical link (mechanism) to work.

<sup>308</sup> Mayne (2017) suggests analyzing changes in individual or organizational 'capacity', as the foundation of behavioral and practice change, by exploring the three interrelated dimensions of capabilities, motivation, and opportunity. See: Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017.

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>307</sup>	(IMPLICIT) CONTRIBUTION CLAIM
<b>2 - GPE contributions to sector plan implementation, sector monitoring, and dialogue</b>			
2.1	<p>BECAUSE</p> <p>(1) GPE provides GRA grants,</p> <p>(2) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels, and</p> <p>(3) GPE promotes and facilitates cross-national sharing of evidence and good practice,</p> <p>– there is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring.</p>	<p>GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning.</p> <p>Country level stakeholders (MENETFP, LEG members) have the capabilities (knowledge and skills), opportunities (including resources), and motivation (including political will and incentives) to work together to solve education sector issues.</p>	Contribution claim B: GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to <i>mutual accountability</i> for education sector progress.
2.2	<p>BECAUSE</p> <p>(1) GPE advocates for and establishes mechanisms for increased, harmonized, and better aligned international financing for education, and</p> <p>(2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes</p> <p>– there is more and better financing for education is mobilized in the country.</p>	<p>GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing.</p> <p>External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.</p>	Contribution claim C: GPE advocacy and funding requirements contribute to more and better financing for education in the country.
2.3, 2.4, 2.5, 2.6 2.7 and 2.8	<p>BECAUSE –</p> <p>(1) GPE provides funding through PDGs and ESPIGS,</p> <p>(2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation,</p>	<p>Relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan.</p> <p>Available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan.</p>	Contribution claim D: GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation</i> of sector plans.

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>307</sup>	(IMPLICIT) CONTRIBUTION CLAIM
	<p>(3) there is mutual accountability for education sector progress,</p> <p>(4) the country has developed a credible and evidence-based sector plan,</p> <p>(5) more and better domestic and international financing for education is available,</p> <p>(6) GPE promotes and facilitates cross-national sharing of evidence and good practice (including through GRA-supported projects)</p> <p>(7) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector plan implementation</p> <p>– Côte d'Ivoire implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning.</p>	<p>Country-level development partners have the motivation and opportunity (e.g., directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum.</p> <p>Country-level stakeholders (MENETFP, LEG members) take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation.</p> <p>The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.</p>	
<b>3. From country-level objectives to system-level change (intermediary outcome)</b>			
3.1	<p>BECAUSE</p> <p>Côte d'Ivoire implements and monitors realistic, evidence-based education sector plans based on equity, efficiency and learning –</p> <p>the education system becomes more effective and efficient towards delivering equitable quality educational services for all.</p>	<p>Education sector plan implementation leads to improvements of previous shortcomings in the education system including related to each of, as well as to the interaction between elements such as:</p> <p>Sector management</p> <p>Effective and efficient use of available resources.</p> <p>Effective sector management at national, sub-national and local/school levels .</p> <p>Evidence-based, transparent decision making – e.g., regularly conducted quality learning assessments, regularly collected data on EMIS, transparency and reporting of data, integrated and effective data systems to facilitate use.</p>	Contribution claim E: The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall <i>education system</i> .



#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>307</sup>	(IMPLICIT) CONTRIBUTION CLAIM
		<p>Learning:</p> <p>Appropriate and available education inputs – e.g., curricula, textbooks and other teaching/learning materials, school infrastructure, lesson plans/teacher training tools, numbers and allocations of trained teachers, teachers trained in using existing curricula and related materials, incentives for teachers, teacher supervision.</p> <p>Quality of teaching/instruction – e.g., instructional time, language of instruction, appropriate pedagogy (teaching at right level), teacher-learner relationship, effective school management.</p> <p>Equity:</p> <p>Removal of barriers to school participation for all learners</p> <p>Inclusive learning environment.</p>	
3.2	<p>BECAUSE</p> <p>(1) sector plan implementation includes provisions for strengthened EMIS and LAS, and</p> <p>(2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress</p> <p>– country produces and shares disaggregated data on equity, efficiency, and learning.</p>	<p>There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze and report on available data and maintain EMIS and LAS.</p> <p>There are clearly delineated roles and responsibilities to produce data, report against data, and use data to monitor implementation.</p>	
<b>4. From system-level change (intermediate outcomes) to impact</b>			
4	<p>BECAUSE of improvements at the level of the overall education system, there are improved learning outcomes and improved equity, equality, and inclusion in education.</p>	<p>Changes in the education system positively affect learning outcomes and equity.</p> <p>Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.</p>	<p>Contribution claim F: Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.</p>

## Appendix III Evaluation methodology

168. The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.<sup>309</sup> The guiding frameworks for the evaluation are the **evaluation matrix** (Appendix I) and the **country-level** theory of change for Côte d'Ivoire (Appendix II).<sup>310</sup>

169. The overall approach to this evaluation is theory-based and uses **contribution analysis** (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.<sup>311</sup>

170. The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in questions are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review

171. The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during an eight-working day mission to Côte d'Ivoire from February 26 - March 7, 2018; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

172. Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- a. Document and literature review (see Appendix VI for a bibliography)

<sup>309</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

<sup>310</sup> This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

<sup>311</sup> See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex*, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

- b. Stakeholder consultations through individual and group interviews in Côte d'Ivoire. In addition, telephone interviews were conducted with the Secretariat country focal point, and World Bank staff members currently based in Washington. Appendix VII provides a list of consulted stakeholders. In total, the evaluation team interviewed 62 individuals (see Box iii.1), of which 9 were women.

**Box iii.1: Consulted Stakeholders**

Ministry of Education (MENETFP): 20  
 Other government departments: 10  
 Grant Agent (World Bank): 1  
 Coordinating Agency (AFD): 1  
 Civil Society/Teacher Organizations: 14  
 Development partners/donors: 15  
 Secretariat: 1

- c. Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.<sup>312</sup>

173. The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

<sup>312</sup> The key sources of data are the UNESCO Institute for Statistics (UIS) database, [data.uis.unesco.org](http://data.uis.unesco.org); the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1>; and country-level datasets and data sources.

## Appendix IV Stakeholder mapping

174. The table below is adapted from the generic stakeholder mapping presented in the assignment inception report and tailored to the Côte d'Ivoire context.

**Table iv.1** *Stakeholder mapping within the Côte d'Ivoire context*

Stakeholder	Interest in/Influence on GPE country-level programming Importance for the evaluation	Role in the country-level evaluation
<i>Global</i>		
Secretariat	<b>Interest:</b> High. <b>Influence:</b> High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. <b>Importance:</b> High	The main internal stakeholders and users of the evaluation; key informants; facilitated the evaluation team's contacts with external stakeholders. Country lead was consulted both before and after the country field mission. The evaluation team shared and discussed the presentation of preliminary findings with Secretariat staff.
Board members (from developing countries included in the sample)	<b>Interest:</b> High. <b>Influence:</b> High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies. <b>Importance:</b> High	Côte d'Ivoire is represented on the GPE Board through the constituency Africa 2. Current Board members are from Chad (board member) and Madagascar (Alternate).  These board members were <i>not</i> consulted during the course of this country evaluation
<i>Country-level</i>		
<i>Government of Côte d'Ivoire</i>		
Ministère de l'Éducation nationale et de l'enseignement technique et formation professionnelle (MENETFP)	<b>Interest:</b> High <b>Influence:</b> High. Responsible for shaping and implementing education sector policy and managing related financing. <b>Importance:</b> High. Main partner for GPE grant design and implementation.	Key informants at country level. Senior MENETFP staff were interviewed in person during the country visit.
Ministère de l'Économie et des Finances (MEF)	<b>Interest:</b> Medium-High. Education is one among various competing priorities in Côte d'Ivoire. <b>Influence:</b> Medium-High. Responsible for budget allocations to the education sector. Until now, low influence on donor	The ministry did not respond to the evaluation team's request for a consultation during or after the field visit and was, in consequence, <i>not</i> consulted for this evaluation.

Stakeholder	Interest in/Influence on GPE country-level programming Importance for the evaluation	Role in the country-level evaluation
	harmonization and use of mechanisms such as pooled funding. <b>Importance:</b> High.	
<b>Other ministries with responsibilities for the education sector:</b> Ministère de l'Enseignement supérieur et de la recherche scientifique (MESRS)	<b>Interest:</b> Medium <b>Influence:</b> Medium. The ministry is not a standing member of the LEG but is a relevant player in influencing the education sector. <b>Importance:</b> Medium	Informants at country level. Senior MESRS staff were interviewed in person during the country visit.
<i>Key Education Sector Stakeholders (national level)</i>		
Grant Agent (World Bank)	<b>Interest:</b> High <b>Influence:</b> High. Responsible for managing last two ESPIGs in Côte d'Ivoire. <b>Importance:</b> High	Key informants at country level. Both current and former staff members were consulted during the country visit and by telephone respectively.
Coordinating Agency (AFD)	<b>Interest:</b> High <b>Influence:</b> Medium-High. Through its facilitating role, the coordinating agency played an important role the functioning of the LEG. <b>Importance:</b> High	AFD provided invaluable logistical support to the evaluation team. Key informants at country level - interviewed during the country visit.
Development Partners (donor agencies, multilateral organizations)	<b>Interest:</b> High <b>Influence:</b> Medium-High, both through their participation in, and contributions to the LEG and to sector dialogue and monitoring, as well as through other development partner activities in the education sector. <b>Importance:</b> High	Key informants at country level who were interviewed in person during the country visit.
International nongovernmental organizations	<b>Interest:</b> High <b>Influence:</b> Medium-Low. Members of the LEG with growing, but still somewhat limited influence compared to bilateral/multilateral development partners. <b>Importance:</b> High	Key informants at country level. Were consulted during the country site visit.
Domestic nongovernmental organizations	<b>Interest:</b> High <b>Influence:</b> Medium-Low. Are member of he LEG, and, as such, increasingly recognized	Key informants at country level. Were consulted during the country site visit.

Stakeholder	Interest in/Influence on GPE country-level programming Importance for the evaluation	Role in the country-level evaluation
	as valuable partners, but have less influence than development partners who provide funding to the education sector. <b>Importance:</b> Medium-High	
Private sector representatives	<b>Interest:</b> Uncertain, medium-high for private school representatives. <b>Influence:</b> Medium. Not members of the LEG and no direct influence on education policymaking. But responsible – yet not in a coordinated way – for a substantial percentage of all schools in Côte d'Ivoire. <b>Importance:</b> Medium	Informants at country level. Were consulted during the country site visit.
Philanthropic foundations	<b>Interest:</b> High <b>Influence:</b> Medium-High, both through their participation in, and contributions to the LEG and to sector dialogue and monitoring, as well as through other activities in the education sector. <b>Importance:</b> High	Informants at country level. Were consulted during the country site visit.

175. Based on consultations with GPE Country Lead, the evaluation team did not conduct any consultations at the local and/or school level.





## Appendix V List of consulted individuals

176. 62 individuals were consulted over the course of this evaluation (of which, 8 women).

**Table v.1** *Consulted stakeholders*

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
MENETFP	BEUGRE, Gnamiem Yao	Direction des Écoles, Lycées et Collèges (DELC)	M
	KOFFI, Gnamke	DELC	M
	ZEBO, Pokou Ernest	DELC	M
	SATTOURE, Kouassi	DELC	M
	KOUAME, Aka Teamette	DELC	M
	N'DENI, Koty Gerard	DELC	M
	KOURAOUMA, Ibrahima	Coordinator General, IGEN	M
	KOUUKOUSSI,	Coordinator l'ESG, IGEN	M
	KOFFI, Faustin	Coordinator l'AVS, IGEN	M
	COULIBALY, Adama	Coordinator PEPP, IGEN	M
	KONE, Youssouf	Head CEEP, IGEN	M
	ZIMSOU, Raphael	IGEN	M
	BOUAH, Kabuan	Head CRASRE, IGEN	M
	DOSSO, Minaga Mariam	Director, Direction des examens et des concours (DECO)	W
	SANOGO, Alpha	Director, Département des Affaires Financières (DAF)	M
	BAMBA, Oga	DAF	M
	SILHUE, Nathan	Director, Direction de la Pédagogie et de la Formation Continue (DPFC)	M
	COULIBALY	DPFC	M
	KOURE, Gully	DPFC	M
	KOFFI, Christophe	GPE Focal Point	M
GPE Secretariat	Douglas Lehman	Country Lead Côte d'Ivoire	M
Task Force/PUAEB	YEO, Abraham	PUAEB Coordinator	M
	BINATE, Mamadou	Task Force Coordinator	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
	MAIGA, Saydou	M&E Officer	M
	BINEY, Francis	Former Task Force Coordinator	M
Ministère de l'Enseignement supérieur et de la recherche scientifique (MESRS)	SYLLA, Moussa	Director, Direction Centrale de la Planification, DCRP	M
	GAE, Ablé	Deputy Director, DCRP	M
	DAPRAH, Yaokra Basile	Deputy Director, DCRP	M
	KOYE, Alexis	Department Head, DCRP	M
	COULIBALY, Silamou	Department Head, DCRP	M
	KONE, Ibrahima	Deputy Director, DCRP	M
UNESCO	DIABY, Malick	National Professional Officer (NPO)	M
	DONGO, Edit Koffi	Assistant	W
	TAPSOBA, Christine	Intern	W
	KABLAN, Joakim	Intern	M
Soleil levant	GNAGBO, Christophe	President	M
	KRASSOU, Aka Richard		M
Ecole Pour Tous	DOUAMIA, Amadou		M
RIP-EPT	KOUAME, Paulin Junior	Coordinator	M
	ROBALE, Kagotti		M
	DELI, Siaba		M
World Bank	RAMANANTOANINA, Patrick	Education Specialist	M
AFD	CORTESE, Laurent	Chef de file	M
UNICEF	MZE-BOINE, Aby	Head of Education	M
Jacobs Foundation	VIGANI, Sabina	Country Director	W
WFP	BADEJO SANOGO, Adeyinka	Director and Resident Representative	W
	AETU, Bema	Head of Programme	W
	BIDIO, Kouassi		M
Millennium Challenge Corporation (MCC)	NDIAYE, Aida Alassane	NDIAYE, Aida Alassane	W
	KOUSSI, Yao	KOUSSI, Yao	M
	DEDE, Florence	DEDE, Florence	W
	KOFFI, Sofia	KOFFI, Sofia	M
	YODA,	YODA,	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
	KOFFI N'Guessan	KOFFI N'Guessan, Focal Point MCC dayu MENETFP	M
L'Organisation des Établissements d'Enseignement Confessionnel Islamique de Côte d'Ivoire (OEECI)	KONATE Aboubakary	President	M
Fédération Nationale des Établissements Privés Laïcs de Côte d'Ivoire (FENEPLACI)	TIÉMOKO, Gohidé	President	M
Écoles Méthodistes	GOUA, Agoh David		M
Syndicat National des Formateurs de l'Enseignement Technique et de la Formation Professionnelle de Côte d'Ivoire (SYNAFETP-CI)	ABONGA, Jean Yves Koutouan	National Secretary	M
Syndicat National de l'Enseignement Primaire Public de Côte d'Ivoire (SNEPPCI)	GNELOU, Paul	National Secretary	M
Mouvement des Instituteurs pour la Défense de leurs Droits (MIDD)	KOMOE, Mesmin	National Secretary	M
	KONATE, Samba	Communication Officer	M
Coordination Nationale des Enseignants-Chercheurs et Chercheurs de Côte d'Ivoire (CNEC)	JOHNSON, Kouassi	National Secretary	M



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## Appendix VII Ratings of contribution claims and assumptions

177. To illustrate evaluation findings on the likely validity of the different elements, and the assumed logical linkages between these elements in the GPE country-level theory of change, the evaluation team used a simple color rating approach to rate (i) the extent to which available evidence **supported different contribution claims** outlined in the ToC; (ii) the **strength of the various assumptions** that had been identified as underlying each contribution claim. Tables vii.1 and vii.2 below illustrate the criteria applied to guide these ratings.

**Table vii.1** Definition of color-coded ratings for contribution claims

Evidence <b>supports</b> the contribution claim. <sup>313</sup>	<ul style="list-style-type: none"> <li>• <b>Envisaged objective has been fully or mostly achieved (e.g., a country owned credible ESP has been developed)</b></li> <li>• All or most of the underlying assumptions as outlined in the theory of change apply (i.e., are rated 'strong')</li> <li><i>and/or</i></li> <li>• There are no alternative explanations that would suffice/are more likely than elements in the ToC to explain the change</li> </ul>
Evidence <b>partly supports</b> contribution claim	<ul style="list-style-type: none"> <li>• <b>Envisaged objective has been partly achieved (e.g., ESP has been developed, but is not country-owned)</b></li> <li>• Half <i>or</i> more of the underlying assumptions as outlined in the theory of change apply only partially (i.e., are rated 'moderate')</li> <li><i>and/or</i></li> <li>• There are some alternative explanations that are as or more likely than elements in the ToC to explain noted change</li> </ul>
Evidence <b>does not support</b> contribution claim	<ul style="list-style-type: none"> <li>• <b>Envisaged objective has not or only marginally been achieved (e.g., ESP has not been developed; no positive change in quality/amounts of education sector funding)</b></li> <li>• Half or most of the underlying assumptions as outlined in the theory of change do not apply (i.e., are rated 'red')</li> <li><i>and/or</i></li> <li>• There are alternative explanations that are more likely than the elements of the ToC to explain the noted change</li> </ul>
<b>Insufficient evidence</b> to assess the likely validity of the contribution claim	<ul style="list-style-type: none"> <li>• No/insufficient data on whether the envisaged objective has or has not been achieved</li> <li>• For all or most of the underlying assumptions as outlined in the theory of change it is unclear if they apply or not (i.e., they are rated 'white', see assumptions rating below)</li> </ul>

<sup>313</sup> While it does not *prove* the claim, evidence suggests that contribution claim is *more likely than not* to be true

**Table vii.2** *Definition of color-coded ratings for likelihood of underlying assumptions holding true in the country context*

Strong	Evidence deriving from all or most lines of enquiry indicates that this assumption applies in the given context. <i>And</i> There is no evidence that contradicts the application of this assumption
Moderate	Evidence deriving from all or most lines of enquiry indicates that the assumption only partly applies in the given context <i>And/or</i> There is some evidence that indicates that this assumption does not apply
Weak	Evidence from all or most lines of inquiry indicates that this assumption does not apply in the given context
Insufficient data	Available evidence does not allow assessing the assumption, i.e., available evidence either does not address the specific assumption or is inconclusive on whether it applies or not.

Table vii.3 applies this color coding to the Côte d'Ivoire context and illustrates the relationship between the six **contribution claims** and the various **underlying assumptions** for each of them.<sup>314</sup>

**Table vii.3** *Contribution claims and underlying assumptions*

Contribution Claim	Underlying assumptions	Rating
A: GPE (financial and non-financial) support and influence contribute to the development of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.	Country level stakeholders have the <i>capabilities</i> (knowledge and skills) to jointly and collaboratively improve sector analysis and planning	
	Country level stakeholders have the <i>opportunities</i> (resources, conducive external environment) to jointly and collaboratively improve sector analysis and planning	
	Country level stakeholders have the <i>motivation</i> (political will, incentives) to jointly and collaboratively improve sector analysis and planning.	
	GPE has sufficient leverage within the country for GPE support to influence sector planning, including LEG existence and functioning.	
	EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data.	

<sup>314</sup> We have slightly adapted the list of underlying assumptions that had been presented in the inception report, by in one case separating one complex assumption into three separate ones (to distinguish between changes in key actors' motivation, opportunity and capabilities), and in another case merging two assumptions that addressed the same issue (reporting and use of EMIS data).

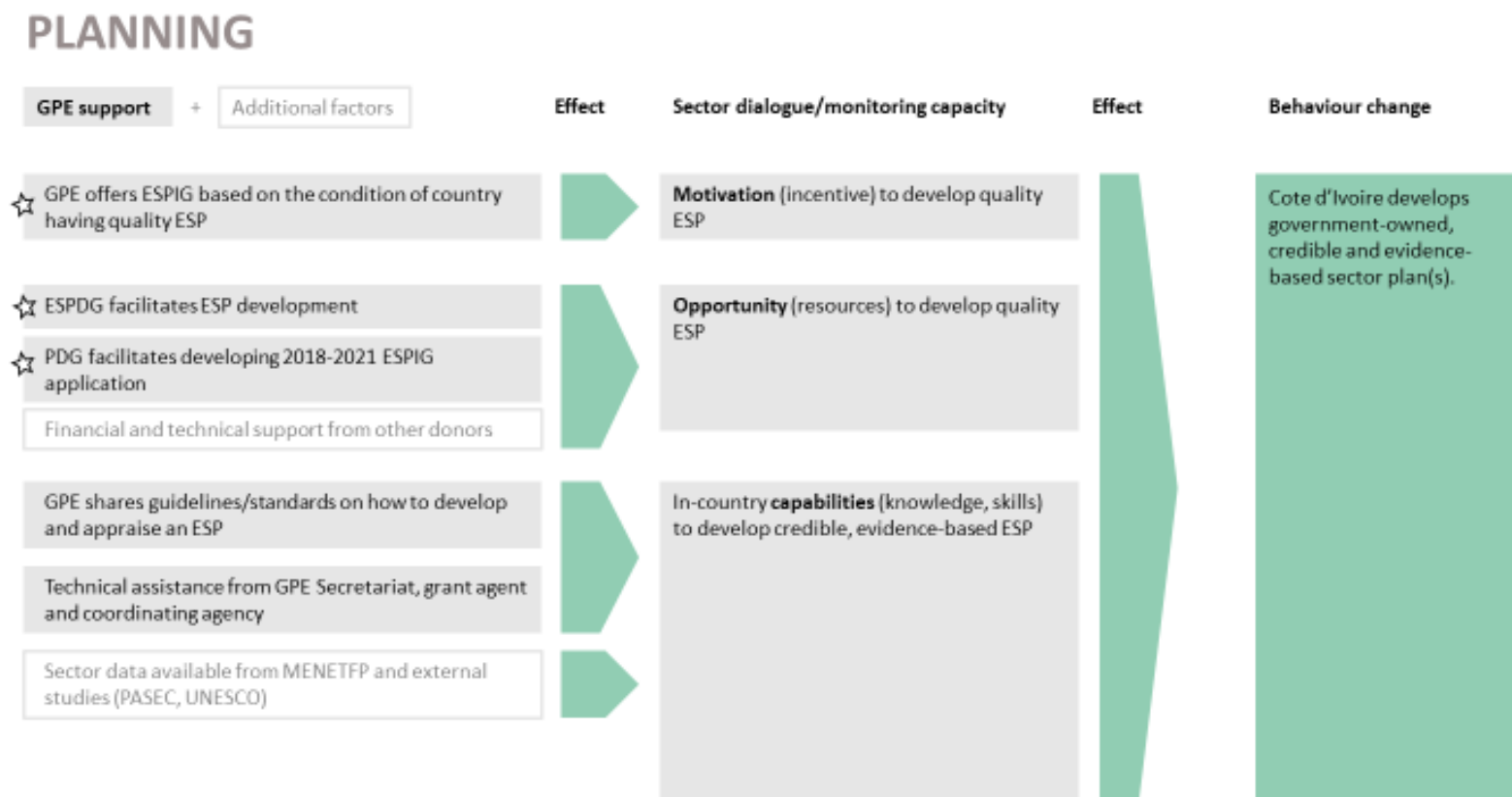
Contribution Claim	Underlying assumptions	Rating
<b>B:</b> GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to <i>mutual accountability</i> for education sector progress.	GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning	
	Country level stakeholders have the capabilities (knowledge and skills) to work together to solve education sector issues	
	Country level stakeholders have the opportunities (including resources) to work together to solve education sector issues	
	Country level stakeholders have the motivation (including political will and incentives) to work together to solve education sector issues	
Contribution Claim	Underlying assumptions	Rating
<b>C:</b> GPE advocacy and funding requirements contribute to <i>more and better financing for education</i> in the country	GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing	
	External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.	
Contribution Claim	Underlying assumptions	Rating
<b>D:</b> GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation</i> of sector plans.	Relevant government actors have the motivation (political will, incentives) to implement all elements of the sector plan.	
	Relevant government actors have the opportunity to implement all elements of the sector plan. (Conducive environment, domestic and international funding is sufficient in quantity and adequate in quality)	
	Relevant government actors have the technical capabilities to implement all elements of the sector plan.	
	Country-level development partners have the motivation and opportunity (e.g., directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum	
	Country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation.	
	The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.	

Contribution Claim	Underlying assumptions	Rating
<b>E:</b> The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall <i>education system</i> .	Education sector plan implementation leads to improvements of previous shortcomings in the education system including in relation to:	
	Sector management (e.g., effective and efficient use of available resources)	
	Learning (e.g., appropriate and available education inputs – e.g., curricula, textbooks and other teaching/learning materials, school infrastructure, instructional time, school management)	
	Equity (e.g., removal of barriers to school participation for all learners)	
	There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze, report on and use available data and maintain EMIS and LAS	
Contribution Claim	Underlying assumptions	Rating
<b>F:</b> Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.	Changes in the education system positively affect learning outcomes and equity.	
	Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.	



## Appendix VIII Visual summary of contribution claim analyses

Figure viii.1 GPE contributions to strengthening sector planning<sup>315</sup>



<sup>315</sup> GPE contributions marked with a star are those that appear to have made the most distinct contribution to capacity changes.

Figure viii.2 GPE contributions to strengthening sector dialogue and monitoring

## Sector dialogue and monitoring

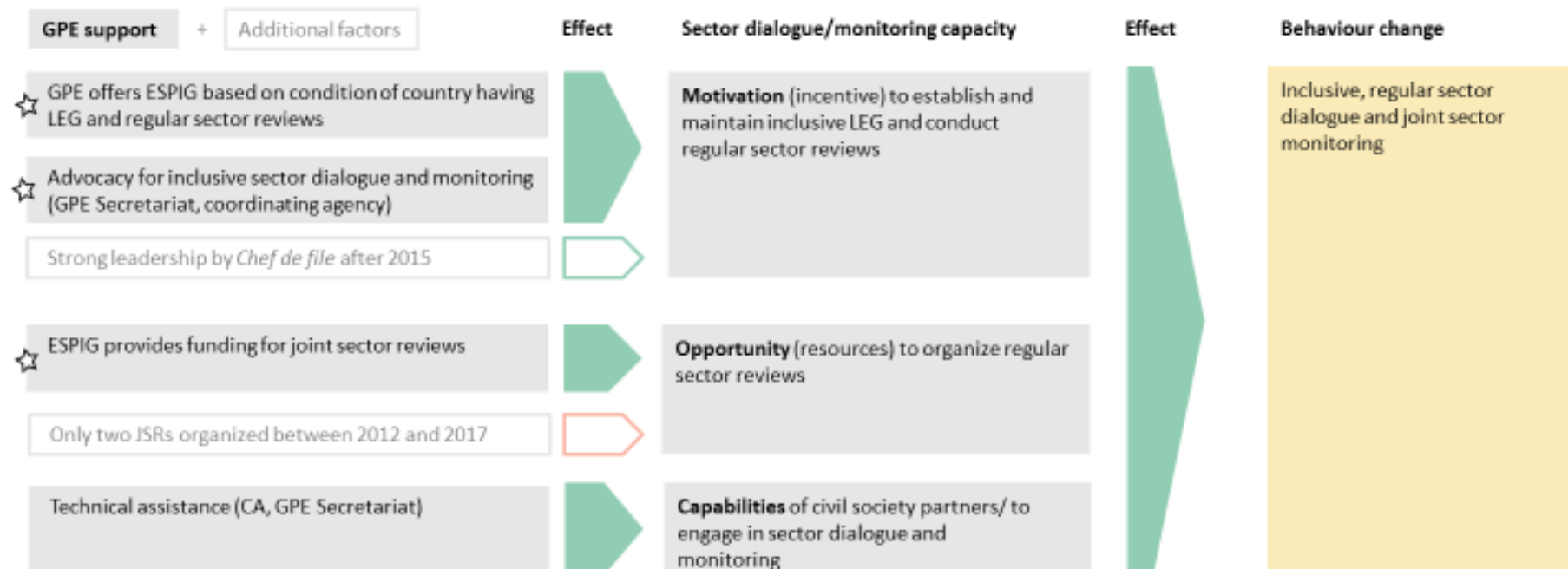


Figure viii.3 GPE contributions to more and better sector financing

## Sector financing

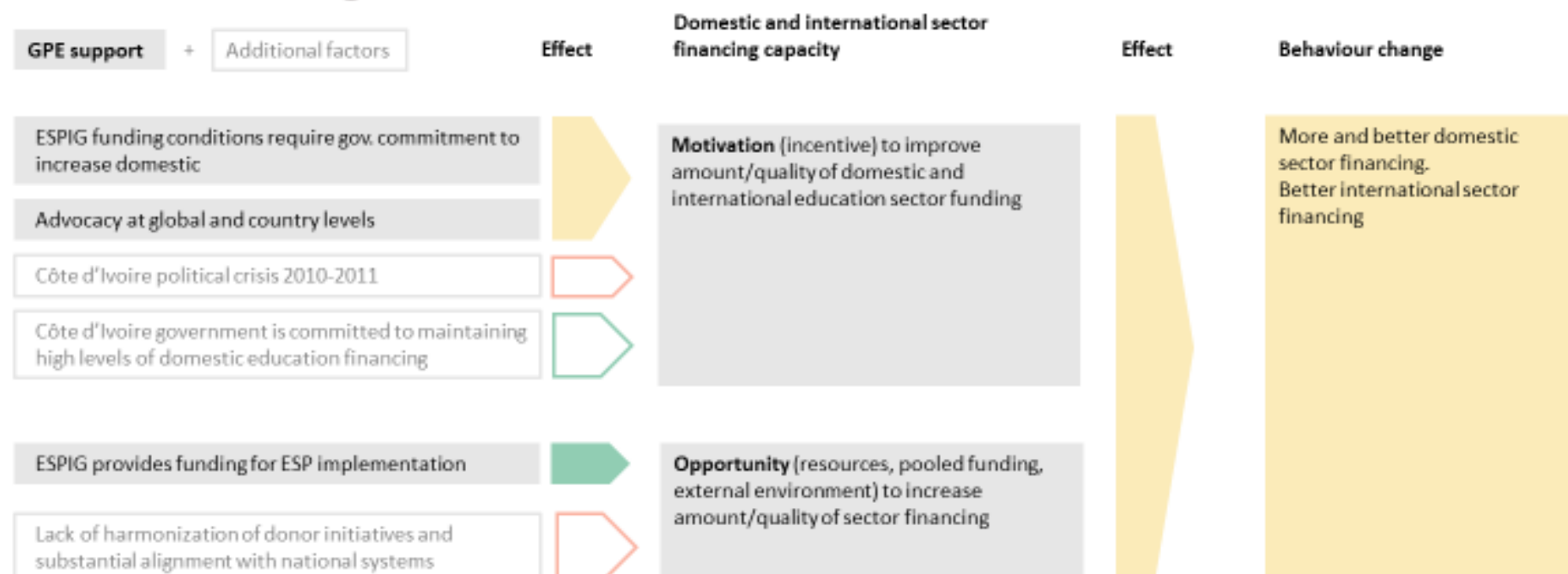
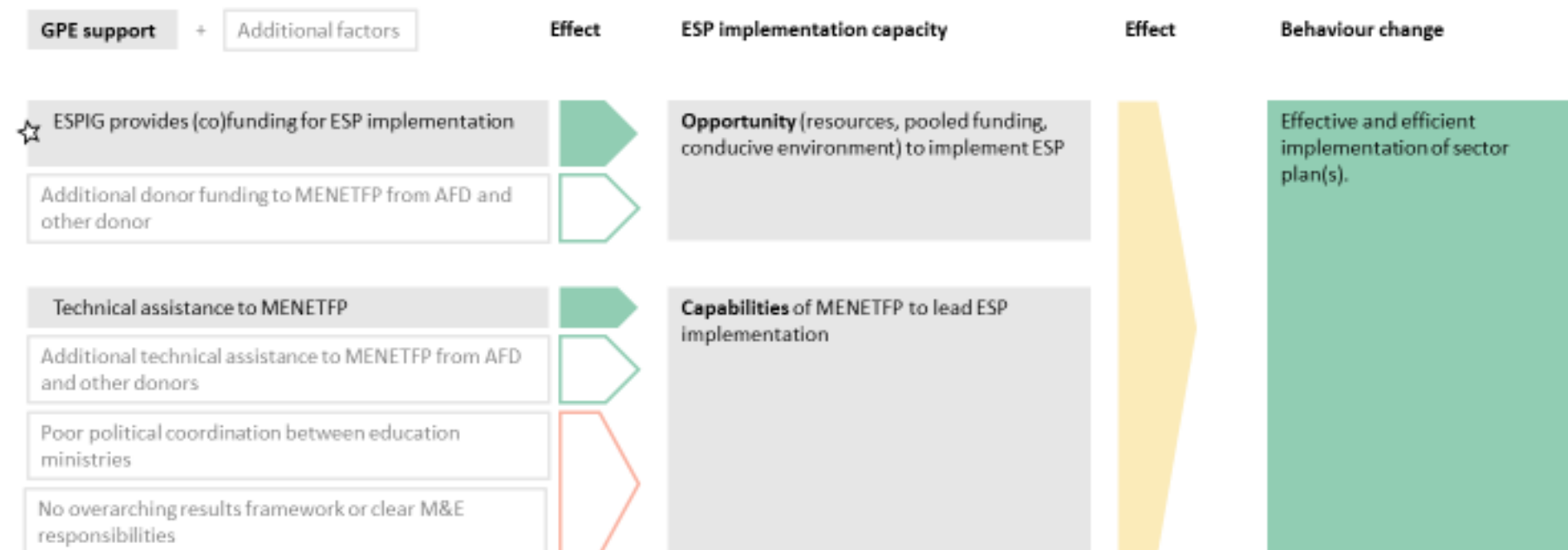


Figure viii.4 GPE contributions to ESP implementation

## Sector plan implementation



## Appendix IX Progress towards PUAEB 2012-2017 objectives<sup>316</sup>

PUAEB COMPONENT	INDICATORS	TARGET	ACHIEVED	STATUS 2017
Component One: Restoring and increasing access to basic education services	Number of additional primary school classrooms:	(i) 1,000	(i) 1,002	MET
	(i) Constructed	(ii) 267	(ii) 270	
	(ii) Rehabilitated	Total: 1,267	Total: 1,272	
	Equipping 1,000 classes with table-benches or acquisition of 4,020 table-benches	4,020	4,020	MET
	Equipping existing classes with table-benches or acquisition of 25,000 table-benches	25,000	25,069	MET
	Construction of 141 latrine units and water points	141	142	MET
	Number of direct beneficiaries of the project	(i) 50,680 <sup>317</sup>	(i) 50,880	MET
	(i) Students enrolled in primary school	(ii) 2,400	(ii) 2,400	
	(ii) Students enrolled in lower secondary schools built	(iii) 45%	(iii) 47.5%	
	(iii) % of which are female			
	Financial incentives/motivations awarded to female students based on merit	450	463	MET
Component Two: Rehabilitating and improving the conditions for teaching and learning	Number of additional qualified primary teachers resulting from the project intervention	15,200	24,000	MET
	Construction of local colleges (lower secondary schools)	7	7	MET
	Assessment systems for student achievements in primary school (rating scale)	3	3	MET
	(i) Number of school books purchased and distributed	(i) 1,000,000	(i) 1,000,270	MET
	(ii) Number of library books purchased (reading corners)		(ii) 52,500	

<sup>316</sup> Source: PUAEB completion report, 2017. Several activities carried out under PUAEB were not planned in the results framework: rehabilitation of 7 CAFOP (Centre de Formation et d'Animation Pédagogique) equipped with furnishing and educational material; education of students in bridging classes outside the education system; construction of 2 CAFOP; the extension of the lower secondary school of Abongoua; capacity building of the central departments and services and services attached to the MENETFP in computer and communication equipment (105 desktops, 271 laptops, 79 printers, 21 photocopiers, 23 video projectors, 14 servers, etc.).

<sup>317</sup> The indicator was revised following the last project restructuring in March 2017.

PUAEB COMPONENT	INDICATORS	TARGET	ACHIEVED	STATUS 2017
	Student/teacher ratios in public schools (by region)	40.1	42.5	NOT MET
Component 3: Restoration and strengthening of the administrative, technical, educational and supervisory capacity of the education system <sup>318</sup>	Number of heads of DREN ( <i>Direction Régionale de l'Education Nationale</i> ), school directors and trained inspectors and pedagogic advisers.	8,500	8,670	MET
	Number of COGES members trained	3,000	5,232	MET

<sup>318</sup> The indicator related the Integrated Management System was removed following the penultimate project restructuring in September 2016.

## Appendix X Data on GPE results framework

**Table x.1** *ESPIG Performance*

GPE RF INDICATOR / EVALUATION MATRIX INDICATOR	INDICATOR VALUE
<b>RF20: ESPIG supports EMIS/learning assessment system</b>	<p><b>On EMIS:</b> According to GPE's RF data, an EMIS was established in 2017.</p> <p><b>On learning assessment system:</b> According to GPE's RF data, the ESPIG supported learning assessment systems in 2016, but not in 2017.</p>
<b>RF21: Proportion of textbook purchases of ESP funded through ESPIG</b>	<p><b>Target not achieved (2016)</b></p> <p>Textbook target: 200,000</p> <p>Achieved: 0</p>
<b>RF 22: Proportion of teachers trained of ESP funded through ESPIG</b>	<p><b>Increased number of teachers trained</b></p> <p>According to the GPE RF for Côte d'Ivoire, the target number of teachers trained decreased between 2016 to 2017 from 8,500 to 6,500. However, the number of actual teachers trained saw an increase. In 2016, 5,000 teachers were trained (58.8% of the target) while in 2017, 6,777 teachers were trained, surpassing the target (104%).</p>
<b>RF 23: Proportion of classrooms built of ESP funded through ESPIG</b>	<p><b>Increased number of classrooms build or rehabilitated across each ESPIG</b></p> <p>Data from 2016 shows that the ESPIG's target of classrooms built or rehabilitated was surpassed: 499 classrooms were completed/rehabilitated against a target of 300. In 2017, the 670 classrooms target was attained with 673 classrooms built or rehabilitated (100%)</p>
<b>RF 25: Progress made towards objectives/targets outlined in ESPIG agreement</b>	<ul style="list-style-type: none"> <li><b>Moderately satisfactory</b></li> <li>According to the GPE's RF 2017 data for Côte d'Ivoire, the GA rated the ESPIG as moderately satisfactory and marked it as slightly behind in terms of implementation status.</li> </ul>

**Table x.2** *System-Level*

GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR CÔTE D'IVOIRE
<b>RF10: increased share of public expenditure allocated to education</b>	<p><b>Increased expenditure allocated to education and above target</b></p> <p>The share of public expenditure allocated to education is above 20 percent, and has risen between 2014 (25 percent) and 2016 (31.1 percent), according to GPE results framework data, 2017 collection</p>
<b>RF11: equitable allocation of teachers, as measured by the variance in the ratio of pupils to trained teachers across schools (covered under measures for equity)</b>	<b>Insufficient data</b>



GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR CÔTE D'IVOIRE
<b>RF12: improved ratios of pupils to trained teachers at the primary level (covered under quality of teaching/instruction)</b>	<p><b>Improved pupil/ teacher ratio, but does not meet the minimum threshold</b></p> <p>According to the GPE's RF 2016, in 2013 and 2014 the pupil/teacher ratio at the primary level was 50/1. According to the GPE's RF 2017, the ratio improved to 42.5/1, however, this is still above the target of 40/1.</p>
<b>RF13: reduced student dropout and repetition rates (covered under sector management)</b>	<p><b>Limited signs of improvement</b></p> <p>According to GPE RF data from 2016, the Internal Efficiency Coefficient (IEC) at the primary level was stable at 70 in 2000 and 2010, before decreasing to in 2013 and increasing to 69.8 in 2014. The IEC at the lower secondary level decreased from 82.8 (2007) to 78.1 (2013) and 76.2 (2014).</p>
<b>RF14: the proportion of key education indicators the country reports to UIS (covered under evidence-based, transparent decision-making)</b>	<p><b>Country meets key indicators criteria (minimum 10/12)</b></p> <p>Category 1 (Outcome Indicators) and Category 3 (Financing Indicators) were all met. 50% of Category 2 (Delivery Indicators) were met. Indicators for pupil/ teacher ratio (lower secondary) and percentage of teachers trained (lower secondary) were not met.</p>
<b>RF15: the existence of a learning assessment system for basic education that meets quality standards (covered under evidence-based, transparent decision-making)</b>	<p><b>An assessment system established</b></p> <p>GPE's 2016 data on this indicator classifies Côte d'Ivoire's learning assessment system as "established" and therefore meets quality standards.</p>
<p><b>RF16:</b></p> <p>a) Number of endorsed ESP/TEP quality standards met by the ESP - that is, meeting at least 5 out of a possible total of 7 standards for ESPs, and at least 3 out of a possible total of 5 standards for TEPs.</p> <p>b) Does the ESP have a teaching and learning strategy meeting quality standards?</p> <p>c) Does the ESP have a strategy to respond to marginalized groups meet?</p> <p>d) Does the ESP have a strategy to improve efficiency that meets quality standards? (4/5)</p>	<p>The ESP 2016-2025 (PDEF) overall met quality criteria 16a-16d:</p> <p>a) <b>Met minimum requirements for ESP</b> Met 6 out 7 criterions, did not meet criteria 5 (monitorable).</p> <p>b) <b>Met 5/5 ESP criteria</b></p> <p>c) <b>Met 5/5 ESP criteria</b></p> <p>d) <b>Met 5/5 ESP criteria</b></p>
<b>RF17: Country has a data strategy that meets quality standards to address data gaps in key outcome, service delivery and financing indicators.</b>	<p><b>GPE's 2016 and 2017 collections do not report on this indicator</b></p> <p>No data available in available documents.</p>

GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR CÔTE D'IVOIRE
<b>RF18: Total number of Joint Sector Reviews (JSR), which meet quality standard- that meet at least 3 out of 5 criteria</b>	<b>Did not meet minimum criteria</b> The GPE's RF 2016 data show that the 2014 JSR met 2/5 criteria. It met the criteria for being evidence-based and comprehensive, but not the criteria for being participatory and inclusive, a monitoring instrument, or anchored into an effective policy cycle.
<b>RF19: Local Education Group (LEG) has representation of both Civil Society Organization(s) (CSO) and Teacher Organization(s) (TO)</b>	<b>Improved representation</b> In 2016, only Civil Society Organizations were represented. In 2017, both civil society and teacher organizations were represented.

Table x.3 *Impact-Level*

	LATEST DATA, ANY CHANGES BETWEEN BEFORE 2014 AND AFTER 2014
<b>RF1: Improved learning outcomes at primary level</b>	There is no data available for Côte d'Ivoire in GPE's RF data from 2016 or 2017.
<b>RF2: More children under five years developmentally on track in health, learning and psychosocial wellbeing</b>	There is no data available for Côte d'Ivoire in GPE's RF data from 2016 or 2017.
<b>RF3: Increased number of children in school supported by GPE</b>	<b>Decreased number of students supported</b> At the primary level, 66,726 children were supported in 2015 and 42,761 in 2016. For lower secondary, 6,541 children were supported in 2015 and 4,192 in 2016.
<b>RF4: Improved primary and lower secondary completion rates, total and by gender (using Gross Intake Ratio to the last grade of primary/lower secondary education as a proxy)</b>	<b>Limited data, no assessment made</b> According to GPE's 2016 data for Côte d'Ivoire, the gross intake ratio (GIR) for primary school is 62.13 for both genders, 55.99 for females and 68.24 for males. For secondary school, the GIR is 34.56 for both genders, 28.39 for females, and 40.66 for males. According to UIS data, GIR for both genders at the primary level increased from 54.31 in 2013 to 65.91 in 2016; while female GIR increased from 47.93 to 60.02 and male GIR from 60.64 to 71.79. At the lower secondary level, UIS data show that overall GIR increased from 31.58 in 2012 to 39.52 in 2016; while female GIR increased from 25.92 to 32.63 and male GIR from 37.15 to 46.36.
<b>RF5: Improved gender equity in primary and lower secondary completion rates (measured by Gender Parity Index of completion)</b>	<b>Slight improvement in gender equity in primary. No change for lower secondary.</b> GPE's 2017 RF data show a gender parity index (GPI) of 0.82 in primary aged students, and 0.7 for lower secondary students. UIS data indicates a small improvement in GPI for primary aged students from 0.79 in 2013 to 0.83 in 2016. UIS data indicates no change in lower secondary aged students (0.7 in 2013 and 2016).

	LATEST DATA, ANY CHANGES BETWEEN BEFORE 2014 AND AFTER 2014
<b>RF6: Increased pre-primary gross enrollment</b>	<p><b>Increase of pre-primary gross enrollment rate (GER)</b></p> <p>According to the GPE's 2017 collection, the pre-primary gross enrollment rate is 6.97 for both genders. For females, the GER is 6.99 and the males' GER is 6.95.</p> <p>According to the UIS there was an increase in pre-primary enrollment (both genders): 111,384 (2013), 129,371 (2014), 144,128 (2015), and 161,696 (2016)</p> <p>Female pre-primary enrollment saw a slight increase. 55,275 (2013), 64,373 (2014), 72,007 (2015), and 80,885 (2016)</p> <p>Male pre-primary enrollment also saw a slight increase. 56,109 (2013), 64,998 (2014), 72,121 (2015), and 80,811 (2016)</p>
<b>RF7: Reduced out-of-school rates, total and by gender, for children of primary school age, and children of lower secondary school age</b>	<p><b>Out-of-school rates in primary decreased.</b></p> <p>According to the UIS data, out of school rate in primary school level for both genders decreased. 1,084,851 (2013), 938,595 (2014), 818,619 (2015), and 461,892 (2016)</p> <p>Out of school rate in primary for females decreased. 589,122 (2013), 549,975 (2014) 495,275 (2015), and 318,196 (2016)</p> <p>According to the UIS data, out of school rate in primary for males decreased. 495,729 (2013), 388,620 (2014), 323,344 (2015), and 143,696 (2016)</p> <p>Out of school rate in lower secondary for both genders decreased: from 1,058,505 (2014) to 990,322 (2016)</p> <p>Out of school rate in lower secondary for females decreased: from 606,506 (2014) to 575,352 (2016)</p> <p>Out of school rate in lower secondary for males decreased: from 451,999 (2014) to 414,970 (2016)</p>