

RESULTS FOR LEARNING REPORT 2013



**FACING THE CHALLENGES
OF DATA, FINANCING
AND FRAGILITY**

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Foreword

It is my pleasure to introduce the *Results for Learning Report* of the Global Partnership for Education, now, in 2013, in its second year. This report illustrates the focus on results that the Global Partnership values. **Behind the data, there are children who go to school, and children who do not go to school. There are children learning and fulfilling their potential, and children who are not.** We cannot forget our duty to provide quality education to all children, and we cannot underestimate the challenges ahead.

This report shows that we are not on target to reach universal primary education by 2015. We are facing a learning crisis in developing countries, and we need to focus on this crisis. While access to education has been at the forefront of the global agenda in education, the issue of learning has not received sufficient attention until recently. Learning will be a key priority in the years to come.

To confront the challenges, the Global Partnership supports countries and their partners in their efforts to develop and implement sound education sector policies. **Sound policies are rooted in national contexts** and cannot be defined outside these contexts. The dialogue between GPE partners at the country level is therefore pivotal. And, to be productive, country-level dialogue must be frank, constructive, and evidence-based. This report is a direct contribution to this dialogue.

The 2012 and 2013 editions of the *Results for Learning Report* demonstrate that GPE developing-country partners have made great strides. **More children are in school and completing primary education.** The number of children enrolled in primary education rose from about 120 million in 2000 to more than 178 million in 2011. It is estimated that around 75 percent of children completed primary education in 2011, compared with 58 percent in 2000. Progress within partner countries has been more rapid after they joined the partnership than before. **More girls are in school.** In 2011, for every 100 boys, there were, on average, 93 girls; the corresponding number of girls

was only 83 in 2000. **More children in partner developing countries have access to lower-secondary school.** Only 38 percent of children had access to lower-secondary school in 2000. By 2011, the share had risen to more than 58 percent. **Public expenditure on education has grown steadily over the last decade, up from 3.9 percent of gross domestic product in 2000 to 4.8 percent in 2011.** Public expenditure on education grows more quickly once a country joins the Global Partnership.

However, several critical challenges persist in access, quality learning, and education financing. Today, **one-quarter of the children in partner developing countries do not complete primary education.** Despite the optimistic view that often prevails at the international level, the message is clear: **the work in favor of universal primary education is not yet done.**

A challenging path lies ahead in the effort to reach the most marginalized children and in the work in fragile and conflict-affected countries. Moving ahead will require the collective and sustained mobilization of the global education community. The Global Partnership is on the front line on this issue because **85 percent (36 million) of all out-of-school children in GPE partner developing countries live in fragile and conflict-affected countries.** With more technical and financial resources dedicated to fragile and conflict-affected countries and the establishment of a new policy on education in emergencies and in early recovery, the Global Partnership aims to scale up and improve its support in these contexts.

The learning crisis is a critical challenge for our partnership. It is estimated that only 44 percent of the children in partner developing countries reach grade 4 and master the minimum level of competencies for this grade. The Global Partnership is currently involved in the Learning Metrics Task Force, which has built a consensus within the education community on how to measure and improve learning outcomes. More work has to be done in this area, and the Global Partnership will boost its support for improving learning.

Foreword

There is also serious concern about sustaining financing for education in low-income countries. Official development assistance is declining in all sectors, but at a more rapid pace in education (especially in basic education and in fragile and conflict-affected countries). This decrease in global education financing can jeopardize the progress toward universal primary education. This is not acceptable. The international community needs to mobilize and face the challenges ahead. The success of the replenishment of the Global Partnership in 2014 is thus critical for supporting education in the most challenging environments.

We cannot talk about results without talking about data. This report highlights the challenges we face in having reliable education data. As a community, we need to do a better job in improving data collection and the use of results. A country cannot develop a sound policy without an in-depth diagnosis of the education sector and its context, nor can it monitor the implementation of a policy without real-time data. Future progress in education will be directly linked to our collective capacity to improve the

availability and reliability of data. **I also believe that a data revolution is needed, and that the Global Partnership is ready to take its share of the responsibility in this effort.**

We are not on target to reach universal primary education by 2015, as pledged in the second Millennium Development Goal. There is much work to be done to achieve this goal and ensure that education for all remains a global priority. Now is the time for all of us in the global community to rise to the occasion and work together to overcome the challenges that stand in the way of achieving universal primary education.

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Alice Albright

Chief Executive Officer
Global Partnership for Education
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Photo credit: **Natasha Graham/GPE**

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The *Results for Learning Report 2013* has been produced by the monitoring and evaluation team of the Global Partnership for Education. Jean-Marc Bernard, monitoring and evaluation team lead, is the lead author of the report. The writing team has been composed of Kokou Amelewonou, Takudzwa Kanyangarara, Eliana Rubiano-Matulevich, Vania Salgado, Kouassi Soman, and Krystyna Sonnenberg.

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Acronyms

CSO	civil society organization
DAC	Development Assistance Committee (OECD)
ESP	education sector plan
FCAC	fragile and conflict-affected country
GDP	gross domestic product
GEFI	UN Global Education First Initiative
GER	gross enrollment ratio
GIR	gross intake ratio
GPE	Global Partnership for Education (or Global Partnership)
JSR	joint sector review
LEG	local education group
LMTF	Learning Metrics Task Force
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
PCR	primary completion rate
PTR	pupil-teacher ratio
QAR	quality assurance review
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund

Note: All dollar amounts are U.S. dollars (US\$) unless otherwise indicated.

Main Findings

The *Results for Learning Report* reveals that there has been significant progress in education in developing-country partners of the Global Partnership for Education (Global Partnership or GPE):

More children are going to school and completing primary education in these countries. The average primary completion rate in developing-country partners rose from 58 percent in 2000 to 75 percent in 2011. The share of out-of-school children declined from 39 percent to 24 percent over the same period. The number of out-of-school children of primary-school age fell from about 58 million in 2000 to 42 million in 2011.

Children have a better chance of gaining access to lower-secondary school now than ever before. In 2011, 58 percent of the children in GPE developing-country partners had access to lower-secondary school, compared with only 38 percent in 2000.

Efforts to improve the access of girls to school have paid off. Gender parity has been or is close to being achieved in preprimary and primary enrollments, intake in the first grade, and primary completion in most developing-country partners.

The public spending on education in developing-country partners has increased during the last decade. Overall, the share of education in total government expenditures rose from 16 percent in 2000 to 18 percent in 2011 and represented 4.8 percent of gross domestic product (GDP) in 2011, compared with 3.9 percent in 2000. Estimates suggest that, on average, the domestic expenditure on education as a share of GDP in developing-country partners was 10 percent greater after the countries joined the partnership.

Despite this progress, the findings also reveal critical challenges that developing-country partners face:

The lack of data of acceptable quality is a major problem in many developing-country partners. The report highlights the lack of key

data, particularly financial data and data on learning outcomes, which is an impediment to achieving progress in education.

Official development assistance (ODA) is being reduced in all sectors, but the reduction is occurring at a more rapid pace in education. In GPE developing-country partners, the aid disbursements for basic education declined by 14 percent between 2009 and 2011; this was more rapid than the decline in any other sector. In addition to receiving a low share of ODA (7 percent), the decline in the ODA going to education in GPE fragile and conflict-affected country partners has been sharper than the decline in other sectors. This is putting at risk the progress they have achieved in the effort to realize universal primary education.

GPE developing-country partners are facing a learning crisis. Of 180 million children of primary school age, it is estimated that only 80 million (44 percent) reach grade 4 and learn the basic skills in reading, writing, and numeracy appropriate for that grade.

In 2011, 42 million children of primary-school age were still out of school in developing-country partners. Almost 36 million of these children live in fragile and conflict-affected countries, representing more than 60 percent of all children of primary-school age who are out of school worldwide. In addition, 8 million children in developing-country partners do not complete primary school because they do not have access to school or because they drop out before finishing the cycle. This represents one-quarter of all children who should be completing primary school.

Lower-secondary education is expanding more quickly than primary education. From 2000 to 2011, enrollments in lower-secondary school grew almost two times more rapidly than enrollments in primary school. This raises concerns because many developing-country partners are still far from realizing universal primary education and because these countries have only limited resources.

Introduction

The *Results for Learning Report* provides an analysis of education data and education outcomes to people engaged in or following the work of the Global Partnership for Education (the Global Partnership or GPE). It aims at contributing directly to the dialogue on the development and monitoring of sound education sector policies within the partnership.

By focusing the attention of partners on the remaining education challenges that need to be addressed through sector policy development, implementation, and monitoring, **the report represents an opportunity to take stock of progress and set a course for improving on the results that have already been achieved.** These results have been produced because of the efforts of countries and their partners; the report does not assess the specific contribution of the Global Partnership in this accomplishment.

The report confirms that GPE developing-country partners have made great strides since 2000.

More children and more girls are attending school and completing primary education, and more children have access to lower-secondary school. In addition, GPE developing-country partners are now investing more in education.

However, several critical challenges remain. The progress has been slower in fragile and conflict-affected countries (FCACs). Today, one-quarter of the children in GPE developing-country partners do not complete primary education; most of these children are in the FCACs. The decline in the global education financing going to poor countries is also a serious threat, putting the recent progress in these countries at risk. The report highlights the lack of key data; the situation is particularly worrisome in regard to financial data and data on learning outcomes, which is clearly an impediment to setting goals and measuring progress.

The report consists of five chapters, which are described in the following sections.

Chapter 1: The GPE Path for Results

Since its establishment, the Global Partnership has grown considerably, from 7 developing-country partners in 2002 to 59 developing-country partners now as well as regional, bilateral, and multilateral agencies and organizations and a wide range of national, regional, and global civil society networks, teacher associations, foundations, and corporations.

The Global Partnership operates both globally and locally. Indeed, an important added value of the partnership lies in the bridge it provides between the global and the national. Globally, **the partnership actively engages with the education community worldwide as a convener and consensus-broker and as an advocate for key priorities on the path to achieving universal high-quality basic education.** It offers a unique forum so its partners may discuss, support, and amplify

nationally driven strategies to scale up education for all children. It mobilizes international financing through the Global Partnership Fund and through bilateral aid and domestic support for basic education. It joins with global education stakeholders in advocacy, knowledge sharing, strategy setting, and coordination through collaboration and participation in international education initiatives.

Locally, the GPE model is based on a country-driven approach that supports the development, implementation, and monitoring of national education sector policies (figure 1).

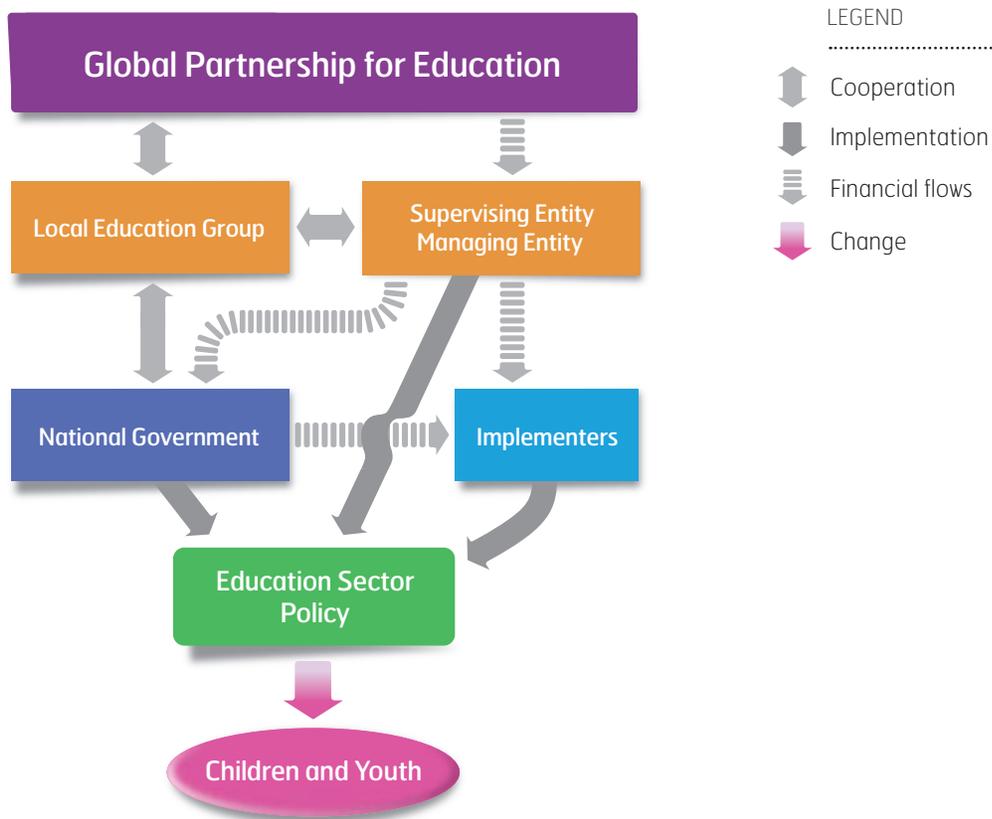
The partnership supplies technical and financial assistance to developing countries. **The local education groups (LEGs) represent the foundation for partnership operations within countries.** The LEGs are collaborative forums for policy dialogue and for the alignment and harmonization of technical and financial

Overview

support for education sector policies under the leadership of ministries of education. A LEG typically includes representatives of the national government, development agencies, and other education sector partners, such as civil society organizations (CSOs), private education providers, and teacher organizations. If funding is requested from the Global Partnership, the LEG must designate a supervising or managing entity, which then works with the government and LEG members in designing the GPE-funded program.¹ The

supervising entity subsequently joins with the developing-country government in implementing the program. Alternatively, the managing entity, which represents a typical approach in the FCACs, runs program activities directly through the government or other implementing agencies or by relying on its own implementation capacity. Although a country normally draws on either a supervising entity or managing entity, a country may, in particular contexts, choose both a supervising entity and a managing entity.

Figure 1 **The GPE Model: The Country Level**



The GPE model is based on the fundamental logic that adequate financial and technical support to ensure a robust education policy process leads to improved education sector policies, which, in turn, leads to improved education outcomes among children and youth. Thus, this report

focuses on education results in developing-country partners. **The purpose is to inform the dialogue among GPE partners and monitor the progress being achieved in education.**

¹ Any bilateral or multilateral agency represented in one of the constituencies of the GPE Board of Directors may be designated as a supervising or managing entity. The Global Partnership is now examining new eligibility criteria that will allow nongovernmental organizations to become supervising or managing entities.

Chapter 2: Education Outcomes in GPE Developing-Country Partners

Because of a lack of internationally comparable data, it was not possible to include all GPE developing-country partners in our analysis of each key outcome indicator. The share of developing-country partners lacking adequate data on aggregate education sector indicators is 28 percent in the case of preprimary education, 21 percent in primary education, and 34 percent in lower-secondary education. The problem is even worse in the data available on learning outcome indicators, where urgent action is needed.

Our analysis shows that GPE developing-country partners have made impressive progress in some important outcome indicators, such as school completion rates, gross enrollment ratios, and gender indexes. However, the results show that special circumstances in some countries should be considered and also that big challenges remain.

Most young children in poor households and in vulnerable population groups in developing-country partners do not have access to preprimary education. Despite the increase in preprimary enrollments between 2000 and 2011, enrollments remain low: only 1 child in 5 participates in preprimary education. Insufficient targeting to achieve equity is a critical factor in the low enrollment rates that have been observed; it is clear that policies and resources need to be targeted at children in low-income households.

More children in GPE developing-country partners are going to school and completing primary education. The number of children enrolled in primary education rose from about 120 million in 2000 to more than 178 million in 2011. In addition, the primary completion rate (PCR), which represents access to the last grade of primary education, increased from 58.3 percent in 2000 to 75.2 percent in 2011. On average, the PCR grew 12 percent faster each year after a country had joined the partnership. While the data highlight that developing-country partners have made significant progress, they also show

that around 1 child in 4 does not complete primary school. Because of their large populations of children, the Democratic Republic of Congo, Ethiopia, Nigeria, and Pakistan alone account for about half the children who do not complete primary school. In 2011, 42 million children of primary-school age were still out of school in developing-country partners, and more than half of these children were girls. Reaching out-of-school children and improving retention within the education system continue to be major challenges in Burkina Faso, the Central African Republic, Côte d'Ivoire, Djibouti, Eritrea, Mali, and Niger, where the PCRs were below 60 percent in 2011.

Substantial progress has also been made during the last decade in the effort to achieve gender parity in primary education. In 2000, for every 100 boys completing primary school, there were, on average, 83 girls completing primary school, while, in 2011, for every 100 boys, there were, on average, 93 girls. In Afghanistan, the Central African Republic, and Chad, girls still face severe disadvantages in school enrollment and completion. Boys face a disadvantage in entry and completion in Guyana and Senegal. The gender gap remains a challenge in the completion of lower-secondary school. In 2011, for every 100 boys who completed lower-secondary school, there were only 86 girls.

GPE developing-country partners are facing a learning crisis. According to estimates provided by the Education For All Global Monitoring Report Team of UNESCO, of the 180 million children in GPE developing-country partners, only 80 million children who reach grade 4 master the minimum level of learning appropriate for the grade. The remaining 100 million children either reach grade 4 without learning appropriate basic skills or do not reach grade 4. Thus, improving the quality of learning is a major challenge in GPE developing-country partners.

More children in GPE developing-country partners had access to lower-secondary school in 2011 than previously. Only 38 percent of the children in developing-country partners had access to lower-secondary school in 2000. By 2011, the share had risen to more than 58 percent. The average completion rate in lower-secondary education also increased, from 30 percent to 44 percent. Indeed, **lower-secondary education is expanding more quickly than primary education.** From 2000 to 2011, enrollments in primary education grew at an

average of 3.6 percent a year, while enrollments in lower-secondary education grew by 6 percent a year. This rapid development of lower-secondary education raises concerns because many developing-country partners are still a long way from realizing universal primary education, and they have only limited education resources. Meanwhile, despite the rise in enrollments in lower-secondary school, the completion rate remains low: roughly 3 in 5 children do not complete lower-secondary school.

Chapter 3: The Education Challenge in Fragile and Conflict-Affected Contexts

By 2013, 28 FCACs had joined the Global Partnership, representing almost half the 59 GPE developing-country partners. Among the 28 FCACs, 17 are conflict-affected countries.

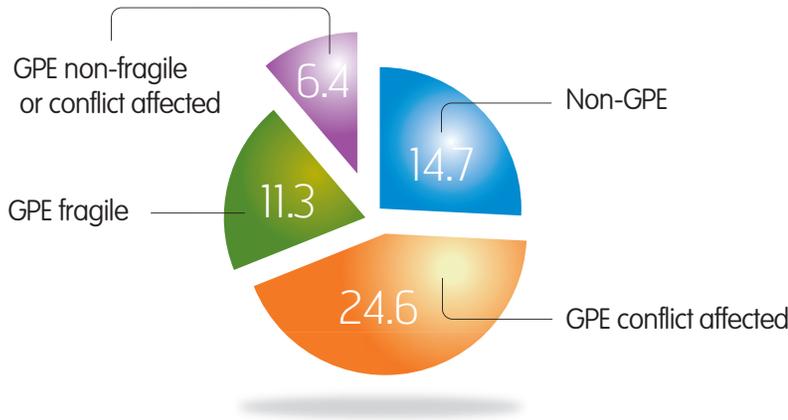
Fragile and conflict-affected contexts present particular difficulties. The partnership has therefore developed a comprehensive framework around a progressive approach toward providing support to partner countries based on the specific conditions in each country. This framework allows the partnership to expand its capacity to face emergencies in developing-country partners and to be flexible in supporting education sector policy development. **The Global Partnership is the only global actor that systematically promotes the development of education sector policies in fragile contexts,** which is significant in bridging the gap from emergency and early recovery to recovery and development.

Since 2004, GPE grant disbursements in the FCACs have risen gradually, following the pace at which FCACs have joined the partnership. By the

end of 2013, cumulative GPE disbursements in the FCACs are expected to exceed US\$800 million. Based on current projections, these disbursements should represent more than 40 percent of total cumulative GPE disbursements by the end of 2013. **In 2012, GPE disbursements in the FCACs accounted for nearly 43 percent of annual GPE disbursements, but, in 2013, the share is expected to reach above 50 percent.** The results also show, however, that the Global Partnership should rely more frequently on pooled funding mechanisms as the pathway for its funding in fragile contexts.

Of a total of 57 million children of primary-school age who were out of school worldwide in 2011, 42.3 million (74 percent) were living in GPE developing-country partners, and 85 percent (36 million) of all the out-of-school children in GPE developing-country partners were living in FCACs (figure 2). These shares show clearly that the FCACs are now at the core of the Global Partnership's activities.

Figure 2 Millions of Out-of-School Children, by Country Context



Note:
Data of the UNESCO Institute for
Statistics (database), Montreal,
<http://www.uis.unesco.org>.

The GPE FCAC partners have, during the last decade, cut the number of out-of-school children significantly. Nearly 44.2 million children of primary-school age were out of school in these countries in 2000, but the number was below 36.0 million in 2011. This is a **reduction of more than 8 million out-of-school children**. The PCRs in the FCACs rose from 52 percent in 2000 to 68 percent in 2011 (+16 percentage points), which demonstrates that important progress is being achieved.

However, the progress was slower in the FCACs than in nonfragile countries. The GPE non-FCAC partners halved the number of out-of-school children, and the PCRs in these countries rose from 66 percent to 87 percent (+21 percentage points). These results illustrate the challenging environment in the FCACs.

The progress in lower-secondary education in the FCACs has been extremely rapid. The annual growth in the completion rate in lower-secondary education was higher in the GPE FCAC partners than in other GPE developing-country partners, 4.7 percent compared with 3.6 percent. It is almost twice the annual growth in the PCRs in the FCACs during the same period, which shows that lower-secondary education is also progressing more quickly than primary education in the FCACs. However, only one-third of

children reach the last grade of lower-secondary school in the FCACs, compared with slightly more than one-half (55 percent) in other GPE developing-country partners. This accelerated growth in lower-secondary education represents a concern because it may weaken the sustainability of the growth in primary education in environments in which resources are limited.

The FCACs have boosted their financial effort. In the 11 GPE FCAC partners on which data are available, the share of government expenditures allocated to education rose from 16.2 percent in 2000 to 18.8 in 2011. In contrast, the average GPE developing-country partner allocated 15.8 percent in 2000 and 18.2 percent in 2011. Nonetheless, the Central African Republic and Chad allocated only 12.0 percent of their national budgets to education in 2011.

The situation is worrisome in international financing. In addition to receiving a low share of official development assistance (7 percent), **financing in GPE FCAC partners declined more rapidly in education than in other sectors, putting at risk the progress toward achieving universal primary education in the FCACs.** By 2011, the commitments to education in GPE FCAC partners had eroded to US\$2.7 billion, a reduction of US\$1.7 billion (38.6 percent) in two years.

Chapter 4: Domestic and External Financing for Education

Our analysis of domestic and external financial flows to education in GPE developing-country partners and, especially, the related focus on the relationship between PCRs and external and domestic financing is limited by the lack of reliable data in a number of countries. Vast efforts are required to improve the collection of reliable financial data on education.

The favorable economic situation in many developing-country partners in 2000–12 enabled a sustained expansion in public spending overall and in the public spending on education. The public expenditure on education in developing-country partners grew steadily over the period, from 3.9 percent of gross domestic product in 2000 to 4.8 percent in 2011, which was quite close to the average of 5.1 percent in 2011 in the member countries of the Organisation for Economic Co-operation and Development. On average, domestic financing in the former countries was 10.1 percent higher after these countries joined the Global Partnership. Despite this upward trend, vast efforts are still required in many countries. The investment in education in Burkina Faso, the Central African Republic, The Gambia, Guinea, Mali, and Niger is not only below the average in developing-country partners, but these countries also exhibit PCRs below 70 percent.

In addition, among the 14 countries that reported data in both 2000 and 2011, **the share of primary education in total education budgets declined from 51 percent in 2000 to 44 percent in 2011.** This drop may be explained by a shift in the demand for resources toward other sectors such as postprimary education. Unfortunately, many developing-country partners are still a long way from realizing universal primary education, and, if they reduce the proportion of the education budget allocated to primary education and shift resources to other levels of edu-

cation, there is a risk that the progress achieved in primary education so far may stall or be reversed.

After a long period of large increases, external aid plunged in 2011. Total disbursements fell by 1 percent, while total commitments declined by 6 percent. The situation in the education sector became even more worrisome because the amount of **external resources going to education has not only dropped in recent years, but has also decreased at a more rapid pace relative to total aid.** The aid commitments to education fell by 15.8 percent in 2011, three times more than the 6.3 percent decline in total aid commitments. Moreover, given the fact that aid commitments tend to respond more quickly than disbursements to economic cycles, the impact of persistently tight budgets in donor countries on aid disbursements could be more intense in coming years.

The reductions in the aid to GPE developing-country partners have been especially marked in basic education. While aid disbursements in education fell by 11 percent between 2009 and 2011, the aid going to basic education dropped by 14 percent. Moreover, for the first time in the last eight years, the amount of aid disbursed for secondary and postsecondary education surpassed the disbursements for basic education in 2010 and 2011. In contrast, the share of GPE grant disbursements increased from around 7.2 percent of aid disbursements for basic education in 2009 to 14.2 percent in 2011.

The substantial reduction in the external aid to education, coupled with the lower priority placed on primary education within countries, is expected to have a large negative impact on basic education in GPE developing-country partners. Many countries that are facing important challenges in realizing universal primary education are at risk of seeing progress stalled or reversed.

Chapter 5: Overview of GPE Support for Education Sector Policies

The Global Partnership for Education provides multidimensional support to countries for the development and implementation of sound education sector policies. For the Global Partnership, transparent, evidence-based, and inclusive policy dialogue is essential to the success of a policy process aimed at delivering good outcomes in education. Thus, bringing key stakeholders together through representative LEGs is a priority and a characteristic of GPE support. This convening role is the backbone of the work of the Global Partnership within countries.

The GPE technical support for countries is a recent initiative, but has expanded quickly.

In the last two years, the GPE Secretariat undertook 126 missions to developing-country partners and potential partners. The focus of this support has been mainly on the expansion of the partnership, particularly in fragile states, and on the preparation of country applications for GPE funding.

The support of the GPE Secretariat for education sector policy development and monitoring has not yet received the same kind of attention. But recent reforms show that more emphasis will be put on this dimension going forward. In several countries, the GPE process has led to the development of the first national education sector plans.

On the financial side, by the end of July 2013, **the Global Partnership approved grants valued at US\$3.25 billion and cumulative disbursements valued at US\$2.04 billion.** In 2012, GPE financial support represented the equivalent of assistance for 4.5 million children, including 2.2 million girls.

However, our analysis shows that the modalities used to implement GPE funding are not always

consistent with the GPE model. Among all GPE grants, 78 percent are assigned for project support. Modalities that are better aligned with country systems are more effective, if they are appropriately implemented, in supporting education sector policies because they promote country ownership and harmonization and help build capacity. **It is critical for the Global Partnership to promote systematically the most aligned and most effective funding modality in each context.**

According to another key finding of our analysis, country processes continue to require a great deal of time, which is often criticized by partners. Despite recent improvements, the analysis shows that, **an average of 17 months elapses between the start of the development of a GPE program and the launch of program implementation.** However, **the Global Partnership procedures only account for three or four of these months.** This means that 13 or 14 months are associated with the procedures of the supervising and managing entities. While time is needed to develop a relevant program ready to be properly implemented, 14 months is too long and disrupts national planning. Accelerating progress in education requires that the Global Partnership and its partners significantly improve the process.

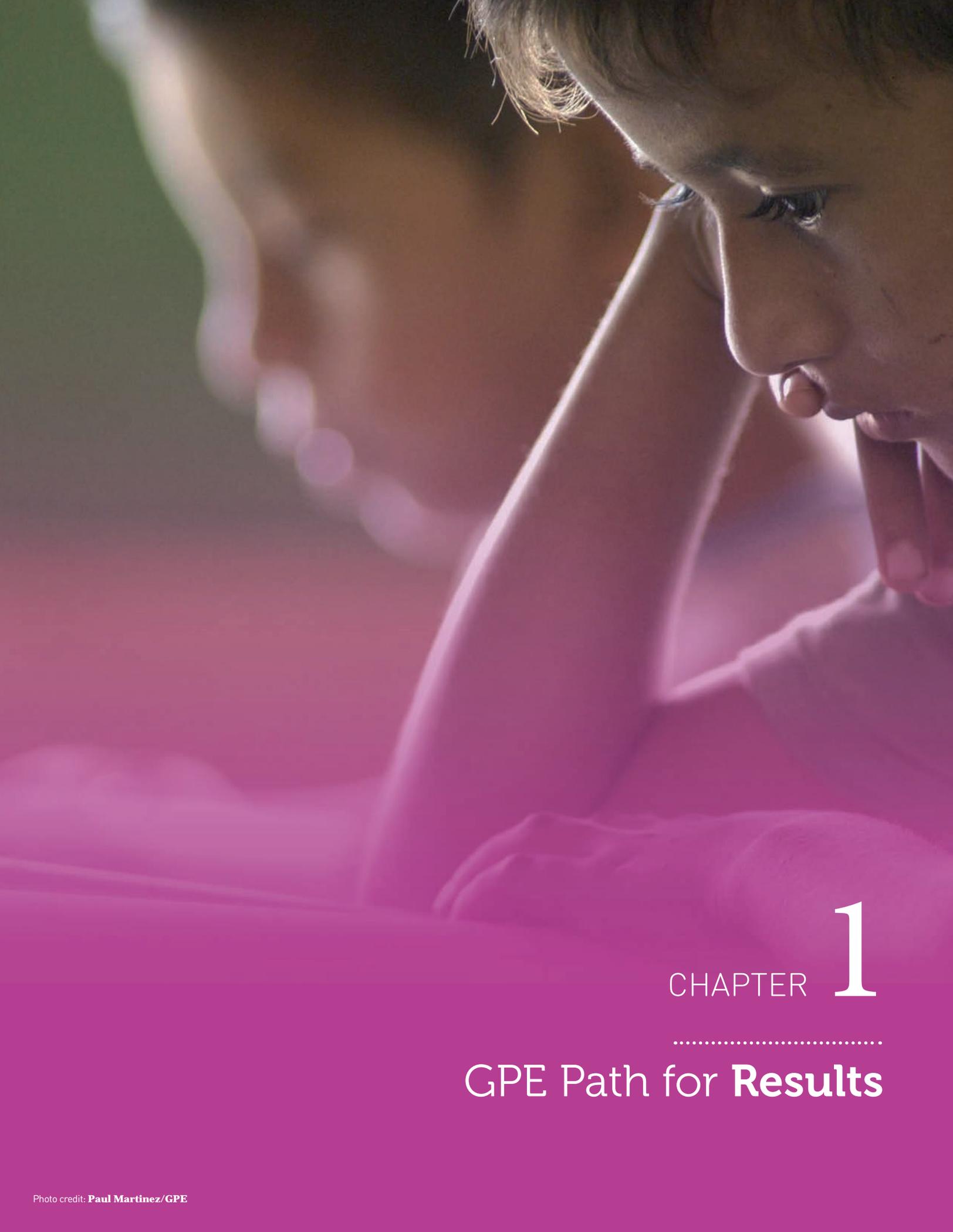
The support provided by the partnership to CSOs has produced impressive results in terms of CSO participation in the education policy process. The number of countries reporting CSO representation in the LEGs has risen from 16 to 41 between 2010 and 2013. Despite this progress, effective CSO participation in the LEGs is not yet assured everywhere, and additional efforts are needed.

Conclusion: Facing the Challenges

This report describes critical challenges facing the partnership. Despite the substantial progress achieved in the last decade in GPE developing-country partners, one-quarter of the children in these countries do not complete primary school, and 42 million children of primary-school age in these countries are not in school. Most of these out-of-school children live in the FCACs. GPE developing-country partners are experiencing a crisis in learning: only 44 percent of children reach grade 4 and learn the basic skills in reading and numeracy. Thus, progress must be accelerated, which means countries and partners must exert more effort. However, international financial aid is declining, and it is declining more rapidly in education; it is declining still more rapidly in education in the FCACs, which account for a majority of the out-of-school children and in which financial capacity is the most limited.

The decline in the number of out-of-school children in the world has slowed considerably since 2005, and the recent drop in international financing represents a clear danger (GMR-UIS 2013). GPE developing-country partners are encountering more and more domestic pressure to mobilize the funding for secondary education, which has grown more quickly than any other education subsector. Thus, the domestic resources for primary education are also at risk in many countries. Unfortunately, **a real danger is emerging that the number of children who are out of school will rise in the near future.**

After a decade of rapid progress, now is a critical time for education in GPE developing-country partners. The Global Partnership must address the challenges to ensure that all children have access to good-quality education.



CHAPTER **1**

.....
GPE Path for **Results**

1.1. The Evolution of the Global Partnership for Education

The mission of the Global Partnership for Education is to galvanize and then coordinate a global effort to deliver good-quality education to all girls and boys, while prioritizing the poorest and most vulnerable children.

The Global Partnership is comprised of 59 developing-country partners and more than 30 regional, bilateral, and multi-lateral agencies and organizations, as well as a large range of global, national and regional civil society networks, teachers' associations, foundations and corporations.

The mission of the Global Partnership for Education (the Global Partnership or GPE) is to galvanize and then coordinate a global effort to deliver good-quality education to all girls and boys, while prioritizing the poorest and most vulnerable children. Established in 2002, the Global Partnership—formerly the Education for All Fast Track Initiative—is an international partnership made up of governments, civil society, the teaching profession, the private sector, and foundations. Members are bound in a mutual compact whereby the development partners explicitly commit to increasing their support for education and GPE developing-country partners commit to implementing a strong policy framework to achieve universal basic education.¹ Developing-country partners undertake to draw up and carry out a sound, sustainable education sector plan (ESP) through a participatory process involving all stakeholders, while providing the necessary domestic financial support and demonstrating results on key education performance indicators. Development partners agree to raise financial and technical support for the realization of

education sector policies, to help mobilize resources in a coordinated manner, and to align assistance for the achievement of the priorities of the developing country.

The Global Partnership has grown significantly since its establishment. The number of developing-country partners has increased from 7 in 2002 to 59 in 2013 (see figures 1.1 and 1.2 on the evolution in developing-country partners and annex A for a map illustrating the Global Partnership). All low-income countries that demonstrate a strong commitment to education are eligible for membership in the Global Partnership.² Within the partnership, there has also been an increase in the number and participation of donor partners, civil society organizations (CSOs), and private sector organizations. The Global Partnership is comprised of more than 30 regional, bilateral, and multilateral agencies and organizations, as well as a large range of national, regional, and global civil society networks, teacher associations, foundations, and corporations.³



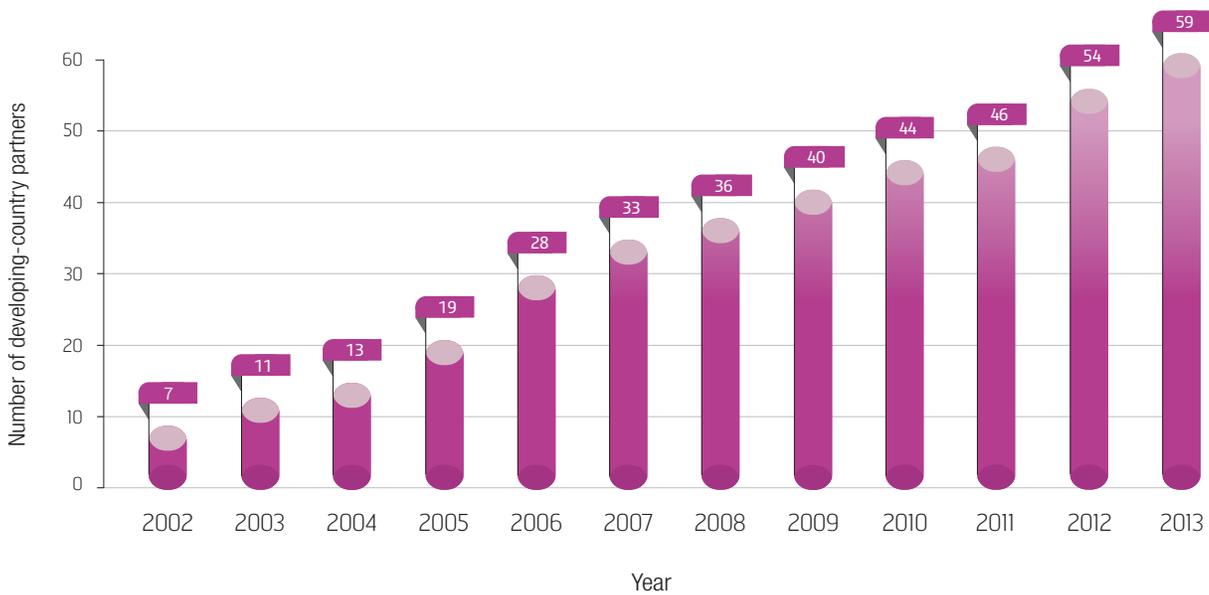
Photo credit: GPE

¹ Development partners generally comprise donors and multilateral organizations. The Global Partnership has expanded this definition to encompass other significant partners at the country level, including civil society organizations (CSOs).

² Countries that fall under International Development Association (IDA) categories 1, 2, and 3 are eligible for GPE financial assistance in preparing ESPs. IDA 1, 2, and 3 countries (countries in fragile situations or small island economies) are eligible for GPE financial assistance in the implementation of such plans.

³ For more information on GPE partners, see the GPE website, at <http://www.globalpartnership.org/>

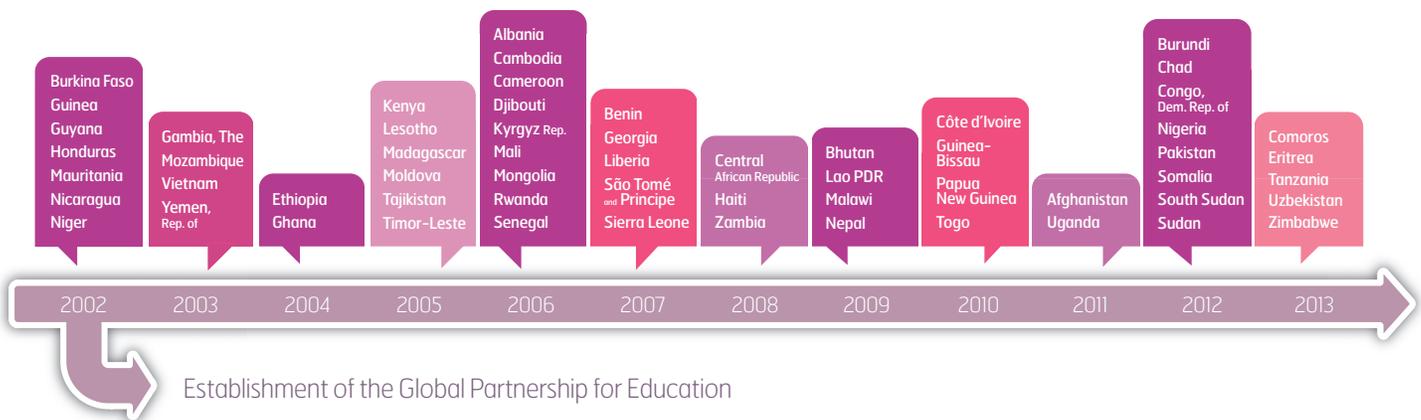
Figure 1.1 Evolution in the Number of GPE Developing-Country Partners



The Global Partnership is a multifaceted undertaking involving a multitude of partners and processes at both the country and the global levels. This chapter explains the GPE model, including the theory of change embodied in the model, the structure inherent in the model, and the way the partners work together. The next section provides a brief overview of the principles

of the Global Partnership, the funding arrangements, and the strategic objectives. It describes the GPE model, and it outlines the country-level processes that are facilitated by the Global Partnership. To illustrate the intricacies of the GPE model, the next section also explains the education sector policy process and GPE's theory of change at the country level.

Figure 1.2 Membership Timeline: GPE Developing-Country Partners



1.2. The Global Partnership for Education: A Unique Partnership

The Global Partnership is guided by six principles: country ownership, mutual accountability, support linked to performance, lower transaction costs, transparency, and development results and value for money.

The Global Partnership supports the development, implementation, and monitoring of national education sector policies through the GPE Fund, the partnership's unique pooled funding mechanism.

The four strategic goals of GPE are: improving education quality, increasing equity of access to education, reaching marginalized populations, and building strong national education systems.

The Global Partnership for Education is the only global partnership made up of governments, CSOs, international institutions, teachers, and the private sector that is devoted to getting all children into schools that provide a good-quality education. It is committed to supporting the effective implementation of the national education policies of its developing-country partners. Since its foundation, the Global Partnership has been guided by six principles: country ownership, mutual accountability, support linked to performance, lower transaction costs, transparency, and development results and value for money.⁴ The Global Partnership is committed to the Paris Declaration on Aid Effectiveness and has carried out research on aid effectiveness in the education sector; thus, alignment and harmonization are two key principles that underpin the GPE country-driven approach.⁵

The Global Partnership supports the development, implementation, and monitoring of national education sector policies through the GPE Fund, the partnership's unique pooled funding mechanism. The fund enables the partnership to provide financial and technical support to developing-country partners, while offering a vehicle to mobilize additional resources among development partners at the global level. In addition, the Global Partnership helps mobilize domestic and external resources within countries by facilitating collaboration among all its partners in the achievement of national education plans, strategies, and goals.

The Global Partnership promotes collaboration in the education sector by providing expertise and guidance in efforts to reach education goals, by setting norms and standards for effective and inclusive sector planning processes, and by offering a platform to share knowledge on education policy and best practice.

At the global level, the Global Partnership is directed by a constituency-based Board of Directors that sets the policy priorities for the partnership and is supported by the GPE Secretariat.⁶ In its Strategic Plan 2012–15, the GPE Board of Directors identified four core strategic goals to guide the efforts of partners.⁷ These goals are improving education quality, increasing equity in the access to education, reaching marginalized populations, and building strong national education systems. In line with these strategic goals, the Global Partnership has identified five strategic objectives for 2012–15, as follows:

1. Supporting education in fragile and conflict-affected countries
2. Promoting girls education
3. Increasing basic numeracy and literacy in primary schools
4. Improving teacher effectiveness through training and recruitment
5. Expanding funding and support for education in developing-country partners

⁴ For more information on GPE principles and governance, see the GPE Charter (GPE 2013a).

⁵ The principles on aid effectiveness laid out in the Paris Declaration and the Accra Agenda for Action are ownership, alignment, harmonization, results, and mutual accountability. For more information, see "Paris Declaration and Accra Agenda for Action," Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/dac/effectiveness/parisdeclarationandaccraagendaforaction.htm>. For more information on the Global Partnership's work on aid effectiveness, see "Aid Effectiveness," Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/our-work/areas-of-focus/aid-effectiveness/>

⁶ See "Board of Directors," Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/who-we-are/governance/board-of-directors/>; "Secretariat," Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/who-we-are/governance/board-of-directors/>

⁷ See "GPE Strategic Plan 2012–2015," Global Partnership for Education, Washington, DC, http://www.globalpartnership.org/media/docs/library/GPE_Strategic_Plan_2012-2015_English.pdf.

1.3. The GPE Model

As illustrated in figure 1.3, the GPE model is based on a country-driven approach aimed at strengthening national education policies. At the country level, the GPE Secretariat interacts with development partners, government ministries, and national nongovernmental actors such as CSOs to support education sector processes. To join the Global Partnership, countries must first have or establish local education groups (LEGs), which are typically comprised of representatives of key education stakeholders such as the national government, donors, development agencies, CSOs, teacher unions, and the private sector. LEG members develop and implement national education policies, which are generally laid out in 5–10-year sectorwide ESPs that outline the key challenges and priorities, strategies, and implementation modalities to reach

the goals that have been identified. These strategic plans should be described in detail in action plan budgets covering three to five years. The Global Partnership provides technical and financial assistance to countries in support of education sector policy development and implementation. This assistance is channeled through the LEGs. With the support of their national partners, governments develop and implement the education sector policies (the gray arrows in figure 1.3). These policies are designed to improve access, quality, and equity (the black arrows) in the education sector. The results achieved in education then inform the work of the Global Partnership and country-level partners (dotted arrows) through future planning that is supported according to the joint monitoring of the outcomes.

The GPE model is based on a country-driven approach that aims to strengthen national education policies by providing technical and financial assistance.

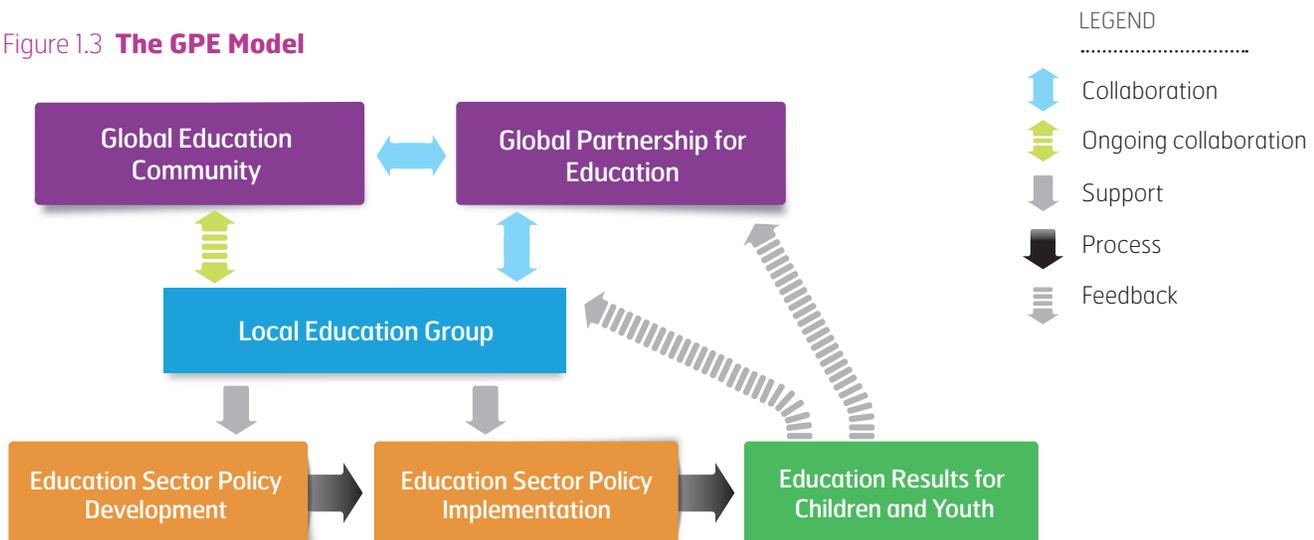
1.3.1. The Global Partnership at the global level

An important added value of the Global Partnership lies in the bridge that the partnership provides between the global and national levels. The Global Partnership is actively engaged in the education community worldwide as a convener and consensus-broker among education stakeholders and as an advocate for the attainment of key priorities on the road to achieving universal, good-quality basic education. It offers a unique

forum to its partners so they may discuss and amplify international leadership efforts to support nationally driven strategies to scale up education for all children. In addition, the GPE secures a place for developing-country partners in global-level dialogue and decision making through the GPE Board of Directors, on which developing countries account for 6 of the 19 constituencies (the dotted green arrow in figure 1.3).⁸

An important added value of the Global Partnership lies in the bridge that it provides between the global and national levels.

Figure 1.3 **The GPE Model**



⁸ The 19 constituencies of the GPE Board of Directors include representatives of six developing-country governments; six development partners (including donors), three CSOs, one private sector foundation; and three multilateral agencies and regional banks.

The Global Partnership engages with the global education community on advocacy, knowledge sharing, strategy, and coordination through participation in worldwide education initiatives.

The Global Partnership also mobilizes funding at the global level for the GPE Fund as well as through bilateral aid and domestic financing for basic education. Through a regular three-year campaign, the Global Partnership replenishes its funds and mobilizes new financial and policy commitments from its partners. At the 2011 GPE Pledging Conference in Copenhagen, 60 partners showed their support for education by making commitments to improving reading, scaling up strategies to target marginalized children, enhancing aid effectiveness, assisting fragile and conflict-affected countries, and promoting better education governance.⁹ Donors pledged nearly US\$1.5 billion to the GPE Fund, and developing-country partners agreed to increase the domestic funding for basic education by more than US\$2 billion to boost the access to and quality of education. Government partners, CSOs, foundations, the private sector, and multilateral organizations made significant pledges to scale up efforts to achieve universal quality basic education by 2014. The next pledging conference will take place in June 2014.

In addition to galvanizing financing for education, the Global Partnership engages with the global education community on advocacy, knowledge sharing, strategy, and coordination through participation in worldwide education initiatives and cooperation with governments, international bodies, and international nongovernmental organizations. Thus, beginning in 2012, the partnership has been playing an active role in the United Nations Secretary-General's global initiative on education, the five-year Global Education First Initiative (GEFI), one of the major education initiatives of recent years.¹⁰

- The Global Partnership participates in the GEFI high-level steering committee and technical advisory group and provides critical financing to nearly 60 developing-country partners in the context of GEFI.
- During the 2013 World Bank Spring Meetings, the Global Partnership's chair and chief

executive officer and members of the GPE Secretariat attended the Learning for All Ministerial Meetings to discuss ways to accelerate progress toward achievement of Millennium Development Goal 2 in seven countries that account for nearly half the world's 57 million out-of-school children: Bangladesh, the Democratic Republic of Congo, Ethiopia, Haiti, Nigeria, South Sudan, and the Republic of Yemen. The meetings brought ministers of finance and education together with development partners, CSOs, and the private sector to discuss the challenges to be met and the concrete steps to be taken to accelerate progress toward ensuring that all children can go to school and learn. Solutions tailored to each country context were agreed upon, and the Global Partnership is currently working closely with its country partners to finance and monitor the realization of these commitments.

- The GPE Secretariat has coordinated workshops with relevant stakeholders in Afghanistan, Chad, Myanmar, Pakistan, Somalia, and Timor-Leste as part of the second round of the Learning for All Ministerial Meetings. It is co-convening ministerial meetings with the leadership of these countries during the 2013 United Nations General Assembly.
- The Global Partnership is working with representatives of national governments, international organizations, and civil society on Education Cannot Wait, a call to action for additional domestic and international funding for basic education that is the humanitarian component of GEFI.¹¹
- The Global Partnership is participating in the Learning Metrics Task Force, which has the objective of catalyzing a shift in the conversation on education from a focus on access to a focus on access, plus learning. Based on the recommendations of technical working groups and the input of broad consultations, the task force has resolved to help countries and international organizations measure and improve learning outcomes among children and youth worldwide.

⁹ See "Global Partnership Pledging Conference, November 2011," Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/finance-and-funding/replenishment/pledging-conference/>

¹⁰ See "Global Education First Initiative," United Nations, New York, <http://www.globaleducationfirst.org/>

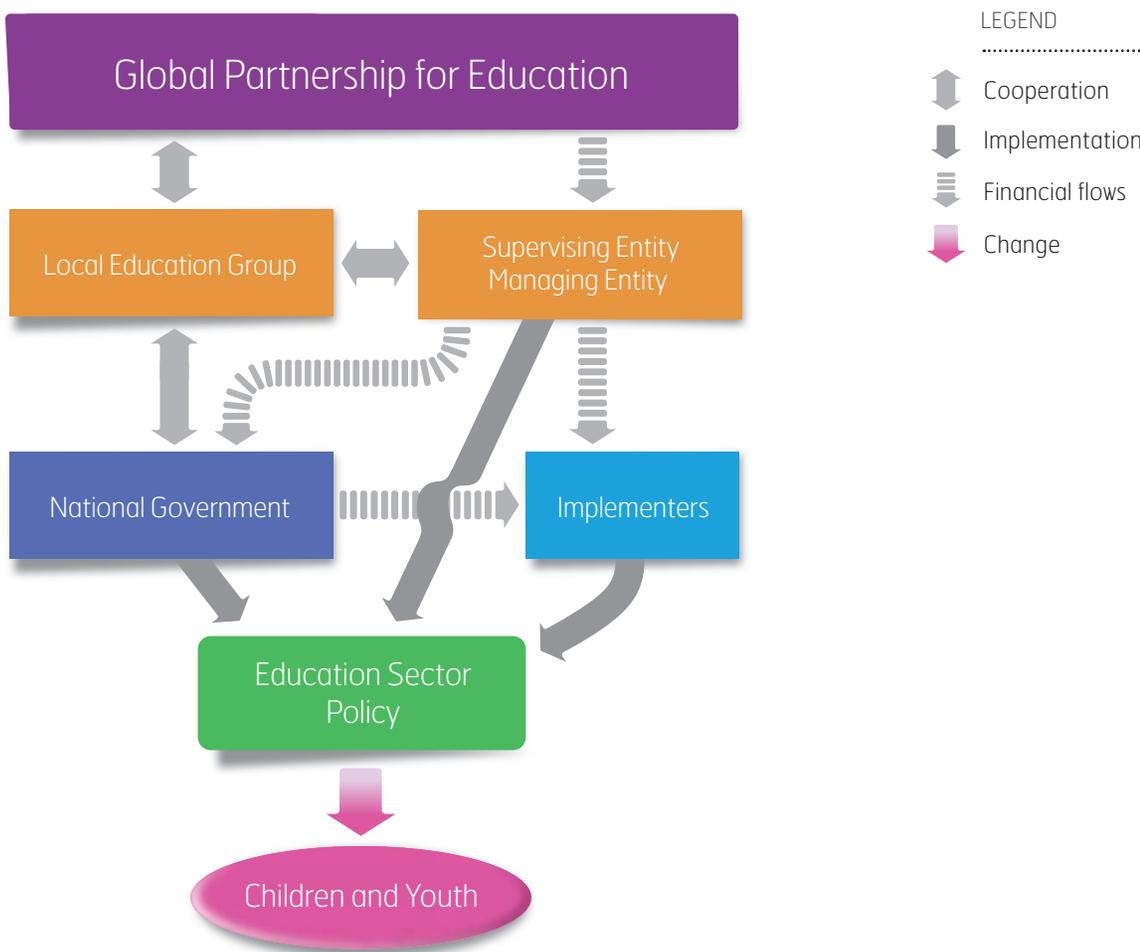
¹¹ The 2012 Call to Action, as part of the Education Cannot Wait Initiative, was endorsed by governments, international organizations, and civil society to ensure that the world's most vulnerable children and youth receive good-quality education by protecting schools from armed attacks, significantly increasing humanitarian aid for education, and planning and budgeting for emergencies before they occur. For more information, see "Education Cannot Wait: Protecting Children and Youth's Right to a Quality Education in Humanitarian Emergencies and Conflict Situations," http://www.globalpartnership.org/media/docs/news/educationcannotwait/GPE-UNGA_call-to-action_September-2012-EN.pdf

The Global Partnership also supports collaboration among its partners on specific strategic priorities through communities of practice, global and regional research efforts, and other bilateral and multistakeholder cooperation initiatives. For example, the Global Partnership is working with the United Nations Girls' Education Initiative on the development of gender-related policies, frameworks, and tools to support the implement-

ation of GPE's Strategic Plan objectives to end gender-based discrimination in education.¹² The Global Partnership has established communities of practice to advance numeracy and literacy and works with the International Network for Education in Emergencies and the Global Education Cluster, co-led by the United Nations Children's Fund (UNICEF) and Save the Children, to support Education Cannot Wait.

1.3.2. The Global Partnership at the country level

Figure 1.4 **The GPE Model: The Country Level**



The robustness of the GPE model is based on the premise that the Global Partnership does not duplicate existing resources and institutions at the national and global levels, but, rather, brings these resources and institutions together and strengthens them. The LEGs represent the prima-

ry group through which the Global Partnership operates within countries, and GPE's national partners each play a role in the GPE process. The LEGs are collaborative forums for policy dialogue and for the alignment and harmonization of technical and financial support for education

¹² See "UNGEI: The United Nations Girls' Education Initiative," United Nations Children's Fund, New York, http://www.ungei.org/247_3245.html.

The Global Partnership does not duplicate existing resources and institutions at the national and global levels, but, rather, brings these resources and institutions together and strengthens them.

The local education group – the primary group through which the Global Partnership operates within countries – typically includes representatives of the national government, development agencies, and other education sector partners, such as civil society organizations, private education providers, and teacher organizations.

sector policy. The LEGs also organize joint sector reviews, a key process in sector monitoring that generally involves annual meetings among education stakeholders led by the government.

Although the name, composition, and working arrangements of the LEGs vary across countries, a LEG typically includes representatives of the national government, development agencies, and other education sector partners, such as CSOs, private education providers, and teacher organizations. Development partners often act as coordinating agencies for the management of LEG work plans and agendas. The coordinating agencies have a central role in facilitating the work of the LEGs and in coordinating and facilitating the engagement of stakeholders and other partners within the partnership, thereby serving as the communication links between the LEGs and the GPE Secretariat. More and more countries are adopting a model whereby the Ministry of Education serves as co-coordinator, along with a development partner, to ensure that the Ministry of Education is directly involved in the dialogue with the Secretariat and to enhance government leadership.

If funding is requested for a program implementation grant (see the next section for more details on the types of GPE grants available), the LEG must designate a supervising entity or managing entity.¹³ The financing arrangement by which the aid is delivered may involve budget support, pooled funds, or project aid (see chapter 5 for more information on aid arrangements). The supervising entity works through the developing-country government, which implements the program. Alternatively, the managing entity, which is generally established in fragile and conflict-affected countries, manages program activities directly through the government, other implementers, or its own implementation capacity. Although a country typically relies on either a supervising entity or managing entity, there are occasionally special arrangements whereby a country may use both a supervising entity and a managing entity.¹⁴

Two groups of education stakeholders that are members of the LEGs are particularly important at the country level: the development-partner groups and CSOs. The former consist of all partners who support education within a country, including CSOs. The development-partner groups appraise and endorse the ESPs during the GPE process, and, to complement domestic financing, they mobilize financing on a long-term and predictable basis. They support the government in developing, implementing, and monitoring the ESPs and promote the harmonization and alignment of financial and technical support. The development-partner groups take an active role in the preparation of joint sector reviews and support government applications for GPE funding.

Local and international CSOs often participate in the development-partner groups and the LEGs and assist in efforts to achieve progress toward the Education for All goals through awareness raising, advocacy, and technical and financial support for education programs and projects (see chapter 5 and annex B on CSO participation in LEGs). CSOs ensure that a broad range of representative actors are brought into the development-partner groups and the LEGs with a view to strengthening domestic policy making and accountability. The CSOs monitor and promote the harmonization and alignment of civil society support for the implementation of national ESPs. To improve education governance by increasing the quantity and quality of civil society participation in national education sector dialogue and monitoring, the Global Partnership provides financial support to over 50 civil society coalitions through the GPE Civil Society Education Fund (see chapter 5, section 5.5).

Figure 1.4 illustrates the relationships of these actors based on level of cooperation, financial flows, and implementation. The following paragraphs describe the nature and roles of national partners in the development of education sector policy.

¹³ Any bilateral or multilateral agency represented in one of the constituencies of the GPE Board of Directors can be designated as the supervising entity or managing entity.

¹⁴ This has been the case in Guinea, where UNICEF operates as the managing entity and the World Bank operates as the supervising entity.

1.4. The Heart of the GPE Model: The Country Policy Cycle

The Global Partnership supports sound national education sector policies. What does it take to develop and implement a sound and effective education policy?

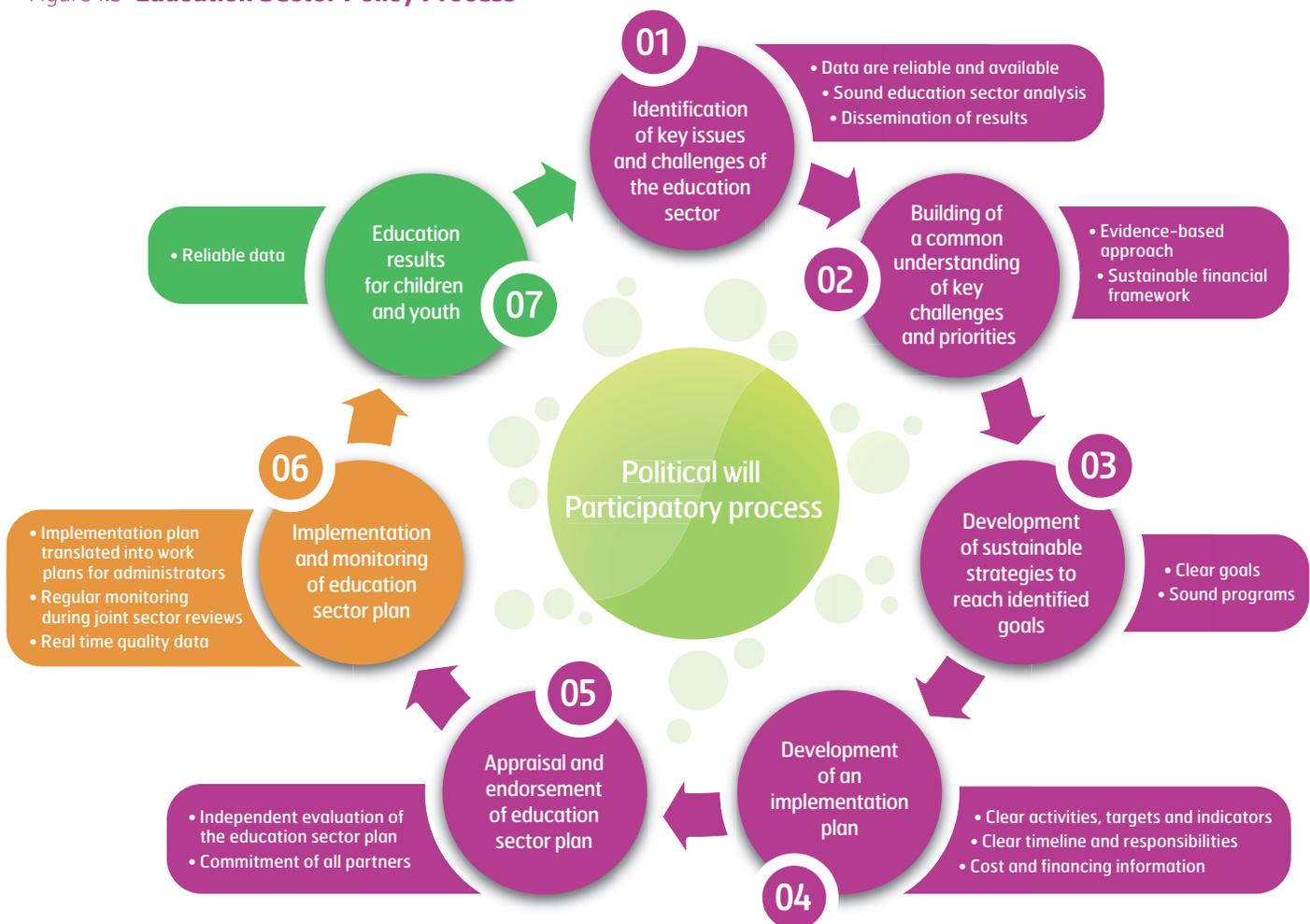
Two elements are common to the various stages of the policy cycle and are essential for a successful process: strong political will and a participatory approach that ensures the

involvement of all key actors in the education sector. The Global Partnership’s engagement in the policy cycle focuses on supporting the cultivation of these elements, as an underpinning set of assumptions that inform the different stages of policy development and implementation.

Figure 1.5 illustrates the education sector policy cycle and the various concepts associated with the stages of the cycle.¹⁵

Two elements are common to the various stages of the policy cycle and are essential for a successful process: strong political will and a participatory approach that ensures the involvement of all key actors in the education sector.

Figure 1.5 **Education Sector Policy Process**



¹⁵ The text here builds extensively on the Plan Preparation and Appraisal Guidelines developed jointly by GPE and the International Institute for Education Planning (GPE and IIEP 2012).

Stage One:

The policy cycle begins with the identification of the key issues and challenges in the education system. This requires an education sector analysis, which consists of an in-depth diagnosis of the local sector context (the economic situation, demographics, vulnerability, and so on), cost and finance, access, learning, equity, efficiency, and system capacity.¹⁶ Reliable data are critical for such an analysis, and this is the first challenge facing the policy process in many developing countries, where the lack of data is a major issue. It is also essential to ensure that the results of the analysis are distributed and discussed as extensively as possible with stakeholders. The involvement of stakeholders who have the necessary expertise in the relevant issues is important.

Stage Two:

The evidence provided by the education sector analysis is key to reaching agreement on the key issues and challenges facing the sector and to building a consensus on the priorities to be addressed through sector policy. Partners should agree on the broad, long-term policy orientations and goals, as well as on the more limited immediate priorities. This process has to take into account the financial constraints in the education sector. A sector policy is not merely a list of desirable activities in the education sector; it reflects choices that have been made on the basis of sector priorities and financial constraints.

Stage Three:

Policy priorities and strategies must be translated into priority programs. Each of these programs should be associated with clear targets and desired outcomes and, where possible, be translated into key actions.

Stage Four:

The next step is the development of an implementation plan (also referred to as an action plan or operational plan). The implementation plan follows the same structure and logical framework as the pro-

gram matrices, but is more detailed. It provides the link between strategies, programs, and resources, and it also provides information on timing, roles and responsibilities, and unit costs. A good implementation plan should cover activities, targets, and indicators, a timeline, an outline of the roles of the responsible parties, and a budget to increase the probability of successful implementation.¹⁷ Once the elements involved in stages 2, 3, and 4 have been finalized, the results are combined into the ESP, which must be appraised and endorsed by the relevant actors in the GPE process.

Stage Five:

An independent evaluation of the plan constitutes the basis of the endorsement by local partners. This endorsement engages partners; it represents a strong commitment to support the implementation of the national education sector policy.

Stage Six:

This is the implementation phase. A key to the success of this stage is the translation of the implementation plan into the work plans of the key actors in education systems. Thus, responsibilities and levels of accountability need to be clearly defined. The implementation process should be regularly monitored to ensure that sector policy is on track and achieving the relevant targets. Annual joint sector reviews involving key stakeholders should play a major role in the monitoring. Monitoring also requires reliable real time data.

Stage Seven:

Ultimately, the implementation of the education sector policy is expected to produce the targeted education results. The analysis of these results and of the potential discrepancies between the targeted results and the actual results is critical, but this requires data. The analysis informs subsequent policy making. So, a new policy cycle begins.

¹⁶ New methodological guidelines were developed in 2012 by the World Bank, UNICEF, and the United Nations Educational, Scientific, and Cultural Organization, with the support of the Global Partnership. These guidelines will be outlined in a forthcoming document, "Education System Analysis, Methodological Guidelines."

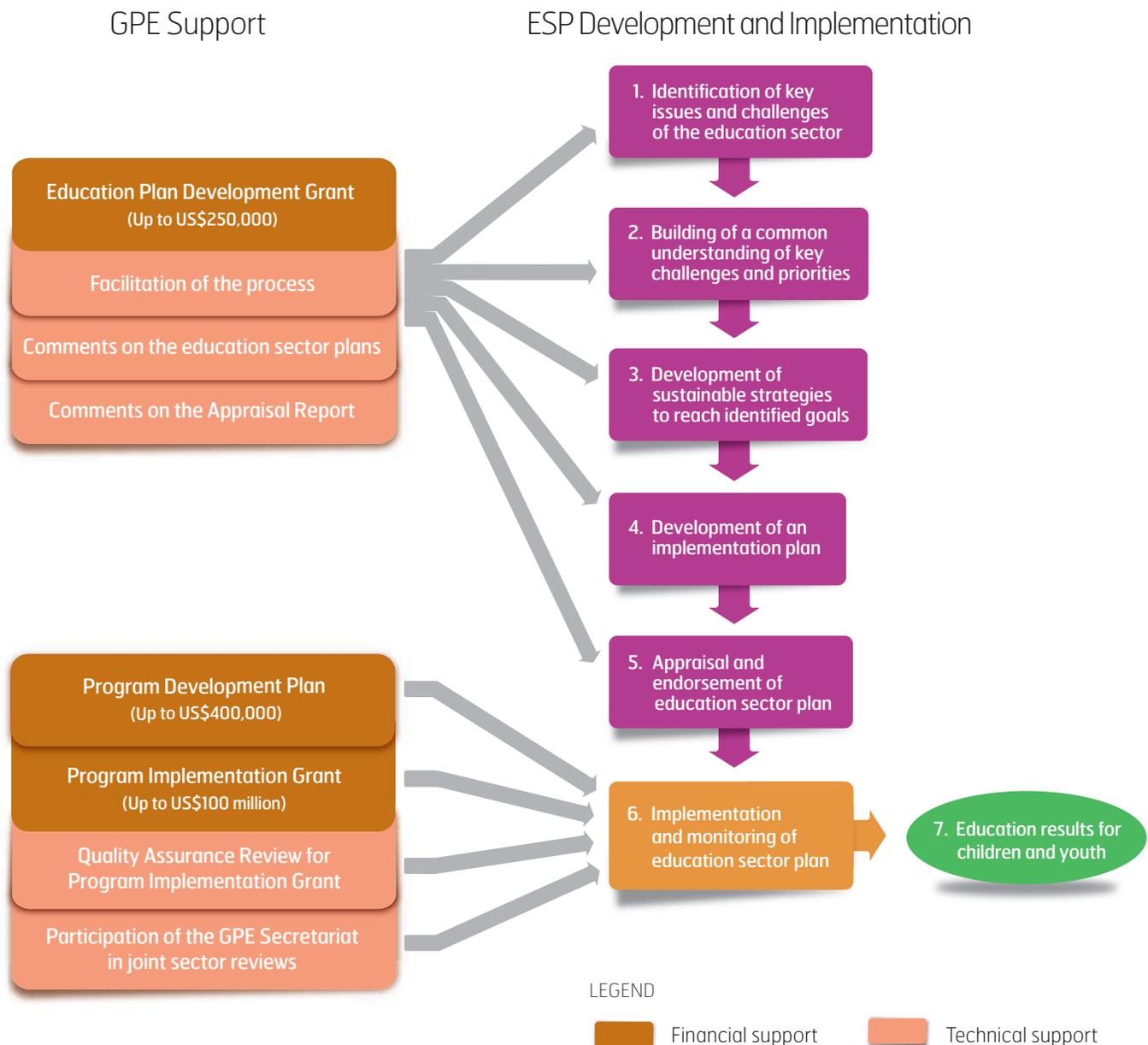
¹⁷ At this stage, the link should be established with the national budget.

The national policy process is fundamental to the GPE model. In one sense, it represents the basis of what evaluation specialists call “the theory of change,” which is a description of a sequence of events that is expected to lead to a particular desired outcome (Vogel 2012). For the Global Partnership, a successful policy process is critical to ensuring equitable, sustainable education development. Thus, GPE support is dedicated to ensuring the successful completion of the different stages of the process. Figure 1.6 shows the sequence in the development and implementation of education sector policy as in figure

1.5, but it also details the technical and financial support provided by the Global Partnership. The GPE theory of change is based on the fundamental logic that adequate financial and technical support to ensure a robust education policy process leads to improved education sector policies, which, in turn, leads to improved education outcomes among children and youth. This theory of change also explains how GPE activities are aimed at stimulating short-, medium-, and long-term transformations to achieve the overall goal of better educational outcomes.

The GPE theory of change is based on the fundamental logic that adequate financial and technical support to ensure a robust education policy process leads to improved education sector policies, which, in turn, leads to improved education outcomes among children and youth.

Figure 1.6 **The GPE Theory of Change at the Country Level**



GPE support to policy development consists of: (i) technical support which includes the facilitation of a participatory process and appraisal reports; and (ii) an Education Plan Development Grant (up to US\$250,000) that supplies funds for the development or revision of educational plans.

The Program Implementation Grant (up to US\$100 million) finances the execution of a three-year program for the implementation of the education sector policy.

The Global Partnership's support is provided during the education sector policy development phase (stages 1 to 5) and the implementation phase (stage 6). Policy development support consists of an Education Plan Development Grant (up to US\$250,000) that supplies funds for the development or revision of educational plans and for any technical support provided by the GPE Secretariat. In terms of technical support, the facilitation of a participatory process is crucial to ensuring that issues are discussed and that the mechanisms or policies adopted are optimal and sustainable. The plan development process should bring together governmental, nongovernmental, and civil society stakeholders in the education sector through consultations. However, the alignment of incentives and the presence of political will are key assumptions behind the GPE theory of change. The Secretariat seeks to play a facilitating role in this regard.

Likewise, the inputs provided by the Global Partnership for the ESPs and to the appraisal reports are crucial in determining whether the plan contributes to the achievement of education sector goals, to the identification of risks, and to guaranteeing that the process is participatory and transparent.

GPE support during the implementation stage includes technical and financial assistance. Two grants are dedicated to supporting the implementation phase: (1) the Program Development Grant (normally US\$200,000, but up to US\$400,000 in exceptional circumstances), which finances the design of the programs to be supported by the Global Partnership, and (2) the Program Implementation Grant (up to US\$100 million), which finances the execution of a three-year program for the implementation of the education sector policy. The Quality Assurance Review involves assessments associated with the application for a Program Implementation Grant, as well as assessments of the potential for making progress toward key educational outcomes. Although the overall responsibility for the Quality Assurance Review process lies with the Secretariat, local support is a major component of the process.

Finally, the participation of the Secretariat in joint sector review meetings serves as an input for the implementation and monitoring of the ESP and subsequent education results (box 1.1). The GPE theory of change covers the policy cycle timeframe because the financial and technical support needs to be available to ensure the development, implementation, and sustainability of the ESP.

Box 1.1 The GPE Technical Resources Available to Developing-Country Partners

The GPE Secretariat has developed several resources to support the GPE developing-country partners in the development of ESPs. Some of the key resources include the following:

- Guidelines for Education Sector Plan Preparation and Appraisal (GPE and IIEP 2012)
- Country Level Process Guide (GPE 2012a)
- Education Plan Development Grant Guidelines^a
- Program Implementation Grant Guidelines^b
- Program Development Grant Guidelines^c
- Terms of Reference for Supervising Entities (GPE 2012b)
- Terms of Reference for Managing Entities (GPE 2012c)
- Terms of Reference for Coordinating Agencies (GPE 2012d)

^a "Education Plan Development Grant Guidelines," Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/media/Misc./FinalGuidelineEducationPlanDevelopmentGrant.pdf>.

^b "Program Implementation Grant Guidelines," Global Partnership for Education, Washington, DC, http://www.globalpartnership.org/media/docs/finance_and_funding/2013-06-GPE-program-implementation-grant-guidelines.pdf.

^c "Program Development Grant Guidelines," Global Partnership for Education, Washington, DC, https://www.globalpartnership.org/media/Misc./program_development_grant_guidelines_final.pdf.

1.5. The Focus on Education Sector Results

The Global Partnership operates both directly and through a complex matrix of partners, at multiple levels and in many low-income countries. The main impact of the Global Partnership occurs at two levels: the partnership influences (1) priorities and resource allocations at the international level and (2) policies and resource allocations in developing countries both of which aim to support sound education policies that have a beneficial impact on educational outcomes. Because, by design, GPE activities are intertwined with those of development partners

and the governments engaged in the partnership, establishing a rigorous claim about the Global Partnership's impact on education outcomes is difficult (see White 2009). The question of the attribution of education outcomes to the Global Partnership is beyond the scope of this report.¹⁸ This report focuses on education outcomes in developing-country partners in order to inform the dialogue among GPE partners and monitor progress in education results. It does not aim to measure the impact of the Global Partnership.

This report focuses on education outcomes in developing-country partners in order to inform the dialogue among GPE partners and monitor progress in education results.

Box 1.2 GPE Open Data

The Global Partnership aims to monitor progress in its developing-country partners through open data. Key education data on 57 indicators are available on the country pages of the GPE website, at <http://www.globalpartnership.org/developing-countries>.

The data show actual education results compared against national targets on key education outcomes, as well as domestic and external financing. Data are also available on aid effectiveness, learning outcomes, the composition of LEGs, and joint sector reviews.

These open data help to make national progress more transparent, which will ultimately support dialogue at the country level. Currently, the data are available on 29 countries. We expect to have all country pages completed in early 2014 based on international data sources, including data of the United Nations Educational, Scientific, and Cultural Organization's Institute for Statistics and the Organisation for Economic Co-operation and Development's Development Assistance Committee.

Chapter 2 analyzes the historical trends in developing countries before and after they join the Global Partnership to assess the results they have achieved since joining. Chapter 3 describes the situation in the fragile and conflict-affected countries within the partnership, as well as the new GPE policy toward these countries. It highlights the progress achieved in these countries and the challenges ahead. Chapter 4 offers a macroeconomic and financial overview of the education sector in GPE developing-country partners and an overview of the financial flows associated with official development assistance. Chapter 5 analyzes GPE financial support to illustrate GPE grants and the outcomes linked with this support.



Photo credit: **Natasha Graham/GPE**

¹⁸ To answer this question, the Global Partnership is undertaking a comprehensive evaluation focusing on the added value of the partnership.



CHAPTER **2**

.....
Education Results
in GPE Developing-Country Partners

2.1. Introduction

This chapter examines the trends in education according to several key outcome indicators outlined in the Results Framework of the Global Partnership for Education (the Global Partnership or GPE).¹ Additionally, indicators outside the framework have been included for analytical purposes.

The analysis in this chapter is divided into the following four sections. The next section contains a macrolevel analysis of general trends in education in GPE developing-country partners from 2000 to 2011. The subsequent section includes a microlevel analysis of the performance of each of these countries in the key outcome indicators according to the year the country joined the Global Partnership. The challenges facing developing-country partners are highlighted as well. The penultimate section focuses on the learning conditions and the related outcomes. The final section concludes with a summary of the major challenges remaining.

The analysis in this chapter relies on international comparable data provided by the Institute for Statistics of the United Nations Educational, Scientific, and Cultural Organization (the UNESCO Institute for Statistics or UIS). However, country data are sometimes not available for one of two reasons: (1) countries have not supplied data to the UIS, or (2) the data provided to the UIS are not considered reliable.² The number of countries included in the aggregate indicators varies according to the data available by country.³ The data issue is highlighted throughout the report because data availability and reliability are major concerns in tracking results at the country level.

The data presented in this chapter are not meant to be viewed as elements of an assessment of the impact of the Global Partnership; they are aimed, rather, at fostering a dialogue on the results in education achieved within the partnership.

2.2. Progress in Key Outcome Indicators

This section surveys the trends in the following key outcome indicators: the gross enrollment ratio (GER) in preprimary education, the GER in primary education, the gross intake ratio (GIR) in the first grade of primary education, the primary completion rate (PCR), the transition rate from primary school to lower-secondary school, the lower-secondary completion rate, and the number of primary-school-age children and lower-secondary-school-age children who are outside the education system. Gender-disaggregated data for each indicator are also included because the promotion of girls education is a priority of the Global Partnership.⁴

The objective of this section is to offer a general overview of how GPE developing-country partners are performing (see annex C). The data should not be used to draw conclusions about individual developing-country partners because performance varies by country. Country performance information is provided in the next section.

¹ The literacy rate was not included in the analysis because, at the time the report was written, there was insufficient data to add to the results discussed in the Results for Learning Report 2012 (GPE 2012e). For more information on the GPE Results Framework, see "Results Framework," Global Partnership for Education, Washington, DC, http://www.globalpartnership.org/media/docs/guidelines/GPE_results_framework.pdf.

² The UIS carries out quality control on all data it receives from countries before publication. In the cases where quality is a concern, data can be adjusted before publication if the quality is acceptable, but, if the quality of the data is considered poor, the data are not published.

³ Among the 59 GPE developing-country partners, Uzbekistan has not been included in the analysis in this chapter because it joined the Global Partnership only in September 2013.

⁴ Gender is not the only disparity factor and the Global Partnership plans to track other disparity factors (income, disability etc.) for the indicators. The disparity data on income and geographical region was not included in the analysis because, at the time the report was written, there was no new data to add to the results discussed in the Results for Learning Report 2012 (GPE 2012e).

2.2.1. Preprimary education

The early years of life are critical. During this time, children develop the cognitive, linguistic, motor, and socioemotional skills they need later on. Education can play a key role in improving developmental outcomes among young children. Children who benefit from early childhood education programs have been found to be more well prepared for primary school and to produce better learning outcomes (Naudeau et al. 2011). Additionally, investment in education early on among young children has been found to produce greater returns than investment later in the life cycle if the investment is targeted at the most marginalized (Heckman 2006).

The Global Partnership uses the GER to measure the progress of developing-country partners in preprimary education. The GER measures the share of students that a country is capable of enrolling with respect to the total number of children who are at the appropriate age to be enrolled.⁵

To ensure a meaningful comparison across time, the estimates on the general trends in the preprimary GER are based on the 42 developing-country partners on which data are available for the period between 2000 and 2011. Table 2.1 presents a list of the countries on which such data are not available.

Table 2.1 **GPE Developing-Country Partners Missing Data on Preprimary GER**

Afghanistan	Malawi	Papua New Guinea	Timor-Leste
Comoros	Mauritania	Pakistan	Uganda
Haiti	Mozambique	Somalia	Zambia
Liberia	Nepal	South Sudan	Zimbabwe

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

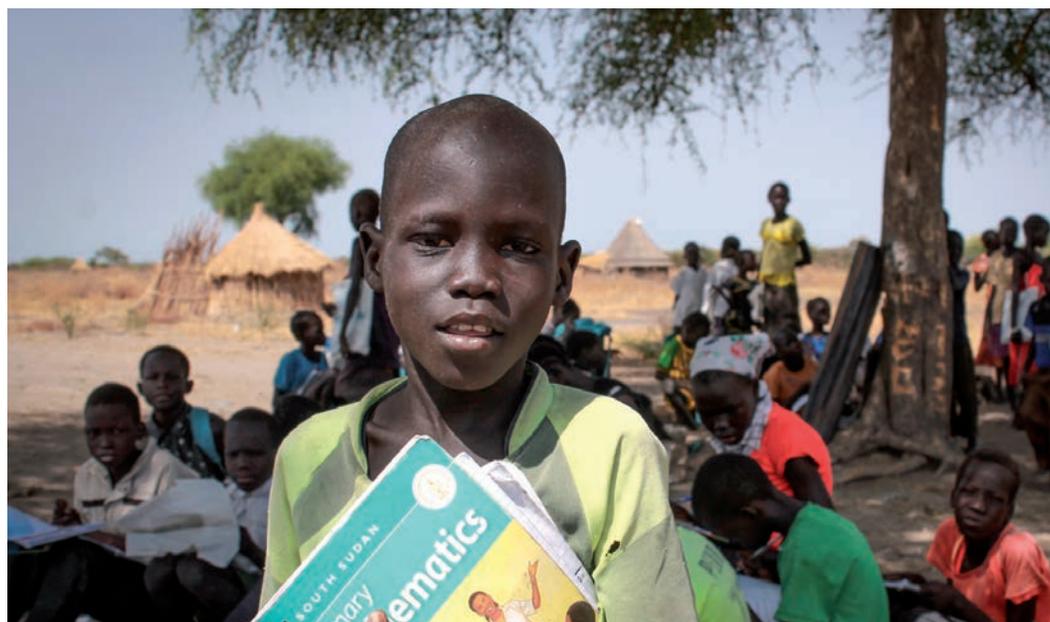


Photo credit: **Helen Mould/Save the Children**

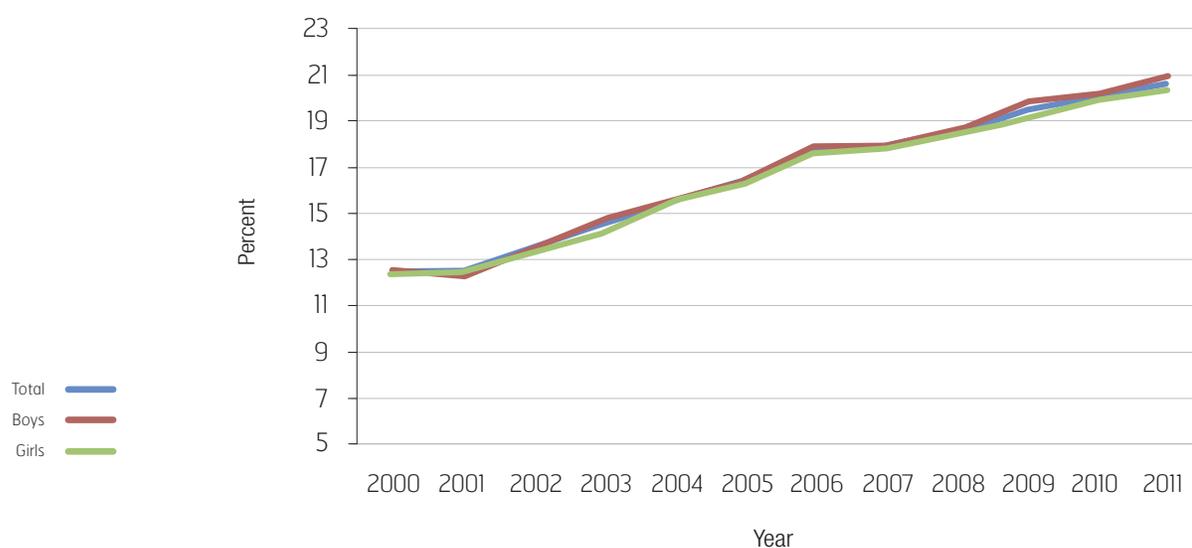
⁵ Because the GER is an average value for the entire education cycle, it cannot tell us whether all the age-appropriate children attend school or whether they complete the entire cycle. A GER of 100 percent or above does not imply that all children attend school, but that schools have the capacity to accommodate all children of the appropriate school age. This is so especially in postpreprimary education.

Roughly one in five children in GPE developing-country partners was participating in preprimary education in 2011.

In the developing-country partners on which data are available, enrollment in preprimary education generally increased between 2000 and 2011. Figure 2.1 shows that enrollment grew more rapidly between 2000 and 2006 than at the end of the period. The annual average growth was 6.1 percent between 2000 and 2006, compared with 3.6 percent between 2007 and 2011. Although the average GER

increased substantially (8 percentage points over the period), preprimary enrollment levels were still low at the end of 2011. In 2011, the average GER in preprimary education was 21 percent, a mere 0.6 percentage point increase relative to 2010. This means that roughly one in five children in developing-country partners was participating in preprimary education in 2011.

Figure 2.1 **Gross Enrollment Ratio in Preprimary Education, GPE Developing-Country Partners**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

Although enrollment levels are low, among the countries in which data are available, gender is generally not a barrier to access to preprimary education. Figure 2.1 shows that the GERs in preprimary education among girls and boys were about the same throughout the period. In 2011, for every 100 boys enrolled in preprimary school, there were 98 girls, while, in 2000, for every 100 boys, there were 99 girls.

According to the *Education For All Global Monitoring Report 2012* (UNESCO 2012a), socioeconomic status plays a large role in the low preprimary enrollment rates that have been observed globally. In many countries, the early childhood education programs that are available are often privately run and in urban areas because the high

unit cost of public education means that governments are unable to build sufficient facilities to accommodate all children. Exacerbating the situation is the fact that many countries cannot afford to seek to achieve the goal of universal primary education, while developing preprimary and secondary education. In 2011, an average of 34 percent of children in GPE developing-country partners were enrolled in private preprimary schools. Children from poor households tend to participate less in preprimary school, and, given that private preschools are often costly, they are excluded also from this avenue to education (UNESCO 2012a). Thus, equity should be a key consideration in preprimary policies, and reaching the marginalized should be a priority.

2.2.2. Primary education

To ensure a meaningful comparison across time, the indicators on primary education outlined here are based on data on 46 developing-country partners on which data were available between

2000 and 2011. Table 2.2 lists the developing-country partners on which the relevant data were not available for these years.

Table 2.2 **GPE Developing-Country Partners Missing Data on GER, GIR, and PCR**

Afghanistan	Haiti	Pakistan	Sierra Leone	South Sudan	Timor-Leste
Guinea-Bissau	Liberia	Papua New Guinea	Somalia	Sudan	Zimbabwe

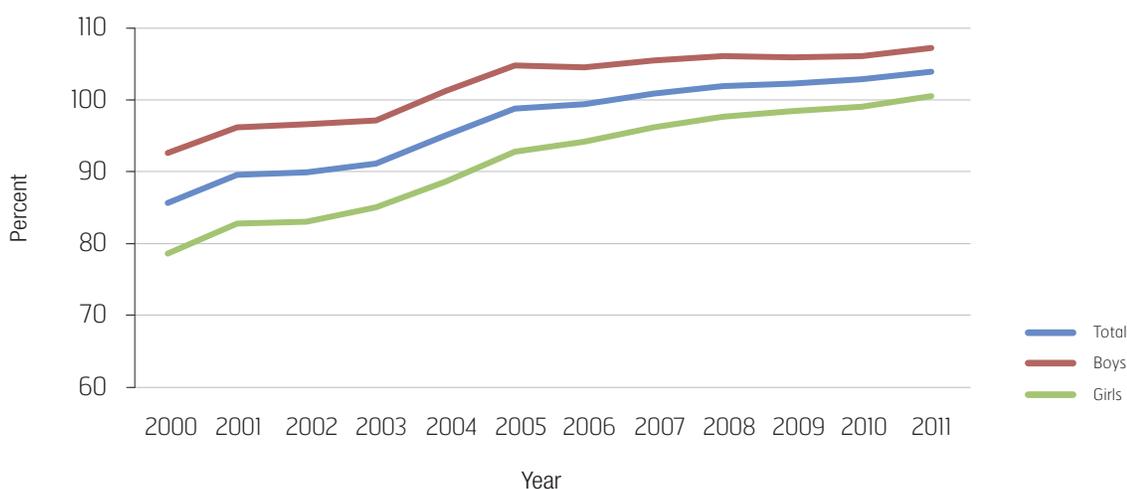
Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

The gross enrollment ratio. Developing-country partners made considerable progress toward increasing the number of enrollments in primary education between 2000 and 2011. Total enrollments in primary education rose from about 120 million children in 2000 to more than 178 million children in 2011. Figure 2.2 shows an upward trend for the GER in primary education. The GER increased from 85 percent in 2000 to 104 percent in 2011. The GER rose more rapidly

from 2000 to 2006, when it climbed from 85 percent to 99 percent, representing an average annual increase of 2.5 percent, compared with only 0.7 percent between 2007 and 2011. Overall, during the 11-year period, the change in the GER in primary education was 18 percentage points, showing that there was a notable improvement in the capacity of school systems in developing-country partners to enroll more students.

Total enrollments in primary education rose from about 120 million children in 2000 to more than 178 million children in 2011 in GPE developing-country partners.

Figure 2.2 **Gross Enrollment Ratio in Primary Education, GPE Developing-Country Partners**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

The GER in primary education among boys and girls rose steadily from 2000 to 2011 (see figure 2.2). The GER among boys increased from 92 percent in 2000 to 107 percent in 2011, which

represents an average growth of 1.3 percent per year. Among girls, the GER increased from 78 percent in 2000 to 100 percent in 2011, which is an average growth of 2.3 percent per year,

indicating the progress achieved in girls education over the period. In 2000, for every 100 boys enrolled in primary school, there were, on average, 85 girls, while, in 2011, for every 100 boys, there were, on average, 94 girls.

The 2011 data on the GER at the primary level indicate that, under current conditions, GPE developing-country partners generally have the capacity to accommodate all children of primary-school age. However, to measure the effort to reach the goal of universal primary education, the GER must be supplemented with data on the share of all children who start school (access) and data on the share of all children who remain in school until the end of the cycle (completion).

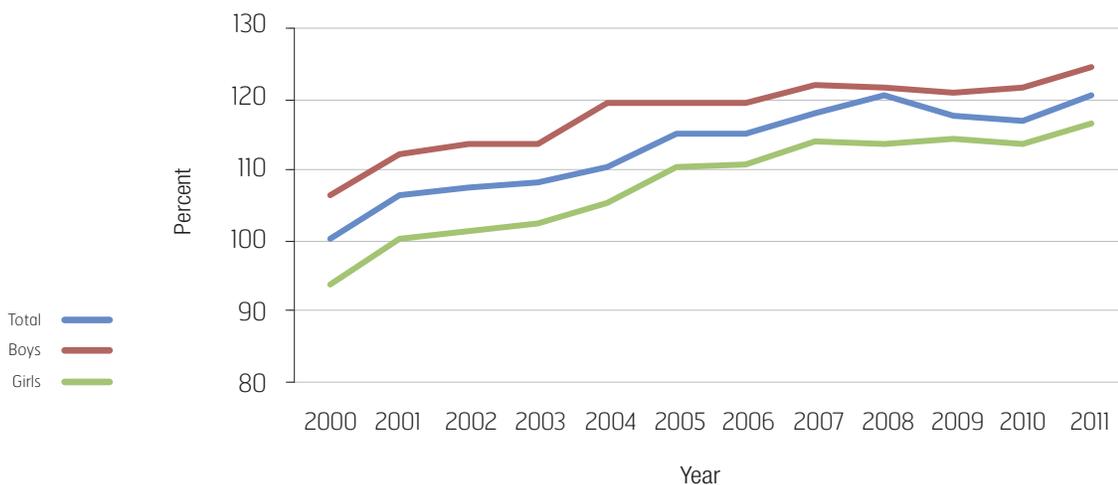
The gross intake ratio. The GIR measures the general level of access of children (regardless of age) to the first grade of primary school as well as the capacity of a country's education system

to accommodate these children. The GIR is one of the key indicators used to measure the GPE strategic goal of access for all in education. An analysis of trends in the GIR is helpful in evaluating progress in terms of access to the first grade of primary school.

The data indicate that, between 2000 and 2011, the general trend in the GIR in the first grade of primary education was positive (figure 2.3). After increasing from 100 percent in 2000 to 121 percent in 2008, the GIR declined slightly between 2008 and 2010, before rising again to 121 percent in 2011. Although the GIR remained above 100 percent throughout the period, not all children of primary-school age were in school. The high average intake ratios may have been the result of a large number of overage and underage children entering the first grade of primary school for the first time or of the misreporting of repeaters or reentering dropouts as new entrants.

In 2000, for every 100 boys enrolled in primary school, there were, on average, 85 girls, while, in 2011, for every 100 boys, there were, on average, 94 girls.

Figure 2.3 **Gross Intake Ratio in Primary Education, GPE Developing-Country Partners**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

In 2011, for every 100 boys in the first grade, there were 94 girls on average; thus, GPE developing-country partners are closer to achieving gender parity in the first grade of primary education.

Developing-country partners made substantial progress toward equalizing intake at the primary level. The GIR among girls rose from 94 percent in 2000 to 117 percent in 2011, while the GIR among boys increased from 106 percent to 125 percent. During the period, the GIR rose more quickly among girls than among boys: the average annual growth was 2 percent among girls and 1.5 percent among boys. As a result, the

GIR gap between boys and girls narrowed from 12 percentage points in 2000 to 8 percentage points in 2011. In 2011, for every 100 boys in the first grade, there were, on average, 94 girls; thus, GPE developing-country partners are closer to achieving gender parity.

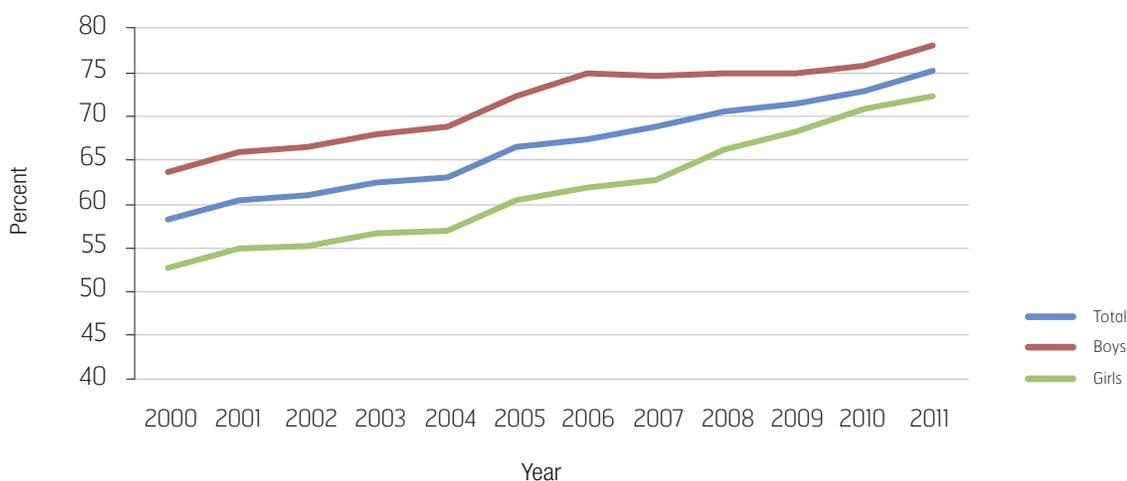
The primary completion rate. The GIR in primary education and data on the GER show

that children in developing-country partners enjoy high levels of access to primary school. However, to achieve universal primary education, children also need to complete the full cycle of primary school. The PCR is thus used to measure the goal of universal primary education because this indicator describes the level of access to the last grade of the cycle. The PCR is the total number of pupils in the last grade of primary school, net of repeaters, as a percentage of the population at the official eligible age of entry to the last grade of primary school. However, the indicator is imperfect; it does not measure the actual completion for an age category, but, rather, serves as a proxy for completion. Indeed, the indicator only considers the pupils who enter the last grade of the cycle instead of those who effectively finish that grade or succeed in a final examination. While the final examination success rate may be the best indicator of the completion of the cycle, it may supply a biased perspective, particularly if the examination is used as an admission test for lower-secondary education.

The average PCR increased steadily between 2000 and 2011 (figure 2.4). The PCR was 58.3 percent in 2000, and, by 2011, it was 75.2 percent, representing an annual growth rate of 2.3 percent. While the data highlight that developing-country partners have made progress, they demonstrate that, under the current conditions, around 25 percent of children do not complete primary school—representing around 8 million children at the official age of eligibility for the last grade of primary school—because they have never had access to school or because they dropped out before the final grade of the cycle. Hence, in GPE developing-country partners that are facing challenges (see section 2.3), a greater effort is needed to ensure that children complete the full cycle of primary education.

In 2011, around 25 percent of children did not complete primary school in GPE developing-country partners.

Figure 2.4 Primary Completion Rate, GPE Developing-Country Partners



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

By the end of 2011, more girls in developing-country partners were completing the full cycle of primary school than ever before, and the PCR was rising more rapidly among girls than among boys. Over the period 2000 to 2011, the PCR among girls increased at an annual average rate of 2.9 percent, while the PCR among boys increased at an annual average rate of 1.9 percent.

As a result, the gap between the PCR for girls and the PCR for boys declined from 11 percentage points in 2000 to 6 percentage points in 2011. In 2000, for every 100 boys completing primary school, there were, on average, 83 girls completing primary school, while, in 2011, for every 100 boys, there were, on average, 93 girls.

In 2011, there were 57 million primary-school age children out of school worldwide. Of these children, 74 percent (42 million) were living in GPE developing-country partners.

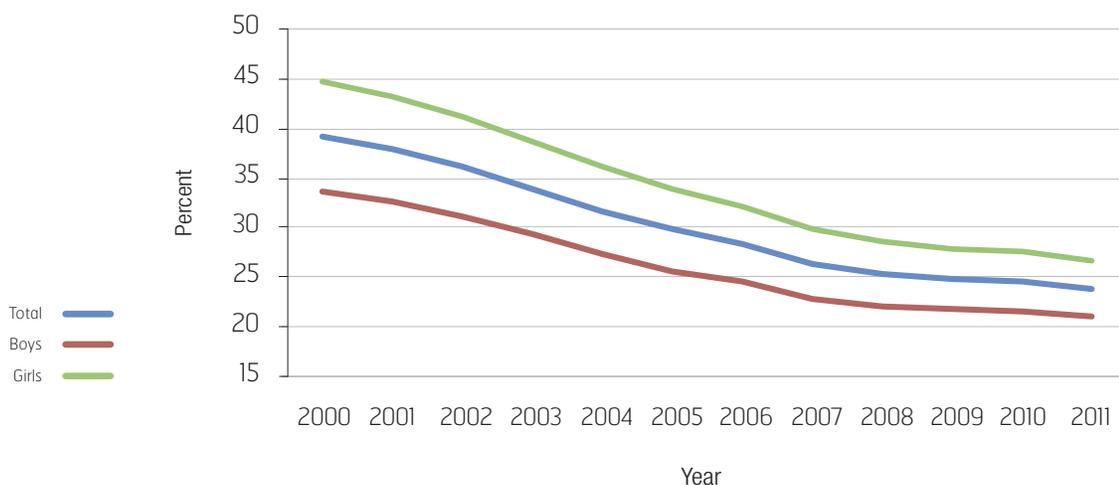
Girls still represented 55.3 percent of the out-of-school population in 2011, compared with 56.3 percent in 2000.

Out-of-school children. Estimates of the UIS have put the number of children of primary-school age who were out of school worldwide in 2011 at 57 million. Of these children, 74 percent (42 million) were living in GPE developing-country partners, particularly in fragile and conflict-affected contexts (see chapter 3). However, the total number of children of primary-school age who were out of school in developing-country partners fell from about 58 million in 2000 to 42 million in 2011, representing an annual average decline of 2.9 percent.

Gender-disaggregated data show that the number of out-of-school children dropped slightly more among girls (3 percent per year) than among boys (2.7 percent per year). Despite the progress in closing the gender gap, girls still represented 55.3 percent of the out-of-school population in 2011, compared with 56.3 percent in 2000.

Figure 2.5 shows the evolution of the share of children of primary-school age who were out of school in GPE developing-country partners. Between 2000 and 2011, the share of these children among all children in the relevant age-groups declined from 39.1 percent to 23.7 percent, that is, roughly 1 in 4 children was outside the primary-school system in 2011. The trend shows that the decrease in out-of-school children was most rapid between 2000 and 2008; thereafter, the rate of progress slowed. The trends among boys and girls were similar over the period. The share of out-of-school boys fell from 33.7 percent in 2000 to 20.9 percent in 2011, meaning that 1 in 5 boys of primary-school age was outside the system in 2011. For girls, the data indicate that, in 2000, roughly 1 in 2 girls of primary-school age was not in school. However, by the end of 2011, the share had reached roughly 1 in 4 girls not in school.

Figure 2.5 **Share of Out-of-School Children of Primary-School Age, GPE Developing-Country Partners**



Source: Estimates of the UNESCO Institute for Statistics.

While the data on the out-of-school population tells us about the number of primary-school age children who are not in school, the information should be interpreted carefully because it should not be taken to imply that children who are outside the system will never go to school.⁶ In fact,

the indicator combines three different factors: (1) children who never gain access to education, (2) children who enter the system late with respect to the age of eligibility, and (3) dropouts. Thus, the indicator should be considered together with the access and completion indicators.

⁶ According to the UIS (2013), of the 57 million out-of-school children of primary-school age, almost one-half (49 percent) will probably never enter school. A further 23 percent have attended school, but dropped out, and the remaining 28 percent are expected to enter school in the future.

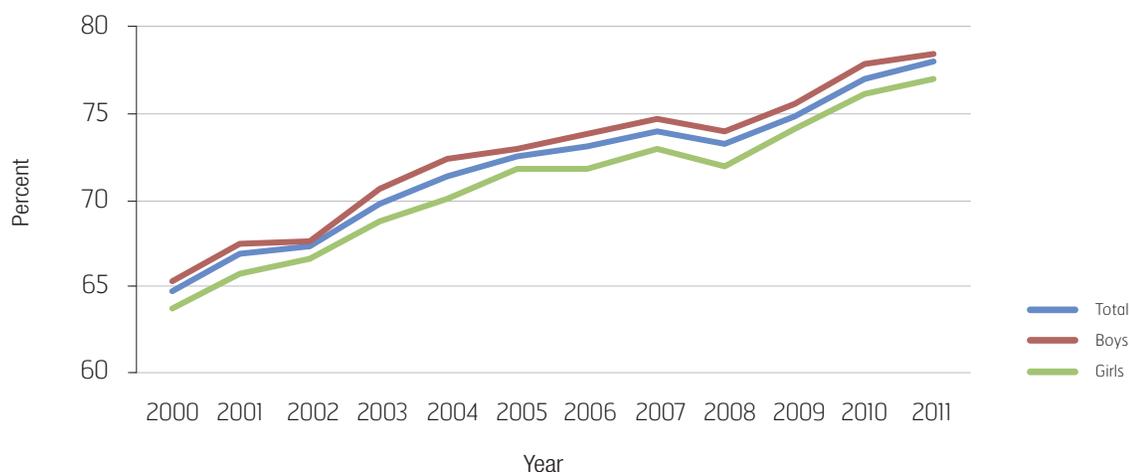
2.2.3. Lower-secondary education

The transition rate from primary school to lower-secondary school. The rate of transition from primary school to lower-secondary school tells us about the level of access among children leaving primary school and entering lower-secondary school. Additionally, the indicator informs us about the intake capacity of lower-secondary schools. Beyond the challenge of ensuring that children complete the full cycle of primary education, there is also the challenge of access to secondary education. Like the PCR, the transition

rate from primary school to lower-secondary school is one of the indicators that the Global Partnership uses to monitor progress toward the goal of access for all to education.

Figure 2.6 shows the transition rate from primary school to lower-secondary school in GPE developing-country partners. The transition rate increased from 65 percent in 2000 to 78 percent in 2011. Thus, the change in the rate was 13 percentage points over the period.

Figure 2.6 **Transition Rate from Primary School to Lower-Secondary School, GPE Developing-Country Partners**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

In 2000, 58 percent of children of primary-school age completed primary school. Of these, 65 percent transitioned into lower-secondary school. This means that only 38 percent of the children in developing-country partners had access to lower-secondary school in 2000. By 2011, the share had risen to more than 58 percent. By the end of 2011, children in GPE developing-country partners therefore had a greater chance of gaining access to lower-secondary school than ever before.

The data by gender indicate that, over the period, the annual increase in the transition rate from primary school to lower-secondary school among boys and girls was the same (an annual average

growth of 1.7 percent). The transition rate among boys rose from 65 percent in 2000 to 78 percent in 2011, while, among girls, the rate rose from 64 percent in 2000 to 77 percent in 2011. Subsequently, in 2000 and 2011, the share of boys and girls who had the chance to move onto lower-secondary school was roughly the same. In 2000, for every 100 boys that made the transition to lower-secondary school, there were, on average, 98 girls, while, in 2011, for every 100 boys, there were, on average, 99 girls. Thus, gender parity was generally not a problem in the transition from primary school to lower-secondary school in developing-country partners taken into account in the analysis.

These findings on the transition rate are encouraging, but the estimates are based on only 33 countries on which data are available. Hence, close to half the GPE developing-country partners

are missing data on the transition rate (table 2.3). This is a particular concern because the lack of data hinders the monitoring of progress toward universal basic education.

Table 2.3 GPE Developing-Country Partners Missing Data on the Transition Rate

Afghanistan	Congo, Dem. Rep.	Kenya	Nigeria	Somalia
Benin	Guinea-Bissau	Liberia	Pakistan	South Sudan
Burundi	Guyana	Mauritania	Papua New Guinea	Timor-Leste
Central African Republic	Haiti	Nepal	Rwanda	Yemen, Rep.
Comoros	Honduras	Nicaragua	Sierra Leone	Zimbabwe

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

The lower-secondary completion rate. Among the 58 GPE developing-country partners considered in this chapter, only 38 had data on the

lower-secondary-school completion rate. Table 2.4 highlights the developing-country partners that were missing these data.

Table 2.4 GPE Developing-Country Partners Missing Data on the Lower-Secondary Completion Rate

Afghanistan	Guinea-Bissau	Liberia	Papua New Guinea	South Sudan
Central African Republic	Haiti	Mauritania	Rwanda	Sudan
Comoros	Honduras	Nigeria	Sierra Leone	Timor-Leste
Congo, Dem. Rep.	Kenya	Pakistan	Somalia	Zimbabwe

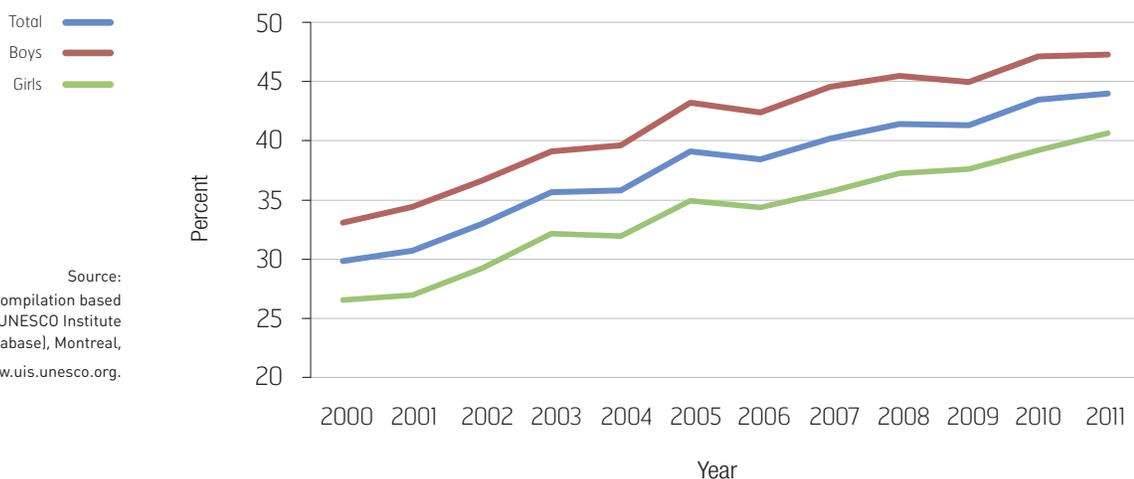
Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

In GPE developing-country partners, lower-secondary education is growing faster than primary education.

On average, the number of children who completed the full cycle of lower-secondary school increased (figure 2.7). The lower-secondary completion rate rose from 30 percent in 2000 to 44 percent in 2011. Nonetheless, the completion rate remained below 50 percent, meaning that fewer than 1 in 2 children was completing the

lower-secondary cycle. Although the average lower-secondary completion rate was low, it was rising more rapidly than the PCR. From 2000 to 2011, the lower-secondary completion rate grew at an average of 3.6 percent per year, while the PCR grew at an average of 2.3 percent per year.

Figure 2.7 Lower-Secondary Completion Rate, GPE Developing-Country Partners



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

Figure 2.7 illustrates that the lower-secondary completion rate increased among both boys and girls. The completion rate among boys rose from 33 percent in 2000 to 47 percent in 2011, while the rate among girls rose from 26 percent in 2000 to 40 percent in 2011. The rate among boys grew 3.3 percent per year, while, among girls, the rate grew more rapidly, at 4 percent per year. Nonetheless, gender parity remains a challenge. For every 100 boys that completed lower-secondary school in 2011, there were only 86 girls, in contrast to 2000, when, for every 100 boys that completed lower-secondary school, there were 80 girls.

Although the lower-secondary completion rate remained below 50 percent, it is important to mention that in GPE developing-country partners, lower-secondary education is growing faster than primary education. From 2000 to 2011, enrollments in primary education grew at an average of 3.6 percent per year, while enrollments in lower-secondary school grew by 6 percent per year.⁷ This rapid development in lower-secondary education raises a concern given that many countries are still far from achieving universal

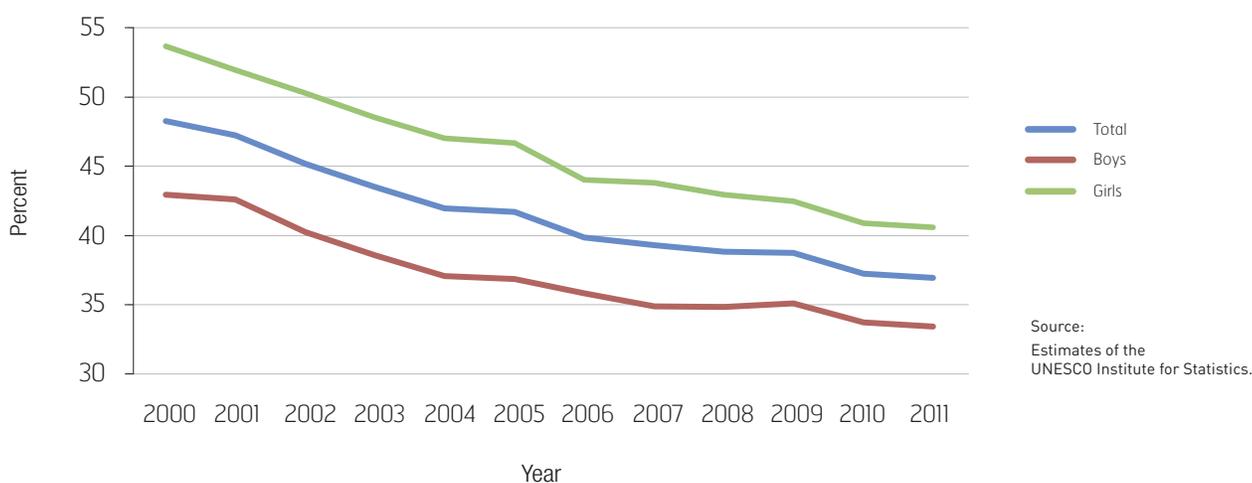
primary education and have only limited resources. Moreover, with respect to the allocation of financial resources, countries and donors are now supporting secondary education more intensely (chapter 4). In some countries, there is a clear risk that the rapid expansion in the resources available for secondary education may become an impediment to the achievement of universal primary education.

Out-of-school children. Worldwide, the number of lower-secondary-age children who were out of school was about 69 million in 2011. Of these children, about half (33 million) were living in GPE developing-country partners. From 2000 to 2011, the number of children of lower-secondary age who were out of school in developing-country partners decreased at an average annual rate of 0.7 percent. An analysis of the data by gender reveals that the number of girls of lower-secondary age outside of the education system decreased at a faster rate (0.9 percent per year) than the number of boys of lower-secondary age (0.6 percent per year). However, by the end of 2011, over half (54.2 percent) of the population of lower-secondary-age children excluded from the education system was girls.

Worldwide, the number of lower-secondary-age children who were out-of-school was about 69 million in 2011. Of these children, (33 million) were living in GPE developing-country partners.

During the last decade, the number of girls of lower-secondary-age outside of the education system decreased at a faster rate than the number of boys of lower-secondary age. However, girls still represent 54.2 percent of the lower-secondary age children excluded from the education system in 2011.

Figure 2.8 **Share of Out-of-School Children of Lower-Secondary-School Age, GPE Developing-Country Partners**



The share of lower-secondary-age children that were out of school in developing-country partners decreased by 11.3 percentage points from 48.1 percent in 2000 to 36.8 percent in 2011. Substantial progress was primarily made between 2000 and 2006. While the share continued to decline after 2006, it did so more slowly. Figure 2.8 shows the trends in the lower-secondary out-of-

school rate for girls and boys. The share of girls of lower-secondary-school age who were outside the education system was 40.4 percent in 2011 versus 53.5 percent in 2000. Among boys, the share was 42.8 percent in 2000 versus 33.3 percent in 2011. At the lower-secondary level, 1 in 3 boys of lower-secondary age was out of school, while about 2 in 5 girls were out of school.

⁷ The estimates here are based on the 46 countries on which data are available on enrollments in primary and lower-secondary education in 2000–11.

2.3. Performance and Challenges in GPE Developing-Country Partners

The objective of this section is to present the data on key outcome indicators by country, thus shedding light on the countries that are progressing toward universal basic education and those that are facing challenges. Additionally, the analysis examines changes before and after developing-country partners joined the Global Partnership.

(See chapter 1, figures 1.1 and 1.2 for the timeline of membership of developing-country partners in the Global Partnership.) The objective of this before-and-after approach is not to describe a cause and effect between membership and progress, but, rather, to monitor progress in terms of education outcomes.

2.3.1. Access and completion in primary education

In the Central African Republic, Chad, and Eritrea, the most recent data show that roughly 6 in 10 children do not complete the full cycle of primary education.

The primary completion rate. Table 2.5 presents the most recent data on the PCR for 49 GPE developing-country partners on which data are available for 2011 (or the closest year). In 21 countries, essentially fragile and conflict-affected countries (chapter 3), more than 30 percent of eligible children are not completing primary school. The countries facing the greatest

challenges with respect to completion are the Central African Republic, Chad, and Eritrea. In these countries, the most recent data show that roughly 6 in 10 children do not complete the full cycle of primary education. In 2011, the PCR was 38 percent in Chad, 40 percent in Eritrea, and 43 percent in the Central African Republic.

Table 2.5 **Primary Completion Rate, GPE Developing-Country Partners, 2011 or the Closest Year**

PCR <70, 21 countries		70 ≤ PCR <90, 14 countries	PCR ≥90, 14 countries
Burkina Faso	Lesotho	Benin	Bhutan
Burundi	Liberia	Cameroon	Cambodia
Central African Republic	Mali	Comoros	Georgia
Chad	Mozambique	Guyana	Ghana
Côte d'Ivoire	Niger	Madagascar	Honduras
Djibouti	Pakistan	Malawi	Kenya
Congo, Dem. Rep.	Senegal	Mauritania	Kyrgyz Republic
Eritrea	Uganda	Nicaragua	Lao PDR
Ethiopia	Yemen, Rep.	Nigeria	Moldova
Gambia, The		Rwanda	Mongolia
Guinea		Sierra Leone	São Tomé and Príncipe
Guinea-Bissau		Tanzania	Tajikistan
		Timor-Leste	Vietnam
		Togo	Zambia

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

The data in table 2.5 provide insights on the current status in GPE developing-country partners, but it does not supply information on how countries have performed. Table 2.6 shows the annual growth in the PCR in the developing-

country partners that joined the Global Partnership before 2010 and had a PCR at less than 90 percent when they joined. In addition to these criteria, to be included in the analysis, countries must have data on at least three years

before and after they joined the partnership. For these countries, the average annual growth in the PCR after a country joined was 5.6 percent per year, while the corresponding growth rate was 5.0 percent per year before a country joined.

Limiting the analysis to countries with a PCR at less than 70 percent when they joined the partnership shows that the average annual growth rate before joining was 5.6 percent, versus 5.8 percent after joining.

On average, the annual growth in the primary completion rate was 12 percent faster after countries joined the Global Partnership.

Table 2.6 Annual Growth in PCR before and after Joining the Global Partnership, Developing-Country Partners

Country	Year joined	Rate before GPE, %	Rate after GPE, %	Change, percentage points
Benin	2007	6.9	4.1	-2.7
Bhutan	2009	6.1	5.8	-0.3
Burkina Faso	2002	5.9	8.0	2.1
Cameroon	2006	0.6	8.0	7.4
Central African Republic	2008	2.5	6.1	3.6
Djibouti	2006	3.8	8.5	4.7
Ethiopia	2004	12.6	6.6	-6.0
Gambia, The	2003	2.0	-0.9	-2.9
Ghana	2004	-0.7	4.6	5.3
Guinea	2002	6.8	5.7	-1.1
Lao PDR	2009	1.9	6.5	4.6
Lesotho	2005	0.0	2.4	2.4
Madagascar	2005	9.8	3.6	-6.2
Malawi	2009	0.2	3.7	3.5
Mali	2006	8.0	3.6	-4.4
Mozambique	2003	17.6	10.1	-7.5
Nicaragua	2002	2.7	1.2	-1.5
Niger	2002	1.8	9.1	7.3
Rwanda	2006	12.4	9.2	-3.2
São Tomé and Príncipe	2007	3.0	12.4	9.4
Senegal	2006	4.1	4.3	0.2
Yemen, Rep.	2003	2.6	0.4	-2.1
Average		5.0	5.6	0.6

Source:
GPE compilation based
on data of the UNESCO Institute
for Statistics (database), Montreal,
<http://www.uis.unesco.org>.

In Burkina Faso, Cameroon, the Central African Republic, Djibouti, Ghana, the Lao People's Democratic Republic, Lesotho, Malawi, Niger, São Tomé and Príncipe, and Senegal, the PCR grew more quickly after the countries joined the partnership. In Cameroon, Ghana, Niger, and São Tomé and Príncipe, the increase in the annual growth was more than 5 percentage points. In Cameroon and Ghana, the annual growth in the PCR was less than 1 percent prior to joining; the PCR was actually declining by 1 percent per year in Ghana.

Although the recent data (table 2.5) for Burkina Faso, the Central African Republic, Djibouti, and

Niger show PCRs below 70 percent, the changes in the annual growth rates following membership in the Global Partnership show that these countries are making more progress now than in the past (table 2.6). It is important for the partnership to work with these developing-country partners to ensure the gains are sustained and continue to expand.

In Benin, Bhutan, Ethiopia, Guinea, Madagascar, Mali, Mozambique, Nicaragua, Rwanda, and the Republic of Yemen, the annual growth in the PCR has declined since they joined the partnership. This is a concern because the PCR in several of these countries (Ethiopia, Mali, Mozambique,

Because of their large populations, the Democratic Republic of Congo, Ethiopia, Nigeria, and Pakistan account for about half the 8 million children who did not complete primary education in developing-country partners in 2011.

and the Republic of Yemen) is at less than 70 percent (table 2.5). This means that, although the PCR is rising in these countries, it is increasing at a slower rate since these countries became partners. In the case of Ethiopia, Mozambique, and Rwanda, the annual growth rates before these countries joined the partnership were high, and it is likely that maintaining such growth has been difficult over the long term. Guinea, Madagascar, and the Republic of Yemen have faced crisis and instability, which may have contributed to the declines in the PCR observed there. (In chapter 3, we discuss the GPE strategy for fragile and conflict-affected countries.)

Although the data highlight that progress has been achieved in enhancing completion rates in primary education, around 8 million children who, according to their age, were officially eligible to be attending the last grade of primary education did not complete the full cycle of primary education in GPE developing-country partners in 2011 (table 2.7). Because of their large populations, the Democratic Republic of Congo, Ethiopia, Nigeria, and Pakistan have the highest number of children who do not complete the cycle. These countries alone account for about half (3,901,302) the 8 million children who did not complete primary education in developing-partner countries in 2011.

Table 2.7 **Number of Children Who Did Not Complete Primary Education, by Country, 2011 or the Closest Year**

PCR <70		70 ≤ PCR <90		PCR ≥90	
Pakistan	1,313,399	Nigeria	974,083	Cambodia	30,701
Ethiopia	922,000	Tanzania	210,772	Lao PDR	10,845
Congo, Dem. Rep.	691,820	Madagascar	151,164	Ghana	5,092
Uganda	408,184	Malawi	113,120	Kyrgyz Republic	4,162
Mozambique	263,567	Cameroon	100,579	Moldova	1,823
Yemen, Rep.	233,349	Rwanda	76,407		
Niger	209,163	Benin	55,685		
Côte d'Ivoire	203,786	Sierra Leone	38,039		
Burkina Faso	195,407	Togo	34,765		
Chad	180,626	Nicaragua	25,261		
Mali	176,072	Mauritania	20,640		
Senegal	115,656	Guyana	18,489		
Guinea	79,919	Timor-Leste	8,976		
Burundi	73,433	Comoros	4,467		
Eritrea	71,074				
Central African Republic	62,484				
Liberia	33,796				
Lesotho	16,981				
Gambia, The	14,832				
Guinea-Bissau	11,501				
Djibouti	8,870				

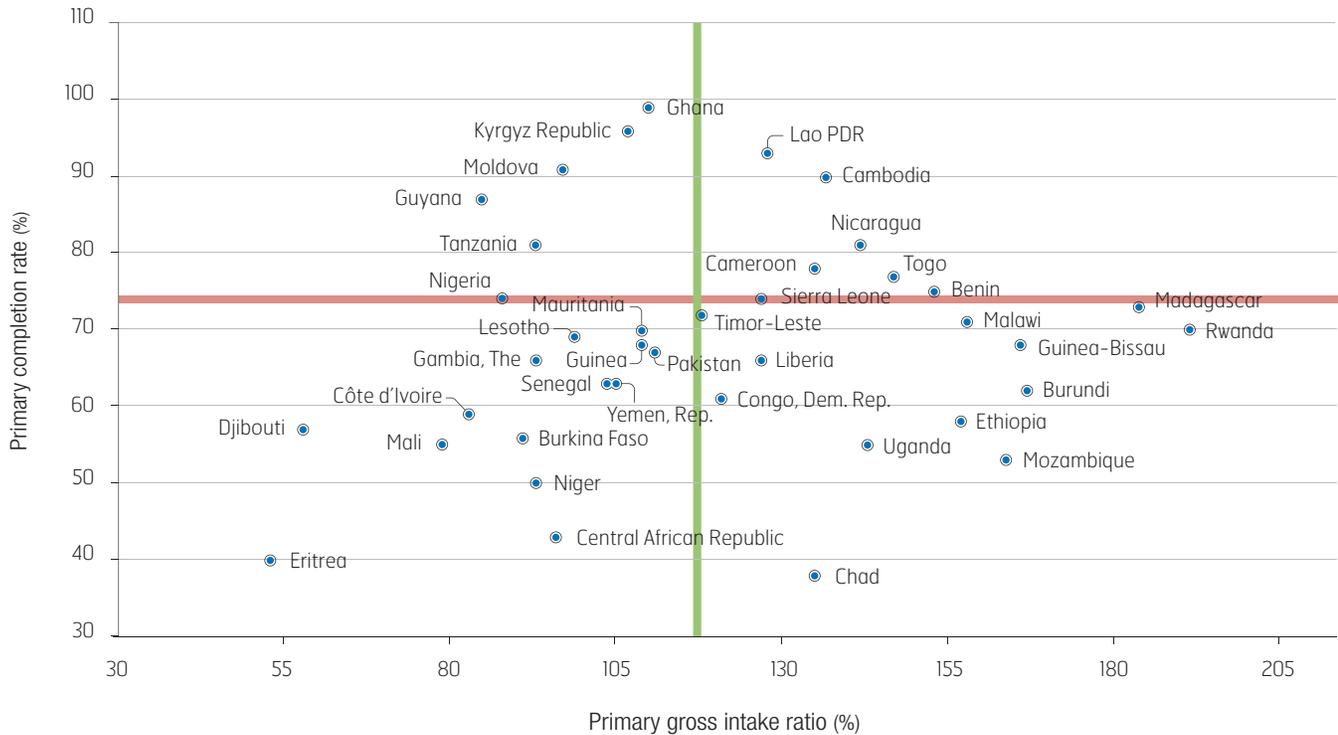
Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

Note: Country estimates are based on the PCR and the population at the official age of eligibility to attend the last grade of primary education.

First-grade access versus the primary completion rate. The low completion rates in GPE developing-country partners may be caused by low access, low retention, or both low access and low retention. Figure 2.9 shows the relationship between the GIR in primary

education and the PCR in developing-country partners in 2011 (or the closest year). The green line represents the average GIR (115 percent), and the red line represents the average PCR (74 percent) in developing-country partners.

Figure 2.9 GIR and PCR in Primary Education, GPE Developing-Country Partners, 2011 or the Closest Year



Source:
GPE compilation based
on data of the UNESCO Institute
for Statistics (database), Montreal,
<http://www.uis.unesco.org>.

Note:
Countries with PCRs higher or
equal to 100 percent in 2011 are
not included. These countries
are Bhutan, Georgia, Honduras,
Mongolia, São Tomé and Príncipe,
Tajikistan, Vietnam, and Zambia.

Based on figure 2.9, countries may be organized according to four classifications, as follows:

1. *Countries that are on track (substantial access, high completion rate):* Cambodia, Ghana, the Kyrgyz Republic, and Lao PDR.

2. *Countries in which efforts are needed in retention (substantial access, low or moderate completion rate):* Benin, Burundi, Chad, Ethiopia, Guinea-Bissau, Madagascar, Malawi, Mozambique, Nicaragua, Nigeria, Rwanda, Togo, and Uganda.

3. *Countries in which access should be expanded, and efforts are needed in retention:* Burkina Faso, the Central African Republic, Côte d'Ivoire, Djibouti, Eritrea, Mali, and Niger.

4. *Countries in which access needs to be consolidated or improved:* Guyana, Moldova, and Tanzania.



Photo credit:
Olivia Zinzan/Save the Children

2.3.2. Out-of-school children

The Gambia and Moldova are the only countries that, since joining the Global Partnership, have experienced an increase in the share of primary-school-age children who are out of school.

As the global discourse on education shifts toward learning, there are still countries in which access to education needs to be expanded. In general, fewer children are out of school in GPE developing-country partners now than in 2000. However, countries are progressing at different rates. Among the developing-country partners on which data are available, The Gambia and Moldova are the only countries that, since joining the Global Partnership, have experienced an increase in the share of primary-school-age children who are out of school (table 2.8). The annual growth rate in the relevant

population of children who were out of school in The Gambia was 3.6 percent after The Gambia became a developing-country partner, compared with an annual decline of 0.7 percent in the share before The Gambia joined the partnership. The annual growth rate in Moldova after that country joined the partnership was 1.9 percent, compared with an annual decline of 7.6 percent before Moldova joined. This clearly raises questions about the policies that have been implemented to address the issue in these two countries.

Table 2.8 Annual Growth Rate in the Share of Out-of-School Children before and after Developing-Country Partners Joined the Global Partnership

Country	Annual growth rate before, %	Annual growth rate after, %
Lao PDR	-10.40	-44.60
Mongolia	-7.50	-27.40
Ethiopia	-1.60	-16.30
Mozambique	-3.50	-12.00
Ghana	4.90	-8.20
Djibouti	-2.20	-7.40
Moldova	-7.60	1.90
Gambia, The	-0.70	3.60
Average ^a	-6.30	-6.90

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

a. Average refers to all countries; see annex D.

The countries that achieved substantial progress in reducing the number of out-of-school children after joining the Global Partnership are Djibouti, Ethiopia, Lao PDR, Mongolia, and Mozambique. Lao PDR had the highest annual decline, 45 percent, after joining the partnership, compared with 10 percent before. In Mongolia, the decline was 27 percent per year after the country joined, compared with 8 percent before. In Ethiopia, corresponding rates were 16 percent and 2 percent, respectively; in Mozambique, 12 percent and 4 percent; and, in Djibouti, 7 percent and 2 percent.

The number of out-of-school children rose in Burkina Faso, Ghana, and Lesotho between 2000 and the year these countries joined the Global Partnership. However, after the countries became partners, the number of out-of-school children declined; the decline in Ghana was huge (an 8.2 percent annual decline after Ghana joined, compared with an annual growth of 4.9 percent beforehand).

Box 2.1 highlights the global efforts of the UIS and the United Nations Children's Fund (UNICEF) to reduce the incidence of out-of-school children. The Global Partnership is actively involved in these efforts.

Box 2.1 The Initiative on Out-of-School Children

To address the challenge of out-of-school children, the UIS and UNICEF launched, in 2010, the Global Initiative on Out-of-School Children. The main objective of the initiative is to reduce the number of out-of-school children by providing information on the out-of-school populations in various countries. The initiative assesses ongoing programs aimed at raising enrollment and supports the development of relevant policies. Of the 26 countries involved in the initiative, 14 are GPE developing-country partners, as follows: Cambodia, the Democratic Republic of Congo, Ethiopia, Ghana, the Kyrgyz Republic, Liberia, Mozambique, Nigeria, Pakistan, South Sudan, Sudan, Tajikistan, Timor-Leste, and Zambia. To date, country reports on the out-of-school populations have been produced on the Democratic Republic of Congo, Ghana, the Kyrgyz Republic, and Pakistan.

Source: "Out-of-School Children," UNESCO Institute for Statistics, United Nations Educational, Scientific, and Cultural Organization, Montreal, <http://www.uis.unesco.org/Education/Pages/out-of-school-children.aspx>.

2.3.3. Gender analysis

The gross intake ratio in primary education.

Table 2.9 lists GPE developing-country partners according to the achievement of gender parity in the GIR in 2011 (or the closest year for which data are available). In 11 countries, girls face disadvantages in access to the first grade of

primary school, while, in 16 countries, parity has almost been reached. Gender parity has been achieved in another 16 countries, while in four countries boys face disadvantages in access to the first grade of primary school.

Table 2.9 Achievement of Gender Parity in GIR, GPE Developing-Country Partners, 2011 or the Closest Year

Girls face severe disadvantages in intake, $GPI < 0.80$	Girls face disadvantages in intake, $0.80 \leq GPI < 0.90$	Achievement of gender parity in intake is close, $0.90 \leq GPI < 0.97$	Gender parity in intake has been achieved, $0.97 \leq GPI < 1.03$	Boys face disadvantages in intake, $1.03 \leq GPI$
Afghanistan	Cameroon	Benin	Bhutan	Guyana
Central African Rep.	Côte d'Ivoire	Burkina Faso	Burundi	Malawi
Chad	Eritrea	Cambodia	Gambia, The	Mauritania
	Ethiopia	Congo, Dem. Rep.	Georgia	Senegal
	Guinea	Djibouti	Ghana	
	Nigeria	Honduras	Guinea-Bissau	
	Pakistan	Lao PDR	Kyrgyz Republic	
	Yemen, Rep.	Lesotho	Madagascar	
		Liberia	Moldova	
		Mali	Mongolia	
		Mozambique	Rwanda	
		Nicaragua	São Tomé and Príncipe	
		Niger	Timor-Leste	
		Sierra Leone	Uganda	
		Tajikistan	Tanzania	
		Togo	Zambia	

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

Note: GPI = gender parity index. According to the UNESCO Institute for Statistics, a country with a gender parity index between 0.97 and 1.03 is considered to have achieved gender parity.

Girls in Afghanistan, the Central African Republic, and Chad face extreme disadvantages in seeking access to the first grade of primary school.

Girls are facing severe disadvantages in the completion of primary education in Benin, the Central African Republic, Chad, the Democratic Republic of Congo, Niger, Togo, and the Republic of Yemen.

Girls in Afghanistan, the Central African Republic, and Chad face extreme disadvantages in seeking to access the first grade of primary school.

In these countries, for every 100 boys accessing the first grade of primary school, there are less than 80 girls. Because Afghanistan joined the Global Partnership in 2011 and Chad joined in 2012, it is not yet possible to identify the trends in these countries after they became GPE partners. After the Central African Republic became a partner in 2008, the gender parity index in the GIR gained only 0.2 percentage points. For every 100 boys that accessed the first grade in this country in 2011, there were only 78 girls, compared with 76 girls in 2008.

The data show that Guyana, Malawi, Mauritania, and Senegal the intake ratios are higher among

girls than boys. Thus, in these countries, boys face disadvantages in intake.

The primary completion rate. Table 2.10 presents information on the achievement of gender parity in primary completion in GPE developing-country partners. In 17 countries girls face disadvantage, while, in eight countries, gender parity is close to being achieved. The Central African Republic and Chad are the countries in which girls face the most severe disadvantages in primary completion. For every 100 boys completing primary education in these countries, there are only 62 girls. Table 2.9 on the achievement of gender parity in intake also shows that girls face the most severe disadvantages in the Central African Republic and Chad.

Table 2.10 **Achievement of Gender Parity in PCR, GPE Developing-Country Partners, 2011 or the Closest Year**

Girls face severe disadvantages in completion, GPI <0.80	Girls face disadvantages in completion, 0.80 ≤ GPI <0.90	Achievement of gender parity in completion is close, 0.90 ≤ GPI <0.97	Gender parity in completion has been achieved, 0.97 ≤ GPI <1.03	Boys face disadvantages in completion, 1.03 ≤ GPI
Benin	Cameroon	Burkina Faso	Burundi	Bhutan
Central African Rep.	Côte d'Ivoire	Djibouti	Cambodia	Gambia, The
Chad	Eritrea	Ethiopia	Georgia	Guyana
Congo, Dem. Rep.	Guinea	Ghana	Kyrgyz Rep.	Honduras
Niger	Guinea-Bissau	Lao PDR	Moldova	Lesotho
Togo	Liberia	Sierra Leone	Mongolia	Madagascar
Yemen, Rep.	Mali	Tajikistan		Malawi
	Mozambique	Uganda		Nicaragua
	Nigeria			Rwanda
	Pakistan			São Tomé and Príncipe
				Senegal
				Timor-Leste
				Tanzania
				Zambia

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

Note: GPI = gender parity index. According to the UNESCO Institute for Statistics, a country with a gender parity index between 0.97 and 1.03 is considered to have achieved gender parity.

Gender parity has been achieved in 6 countries; Burundi, Cambodia, Georgia, the Kyrgyz Republic, Moldova, and Mongolia. Boys face a disadvantage in completion in 14 countries, namely, Bhutan, The Gambia, Guyana,

Honduras, Lesotho, Madagascar, Malawi, Nicaragua, Rwanda, São Tomé and Príncipe, Senegal, Tanzania, Timor-Leste, and Zambia. In Guyana and Senegal, boys face disadvantage in both access and completion.

First-grade access versus the primary completion rate. Table 2.11 shows the relationship between the achievement of gender parity in access and in primary completion in GPE developing-country partners. Of the countries in which parity has been achieved in access, Burundi, Georgia, the Kyrgyz Republic, Moldova, and Mongolia have also achieved parity in completion. The countries that have not achieved parity in completion can be separated into two groups: a group in which girls

face disadvantages in completion and a group in which boys face disadvantages. The countries in the first group are Ghana, Guinea-Bissau, and Uganda. Among these countries, Ghana has made progress in completion among girls since joining the Global Partnership in 2004. In 2004, for every 100 boys completing the primary cycle in Ghana, there were 85 girls, while, in 2011, for every 100 boys completing the primary cycle, there were 92 girls.

Table 2.11 **Achievement of Gender Parity in PCR, Developing-Country Partners That Have Achieved Gender Parity in Access, 2011 or the Closest Year**

	Gender parity achieved in access
Gender parity achieved in completion	Burundi, Georgia, Kyrgyz Republic, Moldova, Mongolia
Gender parity not achieved in completion	Bhutan; Gambia, The; Ghana; Guinea-Bissau; Madagascar; Rwanda; São Tomé and Príncipe; Tanzania; Timor-Leste; Uganda; Zambia

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

The countries in the second group are Bhutan, The Gambia, Rwanda, São Tomé and Príncipe, Tanzania, Timor-Leste, and Zambia. Although these countries achieved gender parity in access, relative to boys, more girls are completing the full cycle of primary school (see table 2.10).

Primary completion versus transition to lower-secondary school. Table 2.12 compares the achievement of gender parity in the PCR and the achievement of gender parity in the transition rate from primary to lower-secondary school in developing-country partners. Of the countries on which data are available, six have achieved parity in both completion and the transition. Burundi has achieved parity in primary completion, but not in the transition to lower-secondary education.

Table 2.12 **Achievement of Gender Parity in Lower-Secondary Entry, GPE Developing-Country Partners That Have Achieved Gender Parity in Primary Completion**

	Gender parity achieved in primary completion
Gender parity achieved in the transition from primary to lower-secondary school	Cambodia, Georgia, Kyrgyz Republic, Moldova, Mongolia
Gender parity not achieved in the transition from primary to lower-secondary school	Burundi

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

Gender parity for lower-secondary completion has been achieved in only four countries. In 28 countries, girls face disadvantages, and in 7 countries boys are disadvantaged.

Of interest is the achievement of gender parity in the transition to lower-secondary school in countries where boys face disadvantage in primary completion (see table 2.10). In most of the countries—Bhutan, The Gambia, Guyana, Honduras, Madagascar, Malawi, Nicaragua, Rwanda, Senegal, Tanzania, and Timor-Leste—gender parity has been achieved in the transition from primary school to lower-secondary school. Because, in these countries, boys face disadvantages in completion, there is a risk that, in the near future, boys will also face disadvantage in transition, which is already the case in Lesotho and São Tomé and Príncipe.

Although girls are at an advantage in completion in Zambia (for every 100 boys who complete primary school, there are 110 girls) and in Rwanda (for every 100 boys who complete primary school, there are 114 girls), girls actually faced disadvantages in the transition from primary school to lower-secondary school in these countries in 2011.

The lower-secondary completion rate.

In the majority of countries on which data are available, girls are behind boys. There are 28 countries where girls face disadvantages in lower-secondary completion (table 2.13). Although Cambodia, Cameroon, Georgia, and Madagascar have not achieved gender parity, for every 100 boys who completed secondary school in 2011, there were more than 90 girls, meaning that these countries are close to achieving parity. Girls in Benin, Chad, Côte d’Ivoire, Guinea, Guinea-Bissau, Mali, Niger, Togo, and the Republic of Yemen face the greatest disadvantages: for every 100 boys who complete lower-secondary school, there are fewer than 70 girls. In Benin, for every 100 boys who had completed lower-secondary school at the end of 2011, there were 60 girls.

Table 2.13 **Achievement of Gender Parity in Lower-Secondary Completion, Developing-Country Partners, 2011 or the Closest Year**

Girls face disadvantages, 28 countries		Gender parity achieved, 4 countries	Boys face disadvantages, 7 countries
Benin	Lesotho	Albania	Bhutan
Burkina Faso	Liberia	Gambia, The	Guyana
Burundi	Malawi	Kyrgyz Republic	Mongolia
Cameroon	Mali	Moldova	Nepal
Chad	Mozambique		Nicaragua
Côte d’Ivoire	Niger		São Tomé and Príncipe
Djibouti	Pakistan		Timor-Leste
Eritrea	Senegal		
Ethiopia	Sierra Leone		
Georgia	Tajikistan		
Ghana	Togo		
Guinea	Uganda		
Guinea-Bissau	Yemen, Rep.		
Lao PDR	Zambia		

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

The data on lower-secondary completion show that there are four countries that made progress and achieved gender parity. However, in seven countries (Bhutan, Guyana, Mongolia, Nepal, Nicaragua, São Tomé and Príncipe, and Timor-Leste), boys face disadvantages in lower-

secondary completion. In these countries the educational outcomes among boys are behind those among girls. The challenge in these countries is to expand the educational outcomes among boys so that they are on a par with those among girls.

2.4. Learning

2.4.1. Learning Conditions

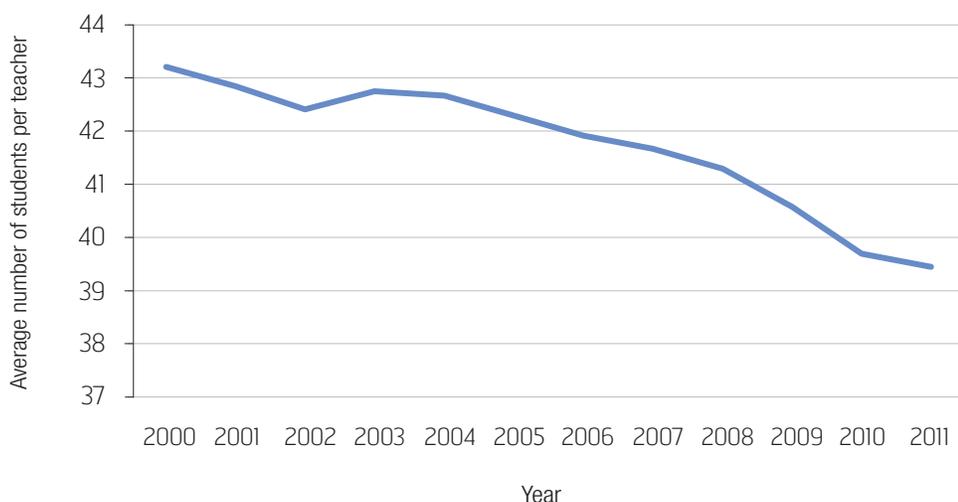
The pupil-teacher ratio in primary education.

Learning conditions are a critical component of the GPE strategic goal to achieve access for all in education. The Global Partnership is seeking to ensure that children learn under the best possible conditions and that class sizes in GPE developing-country partners are reasonable. The pupil-teacher ratio (PTR)—the average student population per teacher in an education system—is an important indicator in monitoring the learning environment among children.

In GPE developing-country partners, there was a slight decline in the average PTR in primary school from 2000 to 2011 (figure 2.10). The PTR fell over 2000–02 and 2007–11. Between 2002 and 2007, the PTR remained fairly stable, at about 42 students per teacher. By the end of 2011, the average number of students per teacher in primary school was 39 students, compared with 43 students in 2000. On the whole, the data indicate that the capacity of the education workforce rose in developing-country partners in terms of the number of teachers because there were fewer students per teacher.

In 2011, the average number of students per teacher in primary school was 39 students, compared with 43 students in 2000.

Figure 2.10 Pupil-Teacher Ratio in Primary Education, GPE Developing-Country Partners



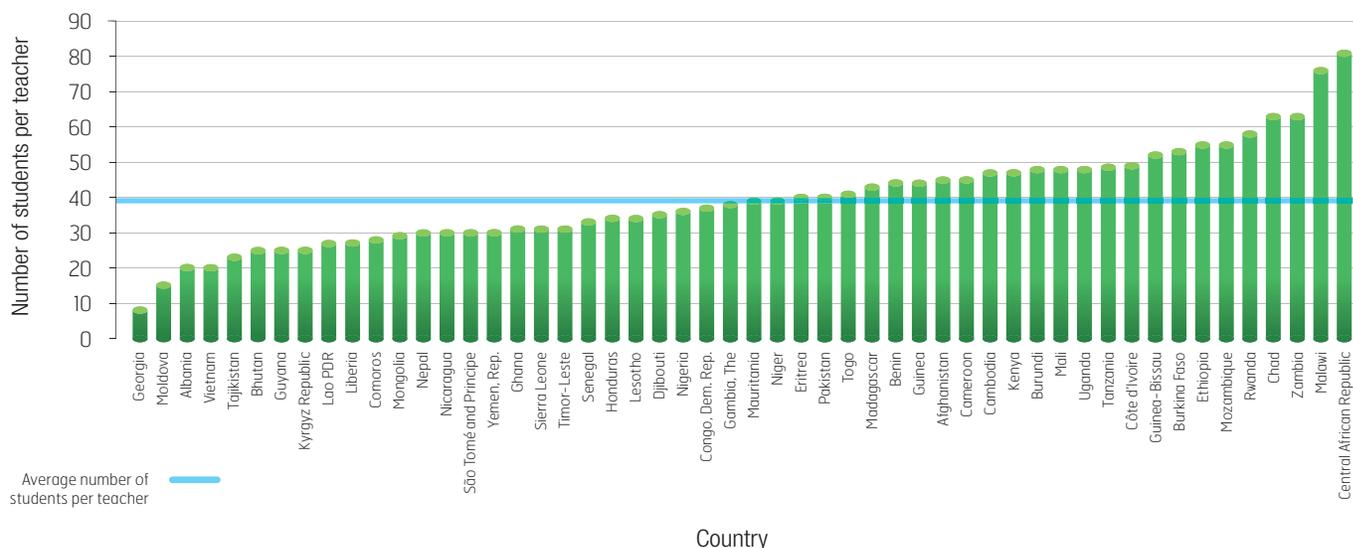
Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org.unesco.org>.

Note: Estimates are based on 51 countries. Data are not available on Afghanistan, Haiti, Papua New Guinea, Somalia, South Sudan, the Republic of Yemen, and Zimbabwe.

An analysis of the data shows that, in 2011, the PTR in GPE developing-country partners ranged from 8 students per teacher in Georgia to 81 students per teacher in the Central African Republic. Figure 2.11 shows the PTR for each of the 52 countries on which data are available.

In 30 countries, the PTRs were below 40 students per teacher. In most of these countries, the PTRs were closer to 30 students per teacher, except in the Democratic Republic of Congo, Eritrea, The Gambia, Mauritania, Niger, Nigeria, and Pakistan.

Figure 2.11 **The Pupil-Teacher Ratio in Primary Education, GPE Developing-Country Partners, 2011 or the Closest Year**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

The average share of primary-school teachers who received preservice or in-service training in GPE developing-country partners was 79 percent in 2011, up from 73 percent in 2005.



Photo credit: Arne Hoel/World Bank

In Benin, the Central African Republic, the Comoros, Ethiopia, Ghana, Liberia, Mali, Senegal, and Sierra Leone, less than 60 percent of primary-school teachers benefitted from preservice or in-service training.

In 22 countries, the PTRs were above 40 students per teacher. About half these countries had PTRs that were within a 10-student range from 40.

The PTRs in the Central African Republic, Chad, Malawi, and Zambia were over 60 students per teacher. The PTR was, on average, 81 students per teacher in primary school in the Central African Republic; 63 students per teacher in

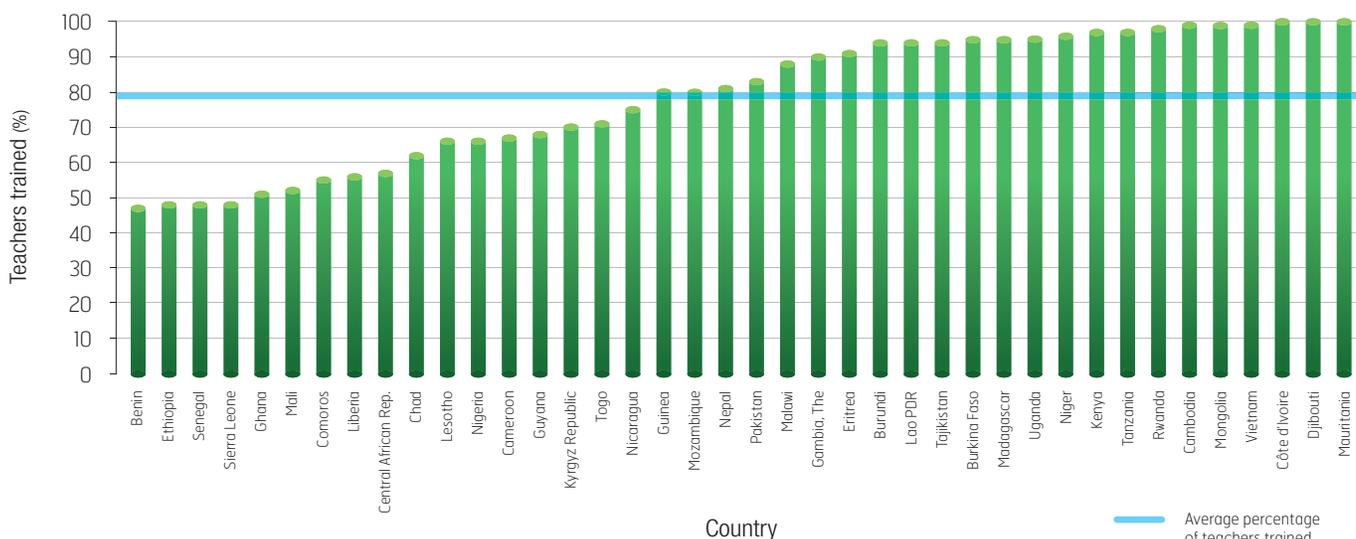
Chad and Zambia; and 76 students per teacher in Malawi.

Training primary-school teachers. To improve their work, both newly hired and veteran teachers need to be provided with initial and ongoing professional development opportunities. The average share of primary-school teachers who

received preservice or in-service training in GPE developing-country partners was 79 percent in 2011, up from 73 percent in 2005. In Côte d'Ivoire, Djibouti, and Mauritania, all primary-school teachers benefitted from either preservice

or in-service training (figure 2.12). In Benin, the Central African Republic, the Comoros, Ethiopia, Ghana, Liberia, Mali, Senegal, and Sierra Leone, less than 60 percent of primary-school teachers benefitted from such training.

Figure 2.12 Share of Primary-School Teachers Receiving Training, GPE Developing-Country Partners, 2011 or the Closest Year

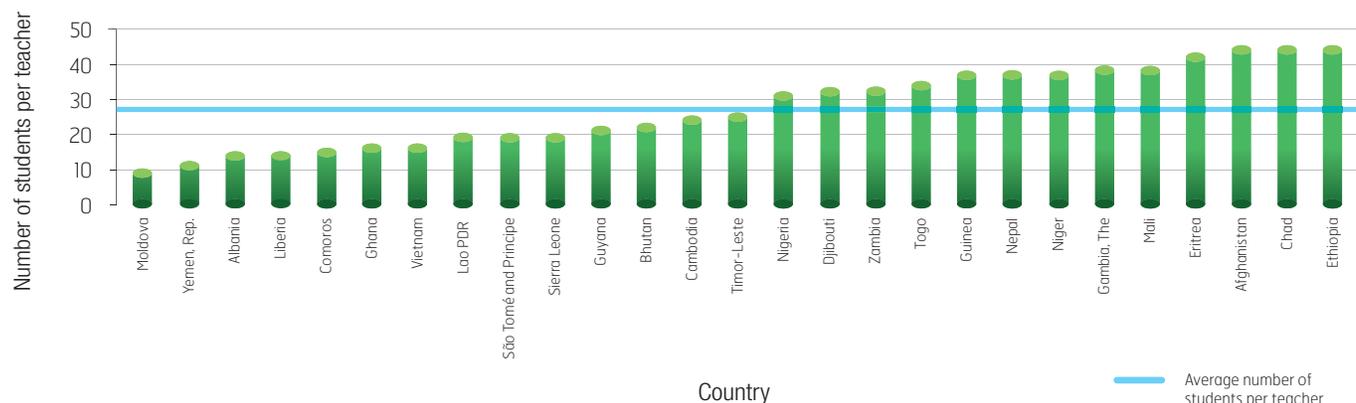


Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

The lower-secondary pupil-teacher ratio. The average number of students per teacher in lower-secondary school was 27 in 2011, compared with 28 students per teacher in 2000. The PTRs vary widely across these countries. Thus, the average

lower-secondary PTR ranged from 9 students per teacher in Moldova to 44 students per teacher in Ethiopia (figure 2.13). The PTRs in lower-secondary schools in Afghanistan, Chad, and Ethiopia were more than 40 students per teacher.

Figure 2.13 Pupil-Teacher Ratio in Lower-Secondary Education, GPE Developing-Country Partners, 2011 or the Closest Year

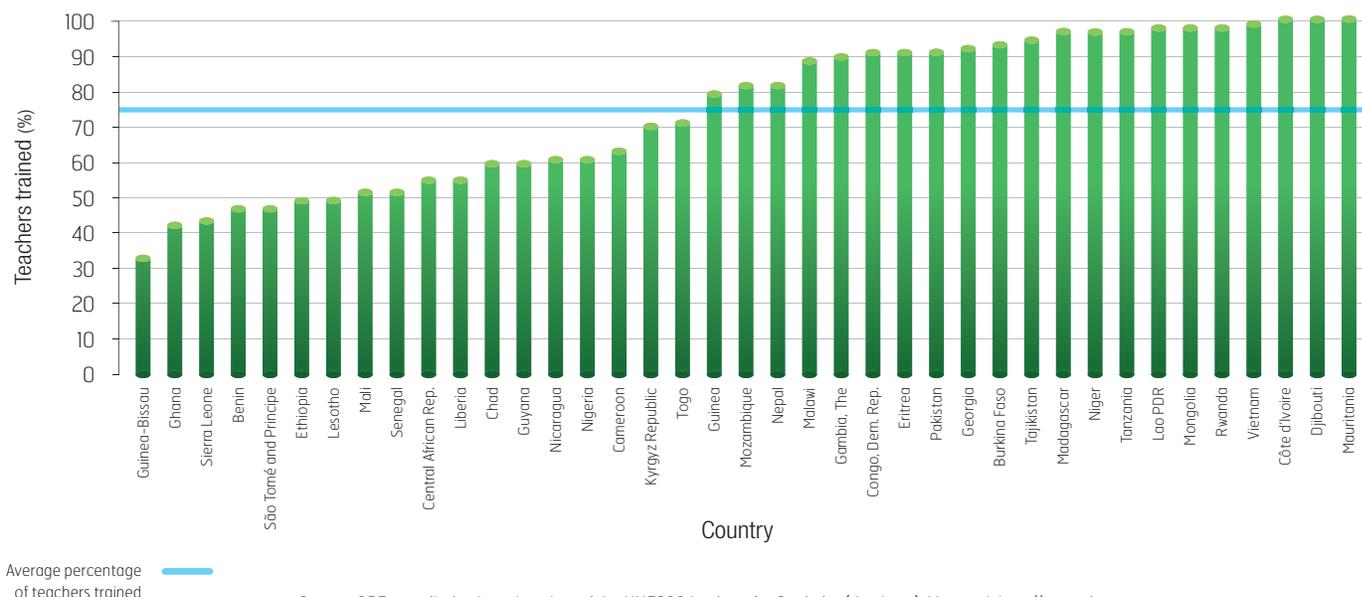


Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

Training lower-secondary-school teachers. The average share of lower-secondary-school teachers receiving preservice or in-service training was 75 percent in the 39 partner countries on which data are available (figure 2.14). Hence, we can say that the shares of teachers receiving training

at the primary level (79 percent) and the lower-secondary level (75 percent) are not substantially different. Both averages are far from 100 percent, indicating that, in general, in most GPE developing-country partners, many teachers are not receiving any preservice or in-service training.

Figure 2.14 **Share of Lower-Secondary-School Teachers Receiving Training, GPE Developing-Country Partners, 2011 or the Closest Year**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

In Côte d'Ivoire, Djibouti, and Mauritania, 100 percent of lower-secondary school teachers benefitted from some form of training in 2011. In Benin, Ethiopia, Ghana, Guinea-Bissau, Lesotho, São Tomé and Príncipe, and Sierra Leone, less than 50 percent of lower-secondary teachers received some form of training in 2011.

While the data provide some information on the support supplied to teachers in GPE developing-

country partners, there are limitations to the data. First, the data include information without distinguishing between preservice and in-service training. Thus, no definitive conclusions can be drawn about whether countries are providing teachers with sufficient support before or after they have entered the profession. Second, we do not have information on the duration or quality of the training received by teachers in developing-country partners.

2.4.2. Learning outcomes

Based on the data summarized in section 2.2, we have concluded that more children are enrolled in school in GPE developing-country partners now than in 2000. The completion rates generally increased at both the primary and the lower-secondary levels between 2000 and 2011. However, high enrollment and improved completion rates do not automatically equate to improved learning outcomes. In addition to details about access and completion, it is important to understand how well children in developing-country partners are learning. Are students being provided with the appropriate knowledge and skills that will allow them to be productive in their lives and to be good citizens? Learning for all is the second goal of the GPE Strategic Plan.⁸ For the period 2012–15, the Global Partnership is working to ensure that there is a dramatic increase in the number of children who are learning and demonstrating

mastery of basic literacy and numeracy skills by grade 3.

While there is currently no comparable data on literacy and numeracy skills in grade 3 in GPE developing-country partners, there is information on grade 4. According to estimates in the Education for All Global Monitoring Report 2012 (UNESCO 2012a), about 250 million children worldwide fail to reach grade 4 or do not acquire the minimum level of learning by grade 4.⁹ Of these children, around 100 million are in developing-country partners. Table 2.14 provides detailed information about educational achievement in grade 4 in developing-country partners. The data show that less than half (44.6 percent) of the school-age population reach grade 4 and acquire a minimum level of learning by that grade.

About 250 million children worldwide fail to reach grade 4 or do not acquire the minimum level of learning by grade 4. Of these children, around 100 million are in GPE developing-country partners.

Table 2.14 **Grade 4 Achievement, GPE Developing-Country Partners**

Achievement	Population	Number of children who reach grade 4 and learn	Number of children who reach grade 4 without learning	Number of children who do not reach grade 4
Absolute, millions	178	80	43	57
Relative, %	100	44.6	23.8	31.6

Source: Data provided by the Education For All Global Monitoring Report Team of UNESCO.

Note: For more information on the methodology used to calculate the data in this table, see UNESCO (2012b).

43 million children (24 percent) reach grade 4 without acquiring the minimum level of learning.

Along with ensuring that children learn, it is important to ensure that they also retain what they learn. Thus, retention should be an integral part of the dialogue on learning. Figure 2.15 provides information on the probability that youth (15–24 years of age) can read based on the number of years of education they have completed. The data are derived from Demographic and Health Surveys conducted in 22 GPE developing-country partners in Africa (Seurat 2012).¹⁰ The trend shows that the probability

that a youth can read increases as the number of years of educational attainment increases. There is roughly a 1 percent chance that a youth with no education can read. Among youth who have completed six years of education (duration of the primary cycle), only 56 percent are able to read. The probability that a youth is able to read reaches close to 100 percent only after 10 years of completed education. Additionally, the probability that a youth will be able to read rises most quickly after three to seven years of education.

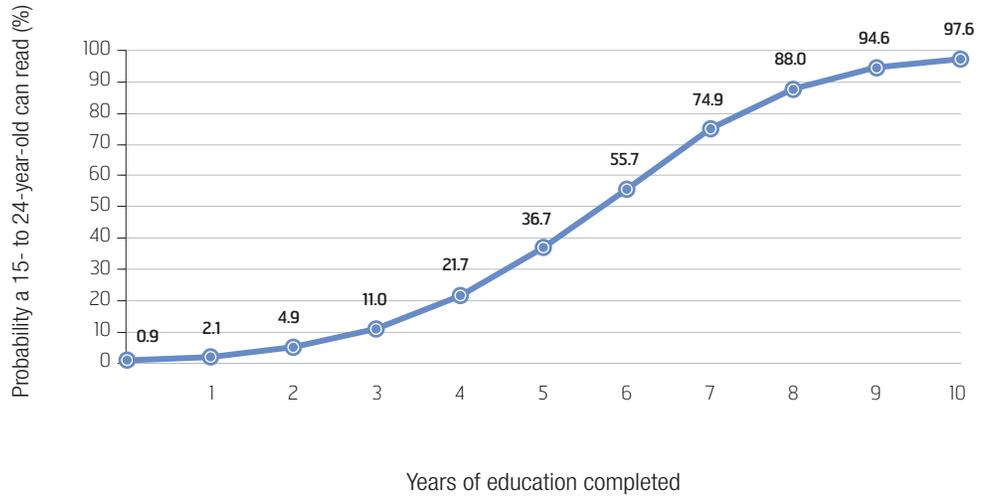
In 22 GPE developing-country partners in Africa, only 56 percent of youth who have completed six years of education are able to read.

⁸ See “GPE Strategic Plan 2012–2015,” Global Partnership for Education, Washington, DC, http://www.globalpartnership.org/media/docs/library/GPE_Strategic_Plan_2012-2015_English.pdf.

⁹ More information and further analyses on global learning conditions and outcomes can be found in the forthcoming Education for All Global Monitoring Report 2013/2014 (UNESCO 2013a).

¹⁰ The data reflect the situation in the education system at the time these youth were in school. In the case of the Demographic and Health Surveys, the individual undergoes a fairly simple reading test.

Figure 2.15 Probability That a 15- to 24-Year-Old Can Read, 22 African Developing-Country Partners, Based on Years of Educational Attainment



Source: Seurat 2012.

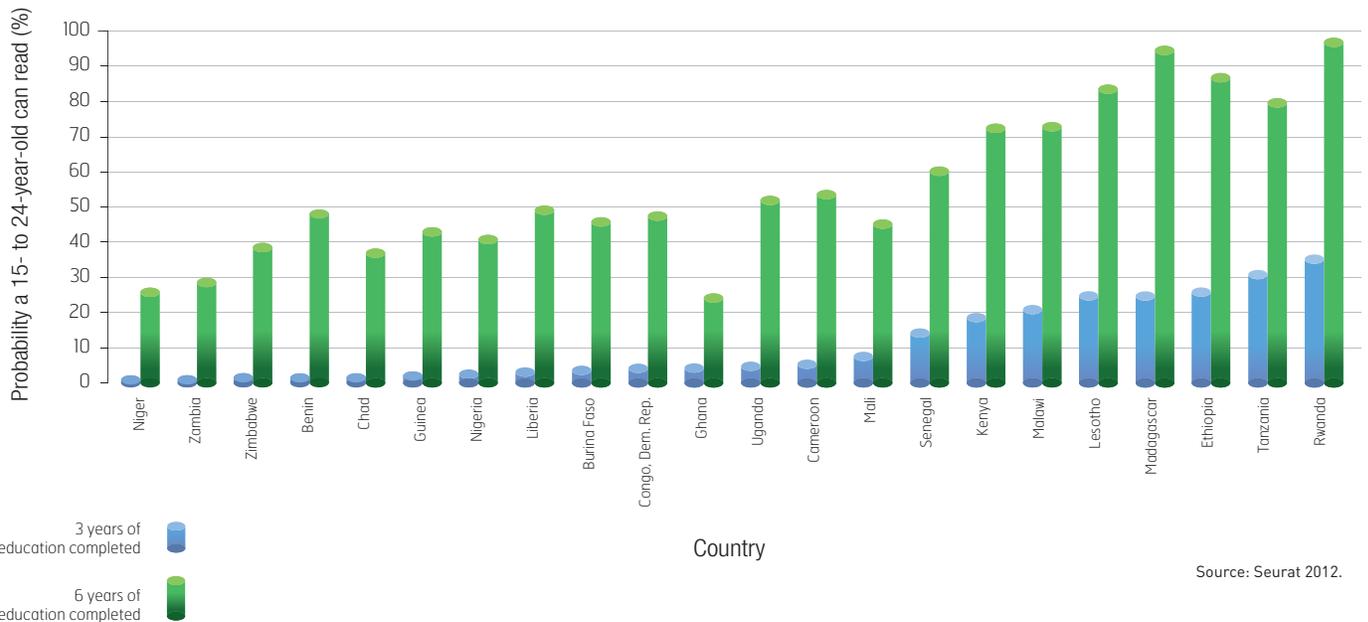
Note:

The countries are Benin, Burkina Faso, Cameroon, Chad, the Democratic Republic of Congo, Ethiopia, Ghana, Guinea, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Niger, Nigeria, Rwanda, Senegal, Tanzania, Uganda, Zambia, and Zimbabwe.

Figure 2.16 provides country-specific data on the probability that a youth who has completed three years of education and a youth who has completed six years of education are able to read. The figure shows the great variation in the ability to read. The probability that a youth who has completed three years of education is able to read ranges from 1 percent in Niger to 35 percent in Rwanda. The probability that a

youth who has completed six years of education is able to read ranges from 24 percent in Ghana to 97 percent in Rwanda. Youth in countries showing higher probabilities of reading literacy after three years of education generally also show higher probabilities of reading literacy after six years of education. These countries are Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Rwanda, and Tanzania.

Figure 2.16 Probability That a 15- to 24-Year-Old Can Read, 22 African Developing-Country Partners, Three and Six Years of Educational Attainment



Source: Seurat 2012.

2.4.3. The data challenge

Student learning needs to be measured at both the national and global levels so that the data can inform policy. Measures of student learning can also be used at schools to improve management and benchmark educational progress. In the classroom, they allow teachers to track the progress of their students, and they help inform the teachers whether they should implement changes to improve their teaching practice. While the benefits of measuring student learning are evident, comparable data on

student performance within and across countries are lacking or are inadequate. Thus, we have been unable to provide comparable information in this report on general trends in learning in GPE developing-country partners.¹¹

Box 2.2 outlines the work that the Learning Metrics Task Force (LMTF) has undertaken to improve the global dialogue and action on learning.

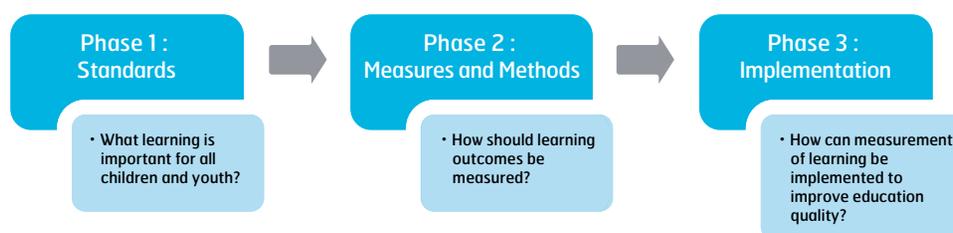
While the benefits of measuring student learning are evident, comparable data on student performance within and across countries are often difficult to obtain or are inadequate.

Box 2.2 The Learning Metrics Task Force

In an effort to bring more attention and action to bear on improving the quality and learning outcomes in the post-2015 development agenda, the LMTF was launched in 2012. The Task Force Secretariat is facilitated by the Center for Universal Education at the Brookings Institution and the UIS. The Task Force is composed of 30 member organizations representing national and regional governments, Education for All—convening agencies, regional policy bodies, civil society organizations, and donor agencies. The Global Partnership is a member of the Task Force. The LMTF has been engaged in an 18-month-long project (split into three phases) that promotes dialogue around important questions related to learning.

The three phases of the project have now been completed (figure B2.2.1). Each phase entailed technical working group meetings to prepare recommendations and global consultation periods on the recommendations with a variety of actors in education. The working groups were composed of 186 technical experts, while over 1,700 participants in 118 countries were involved in the consultations. The Global Partnership was actively involved in the Task Force meetings, the technical working groups, and the global consultations.

Figure B2.2.1 The Three Phases of the Learning Metrics Task Force Project



During phase 1 of the project, the technical working group on standards met and prepared recommendations on the core learning competencies that students need to master to be successful both inside and outside the classroom. Seven domains of learning, from early childhood education to postprimary education, and corresponding subdomains were identified by the LMTF. The seven domains are *physical well-being, social and emotional, culture and the arts, literacy and communication, learning approaches and cognition, numeracy and mathematics, and science and technology*.

¹¹ The data available through national and international assessments are discussed in chapter 4 of the Results for Learning Report 2012 (GPE 2012e).

Phase 2 built on the work of phase 1. Using the seven learning domains and the associated sub-domains, the working group examined current measurement initiatives in each domain and identified areas where learning can be measured and monitored at the global level. The Task Force agreed that an even broader set of competencies should be measured at the country level based on national education priorities. The seven areas are as follows:

- a. Learning for All: combine measures of completion and learning (reading proficiency at the end of primary school) into one indicator.
- b. Age and Education Matter for Learning: measure timely the entry, progression, and completion of schooling and monitor population-based indicators to capture those children who do not enter or leave school early.
- c. Reading: measure foundational skills by grade 3 and proficiency by the end of primary school.
- d. Numeracy: measure basic skills by the end of primary school and proficiency in lower-secondary school.
- e. Ready to Learn: measure acceptable levels of early learning and development across a subset of domains by the time a child enters primary school.
- f. Citizen of the World: measure youth for the demonstration of the values and skills necessary for success in their communities, countries, and the world.
- g. Breadth of Learning Opportunities: track the exposure to learning opportunities across all seven domains of learning.

The third and final phase of the project was completed in August 2013. During this phase, the LMTF explored how best to implement the measurement of learning by reviewing the ongoing activities on the measurement of learning at the national and regional levels. The Task Force proposed a series of technical, institutional, and policy next steps to implement the recommendations of the LMTF (the seven domains of learning and the areas for global measurement). This will require new forms of partnership, including a possible multistakeholder collaboration at the global level to encourage links across existing efforts. While the implementation of LMTF recommendations can occur at the national and regional levels, the application of the recommendations will undoubtedly vary by context.

The main outcomes of the project are to include four reports and the associated recommendations. The phase 1 and phase 2 reports have already been produced (for example, see LMTF 2013a). The phase 3 report is forthcoming. The summary report, “Toward Universal Learning: Recommendations from the Learning Metrics Task Force” (LMTF 2013b), was released in September 2013. It contained the following final recommendations:

- a. A global shift in focus and investment from universal access to access, plus learning
- b. The development among all children and youth of competencies across seven domains of learning
- c. The global tracking of learning indicators
- d. Support for the assessment systems of countries and, ultimately, for improving national learning levels
- e. The measurement of learning must include an explicit focus on equity and particular attention to inequalities within countries
- f. Measures of globally tracked indicators to be considered a public good; tools, documentation, and data to be made freely available
- g. Stakeholders to take action to ensure the right to learn among all children and youth

Source: “Learning Metrics Task Force,” Center for Universal Education, Brookings Institution, Washington, DC, <http://www.brookings.edu/about/centers/universal-education/learning-metrics-task-force>.

2.5. GPE Developing-Country Partners: Great Progress and Remaining Challenges

This chapter examines the general trends in education in GPE developing-country partners and offers an overview of country performance in several indicators over 2000–11. Because of a lack of international comparable data, we have been unable to include all GPE developing-country partners in the analysis of each indicator. For instance, the share of countries missing data on the aggregate indicators is 21 percent on primary education, 28 percent on preprimary education, and 34 percent on lower-secondary education. Haiti, Somalia, South Sudan, and Zimbabwe, which are essentially fragile and/or conflict-affected countries, do not have UIS data available for all the indicators.¹²

The general trends show that GPE developing-country partners have made progress on all the indicators, particularly completion rates. The PCR increased from 58 percent in 2000 to 75 percent in 2011, while the lower-secondary completion rate rose from 30 percent to 44 percent. Additionally, by the end of 2011, gender parity had been achieved or was close to being achieved in preprimary enrollment, primary enrollment, primary intake, and primary completion. Gender remains a challenge in lower-secondary completion. While countries are moving in the right direction, progress on most of the indicators has slowed in more recent years. Greater effort is still needed on all indicators, especially primary-school completion, as one quarter of the children are not completing primary education.

The country performance results described in this chapter highlight that many countries require support. In the Central African Republic, Chad, and Eritrea, roughly 60 percent

of children do not complete primary school. The low PCRs (less than 70 percent) in the Democratic Republic of Congo, Ethiopia, and Pakistan are also a concern given the large child populations in these countries. The out-of-school populations in The Gambia and Moldova are growing. The gender-disaggregated data on primary education show that, in the Central African Republic and Chad, girls face severe disadvantages in primary school access and completion. At the lower-secondary level, among developing-country partners on which data are available, 28 have not achieved gender parity in lower-secondary completion.

The last section of the chapter provides information on learning outcomes and learning conditions in GPE developing-country partners. At the primary and secondary levels, there are a number of countries with high PTRs. Teacher training is also a concern given that the share of primary-school (79 percent) and lower-secondary-school teachers (75 percent) receiving either preservice or in-service training is low. The data on learning outcomes are a cause for concern given that 100 million children in developing-country partners fail to reach grade 4 or do not acquire the minimum level of learning appropriate to grade 4.

The general trends show that GPE developing-country partners have made progress on all the indicators, particularly completion rates in primary and lower-secondary education.

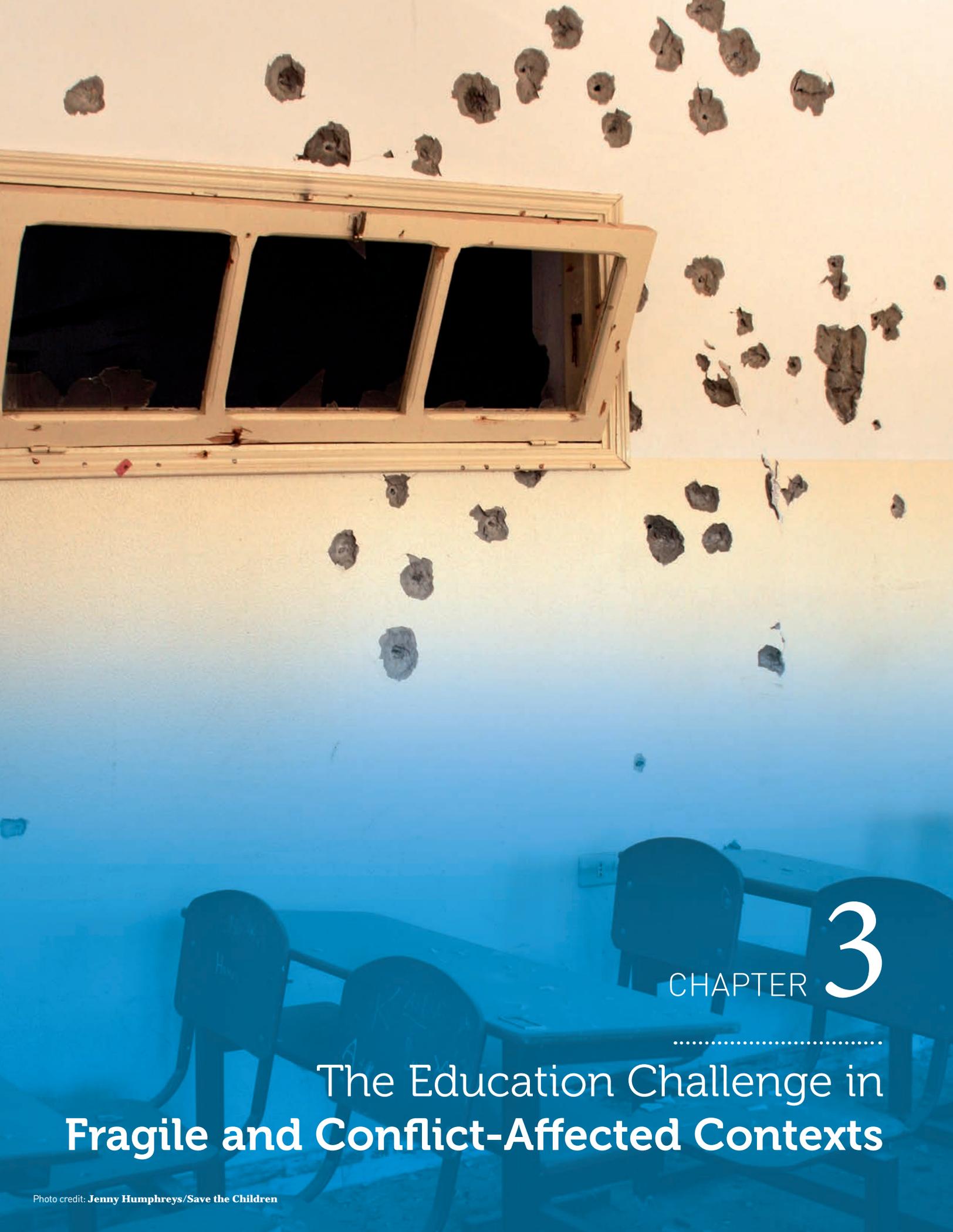
Greater effort is still needed on all indicators, especially primary-school completion, as one quarter of the children are not completing primary education.



Photo credit:

Jonathan Hyams/Save the Children

¹² South Sudan became an independent state in 2011.



CHAPTER **3**

.....
**The Education Challenge in
Fragile and Conflict-Affected Contexts**

3.1. Introduction

According to the *Education for All Global Monitoring Report 2012* of the United Nations Educational, Scientific, and Cultural Organization (UNESCO), half the 57 million children of primary-school age who do not go to school in the world—a total of 28.5 million children—live in conflict-affected countries (UNESCO 2012a). Thus, despite the progress made during the last decade, a substantial number of children do not have access to school or do not complete primary education in these countries. The bulk of these children live in the most difficult environments, reminding us that any major effort to achieve universal primary education should tackle the issue of out-of-school children in fragile and conflict-affected countries (FCACs). The challenge is not only to facilitate the entry of these children into school, but also to ensure that they are able to learn.

The Global Partnership for Education (the Global Partnership or GPE) has been criticized for its limited support for the FCACs. The design of the partnership was intended to support countries able to develop comprehensive education sector plans (ESPs) rather than countries generally characterized by weak institutional capacity, poor governance, political instability, and, in many cases, persistent violence. However, the Global Partnership has increasingly paid attention to these specific contexts, and, in 2011, support for fragile states became one of the strategic objectives of the partnership.

This chapter describes the trajectory within the **Global Partnership of the issue of fragile and conflict-affected contexts**, and it discusses the results in the education sector achieved by the FCACs that are GPE developing-country partners.

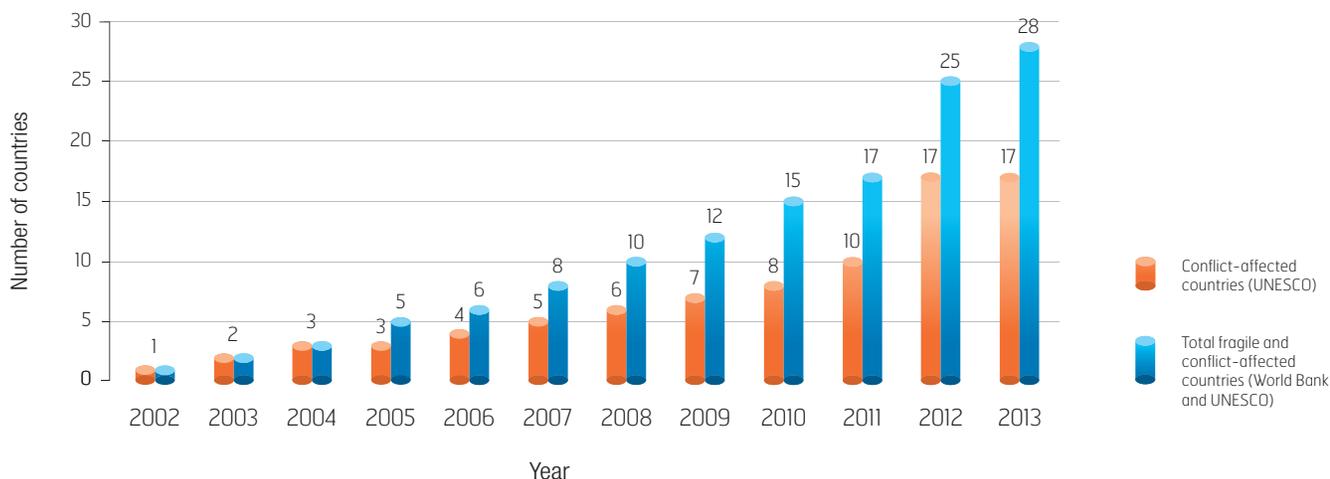
3.2. The Global Partnership and Fragile and Conflict-Affected Contexts

3.2.1. The growing participation of fragile and conflict-affected countries in the Global Partnership

To analyze problems of fragility and conflict within GPE developing-country partners in a comprehensive manner, this chapter refers to countries included in the lists of FCACs published each year by the World Bank and by the *Education for All Global Monitoring Report* (UNESCO 2013a; see also UNESCO 2013b).¹ Based on these two major lists, we can look at changes in the number of FCACs in the Global Partnership. Figure 3.1 illustrates the slow but regular increase in the number of the FCACs

joining the partnership from 2002 to 2011. The year with the most important increase since the launch of the partnership was 2012, with eight FCACs joining, among which the Democratic Republic of Congo, Somalia, and South Sudan (box 3.1). This marked rise follows the decision of the partnership in 2011 to consider fragile states as a key priority and reflects the greater engagement of the GPE Secretariat in country support, particularly in fragile contexts.

¹ For the World Bank list, see “Harmonized List of Fragile Situations FY13,” World Bank, Washington, DC, <http://siteresources.worldbank.org/EXTLUCUS/Resources/511777-1269623894864/FCSHarmonizedListFY13.pdf>.

Figure 3.1 **Number of GPE Fragile and Conflict-Affected Countries, 2002–13**

Sources: GPE Secretariat; UNESCO 2013a, 2013b; "Harmonized List of Fragile Situations FY13," World Bank, Washington, DC, <http://siteresources.worldbank.org/EXTLICUS/Resources/511777-1269623894864/FCSHarmonizedListFY13.pdf>.

Note: For the list of fragile and conflict-affected countries, see annex E.

Box 3.1 **GPE Engagement in Somalia**

Since the outbreak of the Somali Civil War in 1991, Somalia has suffered from prolonged conflict, piracy, and cyclical famine. More than 75 percent of the public schools have been closed or destroyed. Because of the complex and uncertain nature of Somalia's political and social context, interventions in the education sector have been limited, and the implementation of educational programs has been fraught with difficulties.

Somalia is currently undergoing a political transition that is generating new optimism and substantial expectations. With help from various supporters and the Global Partnership, Puntland and Somaliland have been developing transitional education sector strategy plans, and, in May 2013, the GPE Board approved program implementation grants for Puntland (US\$2.1 million) and for Somaliland (US\$4.2 million). In addition, the education sector strategic plan for south central Somalia was being updated in 2013. A proposal for accelerated support (US\$1.4 million) for south central Somalia has been approved by the Global Partnership to ensure a timely start of the next school year, while the proposal for the remaining grant has been under consideration for a decision in November 2013.

This is a step forward and represents a road map for Somalia in its aim to achieving the Millennium Development Goals and the Education for All goals. It demonstrates the Global Partnership's efforts to support the FCACs. Between May 2012 and June 2013, the GPE Secretariat undertook four missions to meet with Somali officials and others to provide support for the process. At the same time, general efforts were under way in the Global Partnership to adapt procedures and revise endorsement and funding mechanisms to be able to support education in complex contexts more effectively.

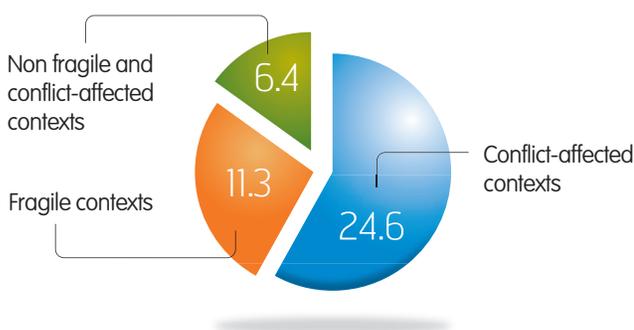
By 2013, 28 fragile and conflict-affected countries (FCACs) had joined the Global Partnership, representing almost half the 59 GPE developing-country partners.

By 2013, 28 FCACs had joined the Global Partnership, representing almost half the 59 GPE developing-country partners. Among the 28 countries, 17 are on the UNESCO list of conflict-affected countries (UNESCO 2012a, 2013a, 2013b).

Of a total of 57 million children of primary-school age who were out of school worldwide in 2011,

74 percent (42.3 million) were living in GPE developing-country partners, and 85 percent (35.9 million) of all out-of-school children in developing-country partners were living in the FCACs (figure 3.2). These numbers show clearly that the FCACs are now at the core of the Global Partnership's activities and one of the partnership's major challenges.

Figure 3.2 **Millions of Out-of-School Children, by Country Context, GPE Developing-Country Partners**



Source: Data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

In 2011, 85 percent (36 million) of all out-of-school children in GPE developing-country partners were living in the FCACs.

In addition, 68 percent (24.6 million) of all out-of-school children in GPE developing-country partners were living in conflict-affected situations in 2011.² Thus, more than 86 percent of the children of primary-school age who are out of

school in conflict-afflicted contexts (28.5 million worldwide) are living in GPE developing-country partners (UNESCO 2013b). This gives a clear picture of the challenges ahead for the Global Partnership.

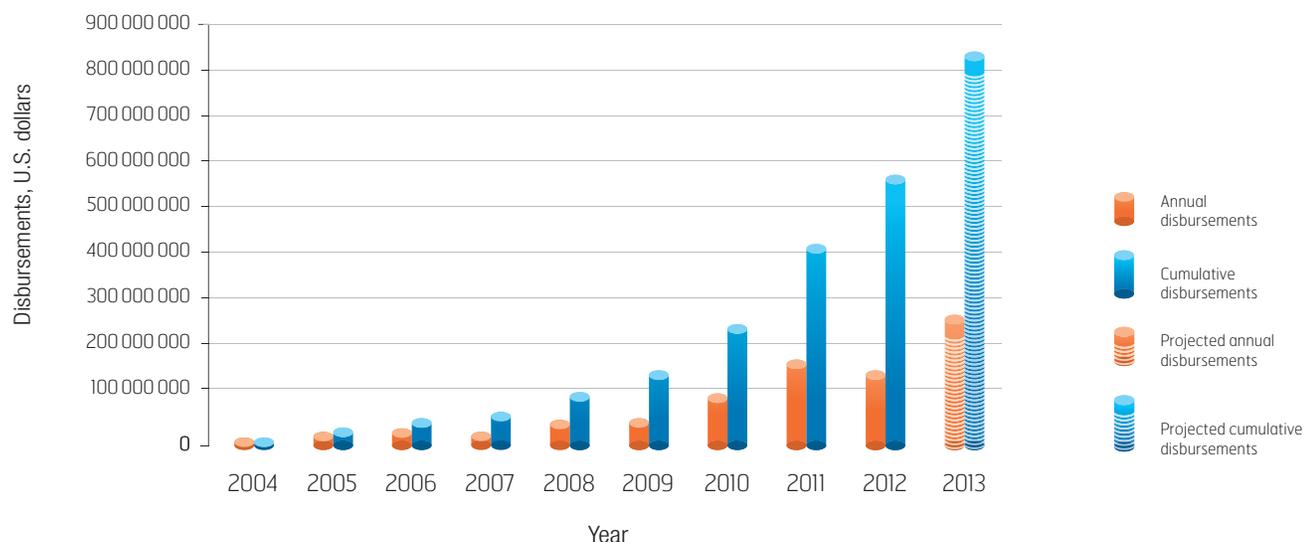
3.2.2. GPE financial support for the FCACs

The greater engagement of the Global Partnership in the FCACs is also reflected in the financial support provided by the partnership to these countries. Figure 3.3 shows that, since 2004, GPE disbursements in the FCACs have grown gradually, following the pace in the adhesion of FCACs to the partnership.³ By the end of 2013, the cumulative GPE disbursements in the FCACs are expected to exceed US\$800 million. Based on current

projections, the disbursements in the FCACs at the end of 2013 should represent more than 40 percent of total cumulative GPE disbursements. In addition, since 2010, the disbursements in the FCACs have represented more than 40 percent of GPE annual disbursements. In 2012, the disbursements in the FCACs accounted for nearly 43 percent of the annual disbursements; the share should be over 50 percent in 2013.

² The data are provided by the UNESCO Institute for Statistics following the UNESCO (2013a) methodology for calculating the number of out-of-school children.

³ The substantial increase in 2011 was associated with a grant that alone represents 46 percent of the total annual disbursement.

Figure 3.3 **GPE Disbursements in Fragile and Conflict-Affected Contexts, 2004–13**

Source: GPE Secretariat.

In terms of the modalities of financial support, the Global Partnership promotes coordination and harmonization among donors and reliance on national systems for assisting in the implementation of education sector policies. The partnership encourages sector budget support and pooled funding mechanisms that fit well with the goal of buttressing the implementation of a policy across the entire education sector. Naturally, these general principles have to be tailored in each context, and relevant decision making occurs among partners at the national level.

To be carried out effectively, budget support requires well-functioning national systems, and this can be challenging in fragile contexts, where the existing systems must be strengthened and, sometimes, created. The approach is therefore not always practical in such contexts. The extent to which a national system can be used in a fragile context is crucial in determining the method to be used to supply the support and ensuring the effectiveness of the financing. Except in extreme situations (emergencies, conflicts, and so on) in which implementation through national systems is not possible or could be counterproductive or even harmful, completely bypassing a national system is not a sustainable approach.⁴

The use of national systems should be optimized based on capacity and within a capacity-building perspective. Thus, the support provided through a national system should be adjusted to the capacity of the system, and clear outcome targets monitored through relevant mechanisms should guide the process.⁵ At the same time, in contexts in which urgent interventions are needed, one cannot afford to wait until strong national systems are in place to deliver education services to children. If the systems do not have the required capacity, some interventions can be implemented by other actors, but in a coordinated manner and within the framework of an education plan.

Pooled funding mechanisms do have the flexibility needed to adjust funding streams to different channels and ensure coordination among interventions. In addition, good pooled funds possess other positive attributes that explain why there is a large consensus in the development community that they are the instrument of choice for engaging with the FCACs (Scanteam 2010) (box 3.2). Despite this consensus and the GPE preference for the most well aligned modalities, most of the partnership's financial support in the FCACs is provided on the basis of projects. Among GPE grants in fragile states, 85 percent are projects, which represent

⁴ For example, in a conflict-affected country in which there is a risk that the use of national systems will result in freeing up other funds to support the conflict or in other misuse of the funds, then the "do no harm" principle should apply, which means that the path should be chosen that involves no harm.

⁵ For more information, particularly on the development of action plans and on monitoring and evaluation mechanisms, see GPE and IIEP (2012).

74 percent of the GPE funding for the FCACs. The remaining 15 percent of grants occur through pooled funding. By comparison, in other GPE developing-country partners, 79 percent of the grants are projects, which shows that the modality issue is not limited to the FCACs (see chapter 5). The first set of percentages above demonstrate that the project funding pathway is currently the default approach toward the FCACs, and there is definitively room for improvement in this area of the partnership. Because the Global Partnership should remain flexible to providing

the best support possible according to the local context, the development of pooled funds for the benefit of the FCACs should, it appears, be considered by the partnership more often in grant making. The literature supplies strong evidence of the potential effectiveness of pooled funding mechanisms in fragile contexts, and, by **encouraging partners on the ground to adopt** these mechanisms, the partnership could contribute to a significant change in practice in the education sector and thus improve the results children and youth in these contexts.

Box 3.2 **Summary of the Attributes of a Good Pooled Fund**

Research shows that a good pooled fund

...promotes ownership

- by engaging key players in the national government (ministers are on the management committee, for instance)
- by developing the capacity of the national government through a project implementation unit that is embedded in the relevant ministry
- by being transparent to national government

...promotes alignment

- by aligning with relevant national strategy documents
- by limiting earmarking or preferencing
- by aligning (or shadow aligning) with government systems

...promotes harmonization

- by relying on systems that give donors confidence in contributing, including
 - adequate fiduciary oversight
 - experienced senior staff
 - transparency to donors

...delivers results

- by disbursing funds quickly and flexibly, using procedures that are appropriate to a fragile state

...promotes mutual accountability

- by ensuring good monitoring systems and independent reviews
- by ensuring that donors and recipients are accountable for development results

Source: Coppin 2012.

Note: A good pooled fund is assessed according to the principles of the Paris Declaration on Aid Effectiveness; see "Aid Effectiveness," Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/dac/effectiveness/parisdeclarationandaccraagendaforaction.htm>.

3.2.3. Engagement in fragile contexts: A progressive approach

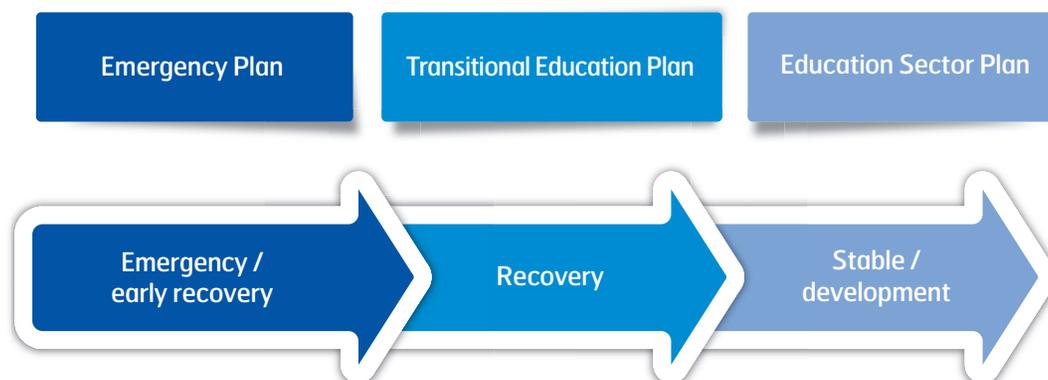
With 28 current members that are FCACs and several other FCACs that could join in coming years, as well as 31 nonfragile member countries, the Global Partnership is active in extraordinarily diverse situations, ranging from stable to emergency conditions. Fragile and conflict-affected contexts present particular challenges.

Each national situation is unique and complex; several factors may be simultaneously involved (conflict, political instability, weak institutional capacity, natural disaster, and so on). However, from the GPE perspective, one goal is common in all contexts: the development of a sound education policy through partnership and collaboration. Depending on the context, the

paths toward this goal can be quite different. This is why the partnership adopts a comprehensive framework and a progressive approach to provide adapted support to partner countries based on their specific situations.

Figure 3.4 supplies an overview of the GPE approach, which involves three broad categories: emergency and early recovery, recovery, and development or more stable conditions. Each category encompasses a great deal of diversity, which requires that the partnership adopt a country-specific approach. In addition, we know that the path is not linear, and, unfortunately, some countries move in the other direction, from stability to sudden emergency.

Figure 3.4 **The GPE Progressive Approach**



Greater capacity to face emergencies in GPE developing-country partners.

A new but critical dimension in the GPE approach is the response to emergencies and other crises. The Global Partnership has already dealt with major emergencies and crises, including the earthquake in Haiti in 2010 and the conflicts in Mali in 2012 and in the Central African Republic in 2013. Because of the increase in the number of FCACs in the partnership, it is expected that these situations will occur even more frequently. Thus, the capacity to limit the impact of such crises on the education sector is critical for the partnership, although the mandate and the procedures of the partnership are not

designed to carry out humanitarian and emergency interventions.

The Global Partnership can build on the expertise in this area of partner organizations such as Save the Children and the United Nations Children's Fund, which are coleaders of the Education Cluster.⁶ Thus, specific guidelines for accelerated support in emergency and early recovery situations have been developed to govern the provision of support during such situations.⁷ The approach, which has been established in consultation with key partners (the International Network for Education in Emergencies, the Education Cluster, and so on), aims both to build

The Global Partnership has developed guidelines for accelerated support in emergency and early recovery situations to govern the provision of financial support to the FCACs.

⁶ The Education Cluster is a key mechanism to provide support to states in determining educational needs in emergency situations and responding to these needs jointly and in a coordinated manner.

⁷ For more information on the guidelines for accelerated support in emergency and early recovery situations, see GPE (2012f).

a bridge between emergency interventions and long-term development activities and to mobilize **additional funding for education during emergencies**. GPE interventions in emergency and early recovery situations are based on the needs assessments of the Education Cluster and have been agreed upon by local education groups. By promoting collaboration between emergency specialists and development specialists, **GPE support is intended to reinforce coordination** between emergency interventions and long-term development activities.

It is anticipated that GPE support will promote the development of relevant transitional education plans if required by the context (see the next section). The financing provided is aligned with the goal of bridging the various relevant interventions. The Global Partnership can provide up to 20 percent of the total amount available (the indicative allocation) for an eligible country within seven or eight weeks for a one-year implementation. The financing can be used for emergency and recovery interventions. In addition, the country will be able to apply for the remaining 80 percent of GPE funding through the normal application process. However, the problem of the low availability of funding for humanitarian aid in education is taken seriously. In 2012, education accounted for only 1.4 percent of humanitarian aid (UNESCO 2013a), down from 2.2 percent in 2009 and far below the needs of countries. By linking its support to the existence of other emergency funding for the education sector, the Global Partnership aims to play a catalytic role in mobilizing additional financing for education in emergency situations.

A progressive approach to education sector policy development. The Global Partnership has been criticized for its limited ability to support the FCACs effectively (Winthrop and Matsui 2013). One reason is that the FCACs have faced serious challenges in developing ESPs, including emergencies, lack of technical and institutional capacity, and lack of data availability. Some of these countries, such as the Central African Republic and Guinea-Bissau, have struggled for several years to develop these plans, which have become gold standards of education.

Since 2010, the Global Partnership has adopted a flexible approach toward education plans in fragile contexts. Countries are eligible to join the partnership if they have transitional education plans. These plans do not necessarily have to view the entire sector from a long-term perspective. Thus, they do not require information that is generally not available, but the plans must address the key issues confronting the education system in the country over the short term (three years) and pave the way for the development of a future, more comprehensive ESP.⁸ The idea that a progressive approach is required in fragile contexts was at the origin of this process. The GPE Secretariat and its partners are preparing guidelines for the development of transitional education plans.⁹ Unfortunately, these transitional plans have sometimes been considered of lower quality, which is the opposite of the intention of this approach. In most of the FCACs, the development of comprehensive ESPs is simply not the best method. Experience shows that the standard ESP fails to address the key issues involved in fragile situations (Winthrop and Matsui 2013). Moreover, the standard ESP process takes more time when countries have to face emergency conditions. Finally, the standard approach produces theoretical documents that can only be poorly implemented under such circumstances. Thus, the approach promoted by the Global Partnership in fragile and conflict-affected contexts is not only realistic; it is also relevant. In fact, the partnership is the only entity that systematically promotes the development of ESPs in fragile contexts and therefore represents a significant bridge over the gap between emergency, recovery, and development.

Flexible methods. The question of how to work in fragile and conflict-affected environments is a tricky one for each partner who wishes to support education in the FCACs. There is no model that fits all situations. To deal with the diversity and complexity of fragile situations, the context is always the determining factor and starting point. A tailored approach is therefore needed, which requires substantial flexibility. The Global Partnership is no exception, but has an advantage: its capacity to build on the expertise and experience of its partners. In any given context, the partnership is able to consider several

In 2012, education accounted for only 1.4 percent of total humanitarian aid.

⁸ Context analysis or conflict and vulnerability analysis is critical in this perspective.

⁹ Major partners in this effort are the Inter-Agency Network for Education in Emergencies and the International Institute of Educational Planning (UNESCO).

options with its partners at the local level. The Global Partnership does not rely on a specific conception of fragility, but has developed a pragmatic approach based on dialogue within countries. Thus, a first step in the operational framework for effective support in the FCACs, which was approved in May 2013 by the GPE Board of Directors, is to consider tailored operational methods with local partners.¹⁰ The discussion with local partners, including governments where possible, takes place if a country is facing any of the following:

- Coup d'état or other unconstitutional government change
- Situations of large-scale violence or armed conflict within the country, including at subnational levels in federal states or across borders
- Situations in which the international community has raised serious concerns about human rights violations
- Large-scale emergencies as defined by United Nations Office for the Coordination of Humanitarian Affairs
- Situations where corruption, lack of adherence to international conventions, or other issues lead to the suspension of aid by donors

- Situations where low administrative capacity calls for a phased approach to supporting education sector activities while gradually building government capacity

Thus, the Global Partnership takes context as a starting point for the dialogue at the country level and is able to build on a pragmatic and flexible approach with its partners. Such an approach allows the partnership to rely on the expertise and experience of its partners at the local level, but also to consider several options in the provision of support. The new operational framework allows for a consideration of the extent to which national systems will be used and offers flexibility in terms of implementation modalities to GPE partners within countries. However, the framework does not address the response that should be adopted if pooled funding mechanisms appear to be good practice within a context. Thus, the predominant project approach applied now could be perpetuated even in environments in which pooled funding mechanisms may be preferable. For the Global Partnership, the issue of operational modality is not specific to the FCACs (chapter 5), but it may have a bigger impact in the FCACs and thus needs to be addressed.



Photo credit: **Eman Mohammed/Save the Children**

¹⁰ For more information on the operational framework for effective support in the FCACs, see GPE (2013b).

3.3. Progress in Key Education Indicators

This section looks at changes in key education indicators in the FCACs during the last decade and compares them with changes in the

corresponding indicators in other GPE developing-country partners.

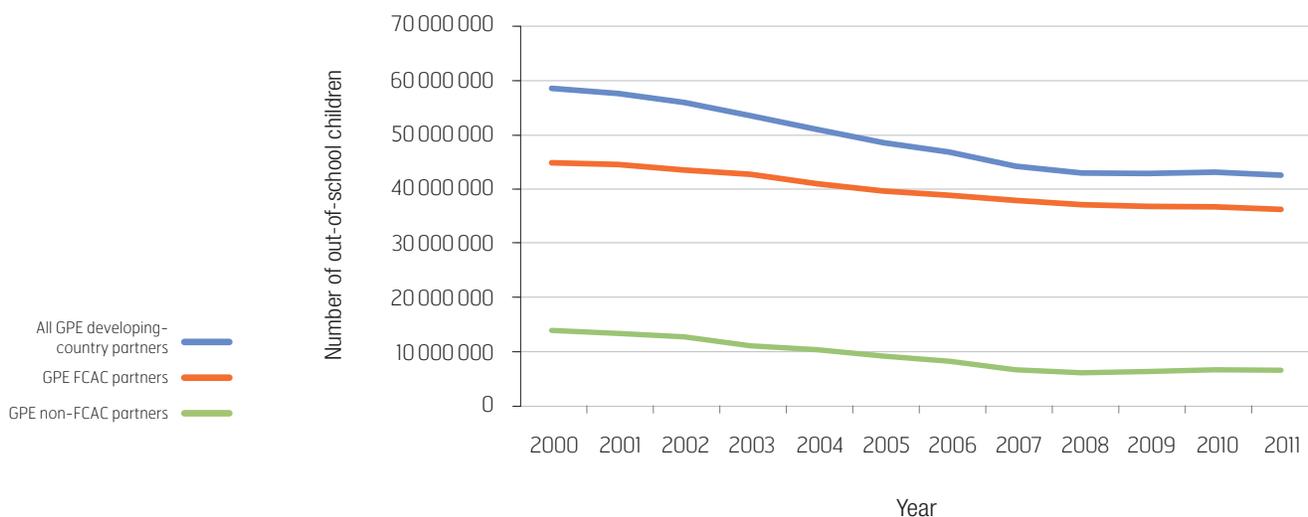
3.3.1. Primary education

To ensure accurate comparisons across time, our estimates of the gross intake ratio (GIR) in primary education, the gross enrollment ratio in primary education, and the primary completion rate (PCR) are based on results in 46 countries (including 17 fragile and conflict-affected countries) on which data series are available between 2000 and 2011. Afghanistan, Guinea-Bissau, Haiti, Liberia, Pakistan, Papua New Guinea, Sierra Leone, Somalia, South Sudan, Sudan, Timor-Leste, and Zimbabwe have been excluded because of a lack of data.

Figure 3.5 illustrates the progress in reducing the number of children of primary-school age who do not attend school. The figure shows that the trends in the FCACs are the same as the trends in other GPE developing-country partners: a decline in the number of out-of-school children during the last decade. Nearly 44.2 million children of primary-school age were out of school in the FCACs in 2000; the number was below 36 million in 2011, a decrease of more than 8 million children.

Twelve GPE FCAC partners lack even basic education data.

Figure 3.5 **Out-of-School Children of Primary-School Age, 2000–11**



Source: GPE calculations based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx> data.

The decline in the number of out-of-school children from 2000 to 2011 was three times faster in the GPE non-FCAC partners than in the FCAC partners.

However, the decline in the number of out-of-school children was much steeper in other GPE developing-country partners, where the decrease in the average annual growth rate of the number of out-of-school children from 2000 to 2011

was -6.8 percent, three times more rapid than the corresponding decrease in the FCACs (-1.9 percent).¹¹ Thus, in the countries of the partnership that are not fragile or conflict-affected, the total number of out-of-school

¹¹ In comparison, the average annual growth rate of out-of-school children worldwide dropped by 5.1 percent, according to data of the UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx> data.

children fell from 13.1 million to 6.3 million, meaning these countries have halved the number of primary-school-age children who were not attending school. However, because most of the out-of-school children in GPE developing-country partners are in the FCACs, the decline in the average annual growth rate of the number of out-of-school children in all GPE developing-country partners is only -2.9 percent. The number of out-of-school children worldwide fell from 102 million in 2000 to 57 million in 2011, a 44 percent drop, while the decline was only around 27 percent in GPE developing-country partners. The slower progress in GPE developing-country partners is explained by the large share of out-of-school children (85 percent) in the FCACs among all GPE partners (see above). This reminds us that universal primary education has not yet been reached in GPE developing-country partners, and the most challenging environments in this regard are the FCACs .

The indicator of out-of-school children supplies information about the children of primary-school age who are not going to school, but it does not tell us if these children will ever complete primary education or, indeed, ever go to school. Thus, it is important to look at other indicators such as the GIR in primary education and the

PCR to have a broader picture of the access to and completion of primary education.

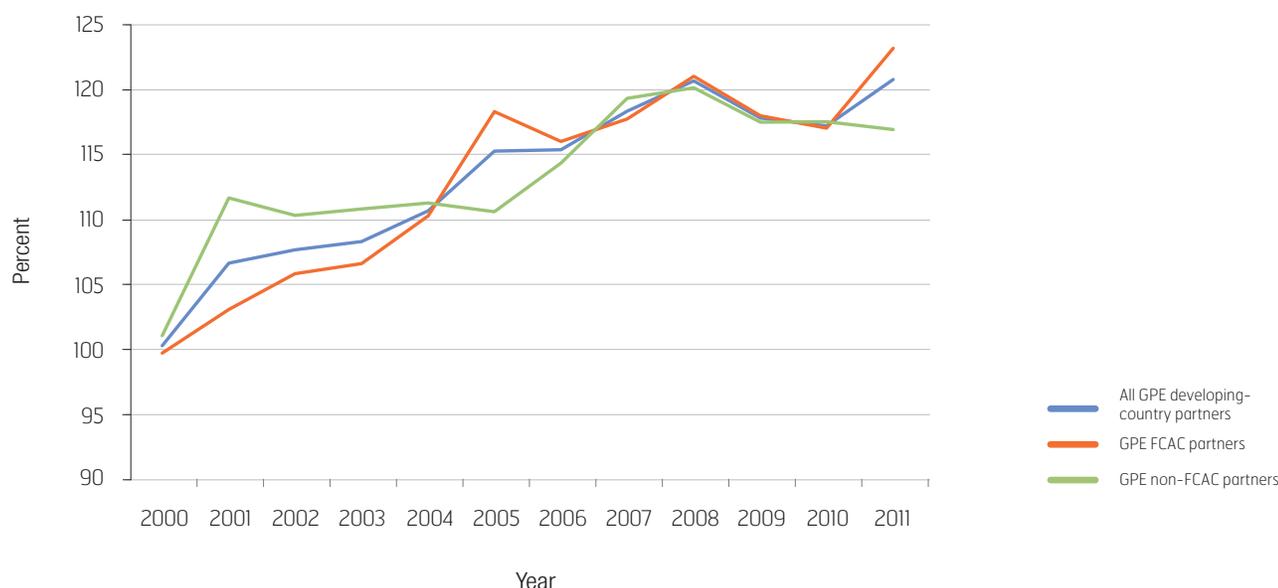
The gross intake ratio in primary education.

The primary GIR provides a useful, but only partial picture of access to primary education. In 2000, the indicator reached 100 percent in all GPE developing-country partners and, by 2011, had risen to 117 percent in the FCACs and 121 percent in the non-FCACs (figure 3.6). A ratio over 100 percent indicates that children underage or overage with respect to the official eligible age are gaining access to primary education.¹² The ratios show that access to primary education is generally not a major problem in the countries of the partnership. This reflects a high level of demand for primary education in fragile and conflict-affected contexts. However, it does not mean that there is no specific issue of access in certain regions and certain countries. The GIR was under 90 percent in six countries in 2011: Burkina Faso, Côte d'Ivoire, Djibouti, Eritrea, Guyana, and Mali, demonstrating that there are still important problems of access to primary education in these countries . The situation appears particularly worrisome in Eritrea, which has a GIR of 53 percent, indicating that at least half the children there may never attend school.

Universal primary education has not yet been reached in GPE developing-country partners, and the most challenging environments are FCACs.

In 2011, six countries still had important problems of access to primary education: Burkina Faso, Côte d'Ivoire, Djibouti, Eritrea, Guyana, and Mali.

Figure 3.6 **Changes in Primary Gross Intake Ratio, 2000–11**



Source: GPE calculations based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx> data.

¹² Population data issues also contribute to the ratios.

In the GPE FCAC partners, the primary completion rate rose from 52 percent in 2000 to 68 percent in 2011.

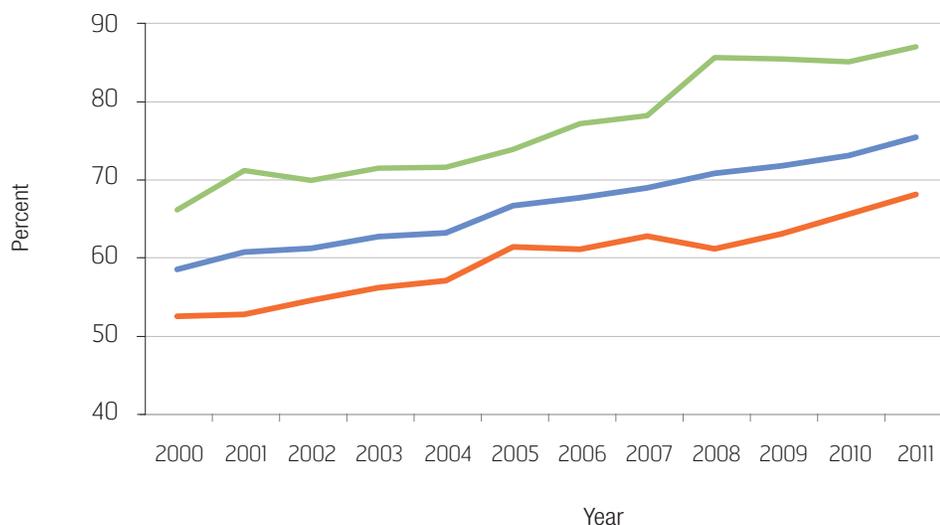
More than 30 percent of the children in the GPE FCAC partners do not reach the last grade of primary education.

All GPE developing-country partners
GPE FCAC partners
GPE non-FCAC partners

The primary completion rate. The PCR is an estimate of the proportion of children who reach the last grade of primary education. In the GPE FCAC partners, the indicator rose from 52 percent in 2000 to 68 percent in 2011 (+16 percentage points), which demonstrates that important progress was achieved (figure 3.7). However, the progress was more marked in GPE nonfragile contexts, where the PCR increased

from 66 percent to 87 percent (+21 percentage points) during the same years. It is not surprising that the FCACs have not made progress at the same pace as other GPE developing-country partners, but the progress is still impressive. Unfortunately, more than 30 percent of the children in the FCACs do not reach the last grade of primary education.

Figure 3.7 **Changes in the Primary Completion Rate, 2000–11**



Source: GPE calculations based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx> data.

In 2011, the primary completion rates were at less than 50 percent in the Central African Republic, Chad, Eritrea, and Niger; urgent additional efforts are needed in these countries.

In 2011, the PCRs in four GPE FCAC partners—the Central African Republic, Chad, Eritrea, and Niger—were at less than 50 percent; urgent additional efforts are needed in these countries. The situation is particularly worrisome in the Central African Republic, which is in the grips of a serious crisis. In Côte d'Ivoire, Ethiopia, Mali, and Uganda, the PCRs were a bit higher, between 50 percent and 59 percent, but still low. In five other countries, the PCRs were between 60 percent and 67 percent: Burundi, the Democratic Republic of Congo, Liberia, Pakistan, Uganda, and the Republic of Yemen. (Note that Burundi, Chad, the Democratic Republic of Congo, Eritrea,

and Pakistan became GPE partners in 2012 or 2013.) Primary completion in these 13 countries represents a huge challenge and should be monitored in coming years to follow up on the progress (chapter 2). In addition, other countries on which internationally comparable data are lacking and which are facing difficulties in achieving primary education coverage should be closely monitored: Afghanistan, the Comoros, Haiti, Nepal, Somalia, South Sudan, and Zimbabwe. The collection of relevant comparable data on these countries in coming years is critical.

3.3.2. Lower-secondary education

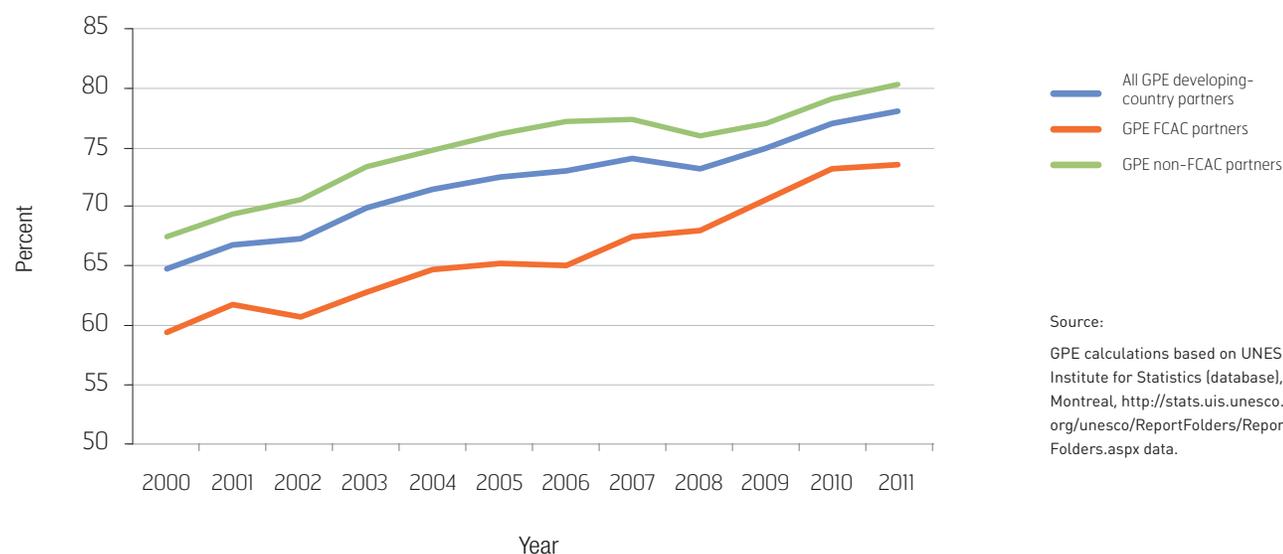


Photo credit:
Susan Warner/Save the Children

The transition rate from primary to lower-secondary education. In the GPE FCAC partners, the transition rate from primary school to lower-secondary school rose from 59 percent to 73 percent in 2000–11 (figure 3.8). Thus, in 2011, 73 percent of the children who had reached the last grade of primary school also entered lower-secondary school. The progress was even slightly more rapid in the transition rate in the FCACs

than in other GPE developing-country partners. The gap between the two rates narrowed by one percentage point. The increase in the transition rate puts pressure on the financing for primary education, which represents a clear challenge in resource allocations in the FCACs, where universal primary education is still far from being achieved (chapter 4).

Figure 3.8 **Changes in the Transition Rate from Primary to Lower-Secondary Education, 2000–11**

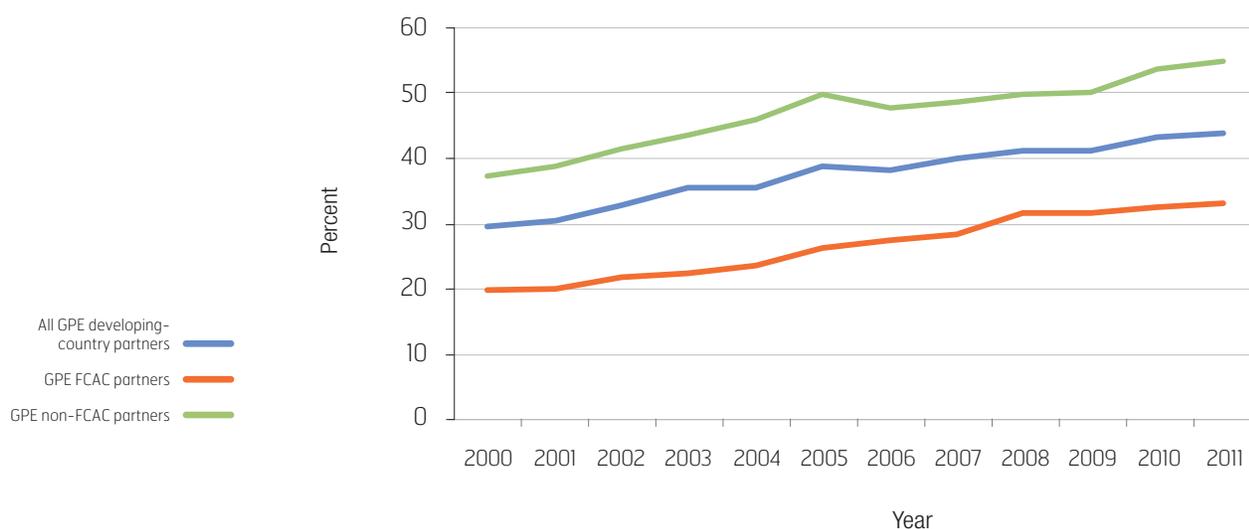


Enrollments are advancing more quickly in the GPE FCAC partners in secondary education than in primary education.

The lower-secondary completion rate. Following the same trend as the transition from primary to secondary education, the lower-secondary completion rate increased substantially in the FCACs, from 20 percent in 2000 to 33 percent in 2011 (figure 3.9). The annual growth of the completion rate was even higher in the FCACs than in other GPE developing-country partners, 4.7 percent compared with 3.6 percent. It is almost twice the annual growth rate in the PCR during the same period, which shows once more that

enrollments are advancing more quickly in the FCACs in secondary education than in primary education. However, only one-third of children in the FCACs reach the last grade of lower-secondary education, compared with 55 percent in other GPE developing-country partners. Despite the impressive progress, the level of lower-secondary completion is still low, and the gap with other countries is still substantial.

Figure 3.9 **Changes in the Lower-Secondary Completion Rate, 2000–11**



Source: GPE calculations based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx> data.

3.4. Domestic and External Financing for Education in the FCACs

This section presents an overview of the economic context for 28 FCACs. It also analyzes the domestic and external financial resources allocated to education. Trends are examined over 2000–11.¹³ Unfortunately, many GPE FCAC partners do not report data on the domestic expenditure on education; the analysis in this section is therefore restricted to a small sample of countries.

¹³ In historical comparisons, the data refer to 1999, 2000, or 2001.

3.4.1. Domestic financing for education in the FCACs

In the GPE FCAC partners between 2000 and 2012, the average gross domestic product (GDP) per capita rose by 1.3 percent a year.¹⁴ Some countries, including Chad, Ethiopia, and Liberia have been among the most rapidly growing developing-country partners over the past decade. However, all the GPE FCAC partners, except Nigeria, are classified as low-income countries. Moreover, eight GPE FCAC partners have also experienced substantial reductions in GDP per capita over the past decade. These countries are the Central African Republic, the Comoros, Côte d'Ivoire, Eritrea, Haiti, Madagascar, Niger, and Zimbabwe. The case of Zimbabwe is extreme: GDP per capita there has dropped by more than 3 percent a year since 2000, a greater reduction than in any other GPE developing-country partner on which data are available.

Public expenditure on education. Figure 3.10 illustrates the changes in the public expenditure on education in 11 GPE FCAC partners that provided data on this indicator for 2000–11.¹⁵ It also shows the average for GPE developing-country partners. Because relevant data are missing on 17 of the 28 countries under consideration, these results should be interpreted carefully given that they may not accurately reflect the situation in all the countries. On average, the 11 countries spent 4.2 percent of their GDP on education in 2011, compared with 3.3 percent in 2000. In contrast, the average GPE developing-country partner spent 4.8 percent in 2011 and 3.8 percent in 2000. Despite the progress, the FCACs still mobilize fewer resources for education relative to other developing-country partners.

In the GPE FCAC partners between 2000 and 2012, the average gross domestic product per capita rose by 1.3 percent per year.

Eight GPE FCAC partners have experienced substantial reductions in GDP per capita over the past decade: the Central African Republic, the Comoros, Côte d'Ivoire, Eritrea, Haiti, Madagascar, Niger, and Zimbabwe.

Figure 3.10 **Total Public Expenditure on Education, 2000–11**

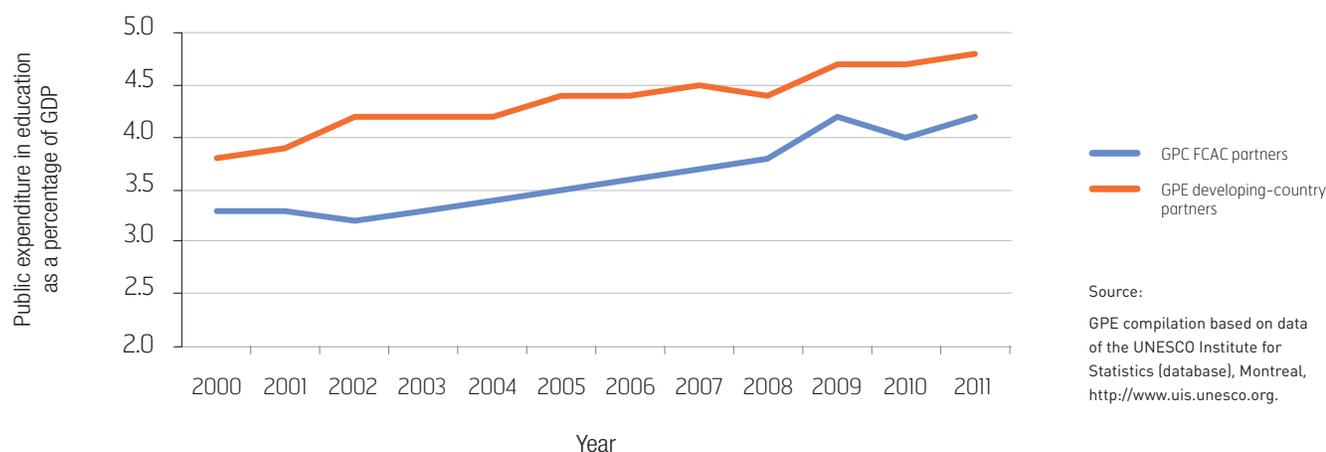


Table 3.1 presents a detailed list of the 17 FCACs that have not provided data on the public expenditure on education.¹⁶

Table 3.1 **GPE FCAC Partners without Data on Public Expenditure on Education as a Share of GDP and as a Share of All Government Expenditure**

Afghanistan	Comoros	Congo, Dem. Rep.	Eritrea	Guinea-Bissau
Haiti	Liberia	Nigeria	Pakistan	Sierra Leone
Somalia	South Sudan	Sudan	Timor-Leste	Uganda
Yemen, Rep.	Zimbabwe			

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

¹⁴ This excludes Afghanistan, Somalia, and South Sudan, which did not provide data for this calculation.

¹⁵ These countries are Burundi, the Central African Republic, Chad, Côte d'Ivoire, Ethiopia, Madagascar, Malawi, Mali, Nepal, Niger, and Togo.

¹⁶ For details on the number of countries included in the average for developing-country partners, see chapter 4, table 4.1 and the associated text.

In the 11 GPE FCAC partners with data, the share of government expenditure that is allocated to education rose from 16.2 percent in 2000 to 18.8 percent in 2011.

Overall, the share of government expenditure in the 11 GPE FCAC partners that is allocated to education rose from 16.2 percent in 2000 to 18.8 percent in 2011. In contrast, the average GPE developing-country partner allocated 15.8 percent to education in 2000 and 18.2 percent in 2011. Between 2002 and 2008, the FCACs allocated a lower share of public budgets to education than the average developing-country partner; however, the gap has declined gradually since 2005, and, by 2011, the FCACs were allocating a higher share of public budgets on education. However, despite this greater effort and because of lower GDPs and less fiscal capacity, the FCACs mobilize, on average, fewer resources. Of the 11 GPE FCAC

partners included in the analysis, 6 allocated more than 20 percent of public resources on education in 2011 (see chapter 4, section 4.2 for additional details). These countries were Burundi, Côte d'Ivoire, Ethiopia, Madagascar, Nepal, and Niger. The Central African Republic and Chad allocated only 12 percent of their budgets to education in the same year. They barely invested 2.4 percent and 1.2 percent of their GDP in education, respectively, and keep on reducing both shares. (Note that other FCACs with similar profiles did not provide relevant data.) Box 3.3 outlines the work that the Democratic Republic of Congo is currently doing to boost its commitment to the education sector.

Six GPE FCAC partners allocated more than 20 percent of public resources on education in 2011: Burundi, Côte d'Ivoire, Ethiopia, Madagascar, Nepal, and Niger.

Box 3.3 **Greater Financing Effort in Education in the Democratic Republic of Congo**

Since independence in 1960, the Democratic Republic of Congo has experienced a series of conflicts that have thwarted its development and particularly affected the mobilization of public financing for the education sector. This has led to a substantial rise in school fees, partly to cover teacher salaries. The burden shouldered by households, in addition to poor infrastructure and socioeconomic and cultural factors, is responsible for the 3.5 million children of primary-school age who were not in school in 2012.

To address these issues, the Ministry of Primary, Secondary, and Technical Education developed an interim education plan (2012–14) mainly focused on accelerating the achievement of universal primary education and providing a framework for future interventions in primary, secondary, and technical education by increasing the alignment of government and donor programs.

One of the most emblematic measures has been the effort to eliminate the main school fees in primary education (wage supplements for teachers, operating expenses at schools, administrative fees, and examination fees). To reach this goal, the government has made education a priority, although a major budget item is still security because of conditions in the country. After the near absence of the state budget among the internal resources dedicated to primary, secondary, and technical education in the 1980s, a large rise in public education financing has been evident in recent years, increasing to 9.5 percent of the budget in 2011. In 2012, the government made a commitment to the Global Partnership to reach 15 percent in 2015.

In addition, based on the interim education plan, the government prepared a request for GPE implementation funding. A program developed through a participatory process was assigned US\$100 million by the Global Partnership in November 2012.

Most of the public budget going to education in the FCACs is allocated to primary education. Nonetheless, following a similar trend among GPE developing-country partners, the amount of resources allocated to primary education has diminished gradually from a peak in 2005. The GPE FCAC partners allocated, on average, 54.4 percent of public education resources to primary education in 2005, compared with

50.3 percent in 2011. The share is still over 50 percent, which shows that the priority is still on primary education, but the trend is worrisome in these countries, which are typically not close to achieving universal primary education. The reductions have been especially marked in Malawi, Mali, and Niger, where the public resources assigned to primary education fell by more than 10 percentage points over 2000–11.

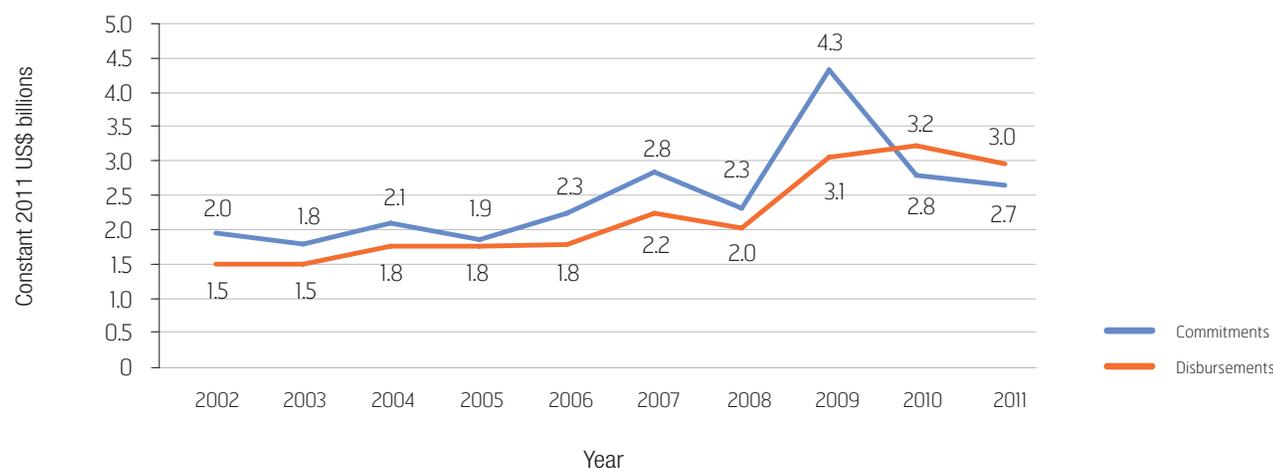
The amount of resources allocated to primary education in GPE FCAC partners has diminished gradually since 2005. This trend is worrisome in these countries, which are typically not close to achieving universal primary education.

3.4.2. Official development assistance for education in the FCACs

Figure 3.11 shows that the disbursements of official development assistance (ODA) for education in GPE FCAC partners have risen over 2002–11, reaching the highest level, US\$3.2 billion, in 2010. However, following the same trend as total aid (see section 3.2), the volume of ODA

going to education fell to US\$3.0 billion in 2011, a 6.3 percent decrease. A more detailed analysis suggests that some countries experienced much greater reductions than others. For instance, the disbursements in Guinea-Bissau, Malawi, Sudan, and Uganda dropped by more than 50 percent.

Figure 3.11 **Official Development Assistance for Education in GPE FCAC Partners, 2002–11**



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

The commitments of ODA for education have shown a more unstable path over the last decade than disbursements, and the recent decline in the volume of resources was more severe recently because the peak of US\$4.3 billion was reached in 2009. By 2011, the commitments to education in GPE FCAC partners had fallen to US\$2.7 billion, a reduction of US\$1.7 billion (38.6 percent) in two years.

The share of education in total aid to GPE FCAC partners has been volatile even while it has declined over the last decade. Aid disbursements for education represented approximately 7.0 percent of the total disbursements of ODA to GPE FCAC partners in 2011, compared with 7.8 percent in 2000. Similarly, commitments to education represented 6.5 percent of the total aid commitments in 2011, compared with 8.8 percent in

By 2011, the commitments to education in GPE FCAC partners had fallen to US\$2.7 billion, a reduction of US\$1.7 billion (38.6 percent) in two years.

The decline in the ODA going to education in GPE FCAC partners has been sharper than the decline in other sectors.

Total disbursement for education fell by US\$0.27 billion in 2011 (8.4 percent), seriously affecting basic education in comparison to secondary education.

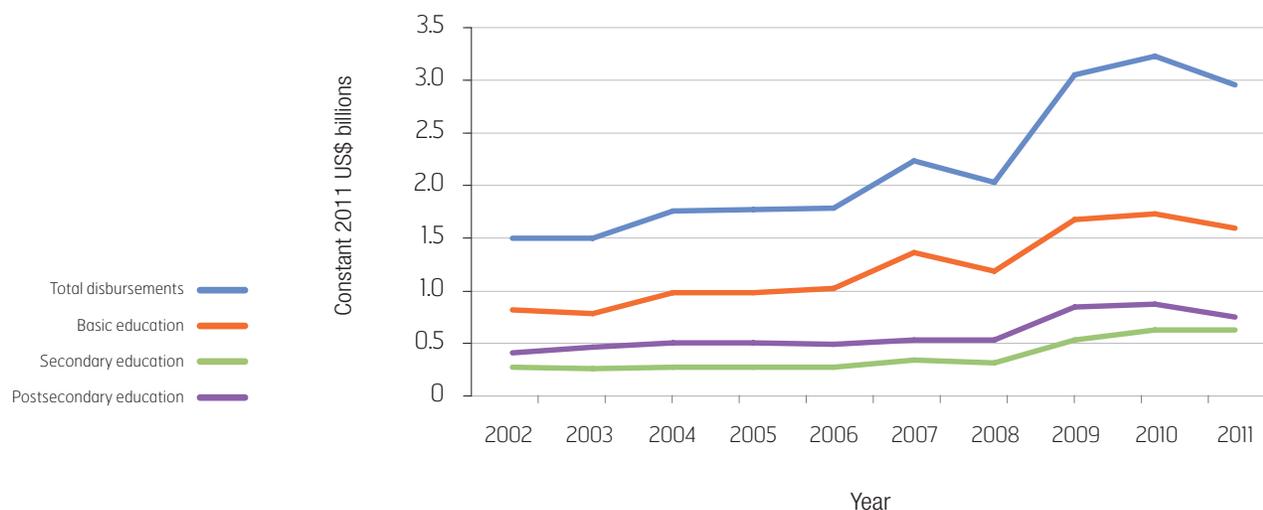
2000. In addition to receiving a low share of ODA, the decline in the ODA going to education in GPE FCAC partners has been sharper than the decline in other sectors.

The external aid disbursed for basic education increased from US\$0.8 billion in 2002 to US\$1.6 billion in 2011 (figure 3.12).¹⁷ Similarly, disbursements for secondary and postsecondary education rose from US\$0.27 billion to US\$0.62 billion and US\$0.40 billion to US\$0.75 billion, respectively, over the same time period. However, the total disbursements for education declined by US\$0.27 billion (8.35 percent) in 2011. In absolute terms, the most seriously affected subsector was basic education, where total disbursements diminished by US\$0.14 billion

(8.3 percent), followed by postsecondary education, with a reduction of US\$0.12 billion (13.7 percent). In contrast, the external resources for secondary education fell by US\$0.01 billion (1.2 percent).

Therefore, basic education has been more adversely affected than secondary education by the decline in ODA, which is particularly worrisome because the level of financing in basic education is already low, and most of these countries have a long road to travel before achieving primary education for all their children.

Figure 3.12 **Official Development Assistance for Education in GPE FCAC Partners, Disbursements by Subsector, 2002–11**



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

¹⁷ Basic education includes primary education, basic life skills for youth and adults, and early childhood education.

3.5. Fragile and Conflict-Affected Contexts: The Challenges Ahead for the Global Partnership

Among the FCACs, 28 are GPE developing-country partners (annex E). Almost 36 million children of primary-school age who are not in school are living in these countries; they represent 85 percent of the out-of-school children of primary-school age in the Global Partnership, and more than 60 percent of the total number of out-of-school children of primary-school age in the world. Thus, there is no question that progress in education in the partnership will depend on the results achieved in the FCACs.

Since 2004, GPE disbursements in the FCACs have risen gradually, following in step with the gradual pace of the growing membership of FCACs in the partnership. By the end of 2013, the cumulative GPE disbursements in the FCACs are expected to exceed US\$800 million. Based

on the current projections, the disbursements in the FCACs at the end of 2013 should represent more than 40 percent of total cumulative GPE disbursements. In 2012, the disbursements in the FCACs accounted for nearly 43 percent of the annual disbursements; the corresponding figure should be above 50 percent in 2013.

The Global Partnership has built on its experience in fragile contexts to develop a sound policy based on a progressive approach to sustainable education sectors in complex environments. This new policy has been initiated only recently, and results are forthcoming. However, the current trend in implementation modalities is a concern. The assignment of grants through projects is the default approach for GPE financing in fragile contexts (85 percent of the grants), but the evi-

Almost 36 million children of primary-school age who are not in school are living in the GPE FCAC partners.

The cumulative GPE disbursements in the FCAC partners are expected to exceed US\$800 million.



Photo credit: **Jenny Humphreys/Save the Children**

The assignment of grants through projects is the default approach for GPE financing in fragile contexts (85 percent of the grants), when the evidence indicates that pooled funding mechanisms are more appropriate in these contexts.

dence indicates that pooled funding mechanisms are more appropriate in these contexts, particularly in ensuring capacity building, country ownership, and harmonization, but also in delivering results. The project modality may be the most appropriate in certain situations, but the partnership should maintain sufficient flexibility to be able to rely on the most appropriate modality in any given context. The current modality preference reflects a lack of focus on the issue by the Global Partnership. The choice of less-effective modalities may have significant consequences in the results achieved in the FCACs and limits the impact of GPE support. Because several FCACs are in the process of applying for GPE funding, including major countries with large populations of out-of-school children such as Nigeria and Pakistan, it is important to see how this issue will be addressed.

The amount of international aid for education in the FCACs is declining rapidly, and basic education is being more adversely affected than secondary education.

The progress being achieved in education in the GPE FCAC partners is encouraging. The average PCR rose from 52 percent in 2000 to 68 percent in 2011 (+16 percentage points). Nonetheless, the progress has been slower in the FCAC partners than in other GPE developing-country partners. In addition, the positive growth in access and financing indicators in secondary education is a sign that additional pressure is being exerted on the limited resources available for education and appears to represent a challenge for most GPE developing-country partners. Unfortunately, the amount of international aid for education in the FCACs is declining rapidly, and basic education is being more adversely affected (a decrease in financing of 8.3 percent) than secondary education. A negative impact on the education sector, particularly basic education, is projected. The progress toward universal primary education is at risk in these countries.



CHAPTER **4**

.....
**Domestic and External
Financing for Education**

4.1. Introduction

This chapter presents an overview of the domestic and external financing flows for education in the developing-country partners of the Global Partnership for Education (the Global Partnership or GPE) over the past decade. The main objective of this chapter is to analyze the domestic and external financial resources allocated to education, with a focus on the relationship between primary completion rates and external and domestic financing.

The chapter is divided into four main sections. Section 4.2 analyzes the macroeconomic and financial situation in 58 GPE developing-country partners, with emphasis on the education sector.¹

Section 4.3 describes the trends in global official development assistance (ODA), aid to education, and aid to basic education in developing-country partners. Section 4.4 examines the relative change in the allocation of public resources to education by developing-country partners before and after they joined the Global Partnership. Section 4.5 discusses the evolution of education financing in developing-country partners, particularly the progress in basic education. Each section presents a detailed analysis of external and domestic financing levels in education as well as of the relationship of these levels of financing to subsequent changes in primary completion rates.

4.2. Macroeconomic Analysis and Financial Prospects

This section provides a brief overview of the economic context in 58 GPE developing-country partners. The aim is to examine the circumstances in which educational systems operate. The section complements the analysis of the state of education in developing-country

partners presented in chapter 2. The reference period for output data presented here is 2012 or the most recent data available within the 2000–12 period if 2012 data are not yet available. For historical comparisons, the data refer to 1999, 2000, or 2001.



Photo credit: Deepa Srikantaiah/GPE

¹ There were 59 developing-country partners as of September 2013. However, because Uzbekistan joined the Global Partnership in September 2013, it is not considered in the analysis presented in this chapter. The number of countries included in aggregate indicators also depends on the available data.

4.2.1. Macroeconomic performance

Between 2000 and 2012, the average gross domestic product (GDP) per capita in the developing-country partners rose by 3.3 percent annually. This trend was facilitated primarily by rising commodity prices, but, according to the International Monetary Fund's latest World Economic Outlook, many low-income countries have also seen growth in GDP related to the impact of better infrastructure, higher education levels, and greater stability (IMF 2013).

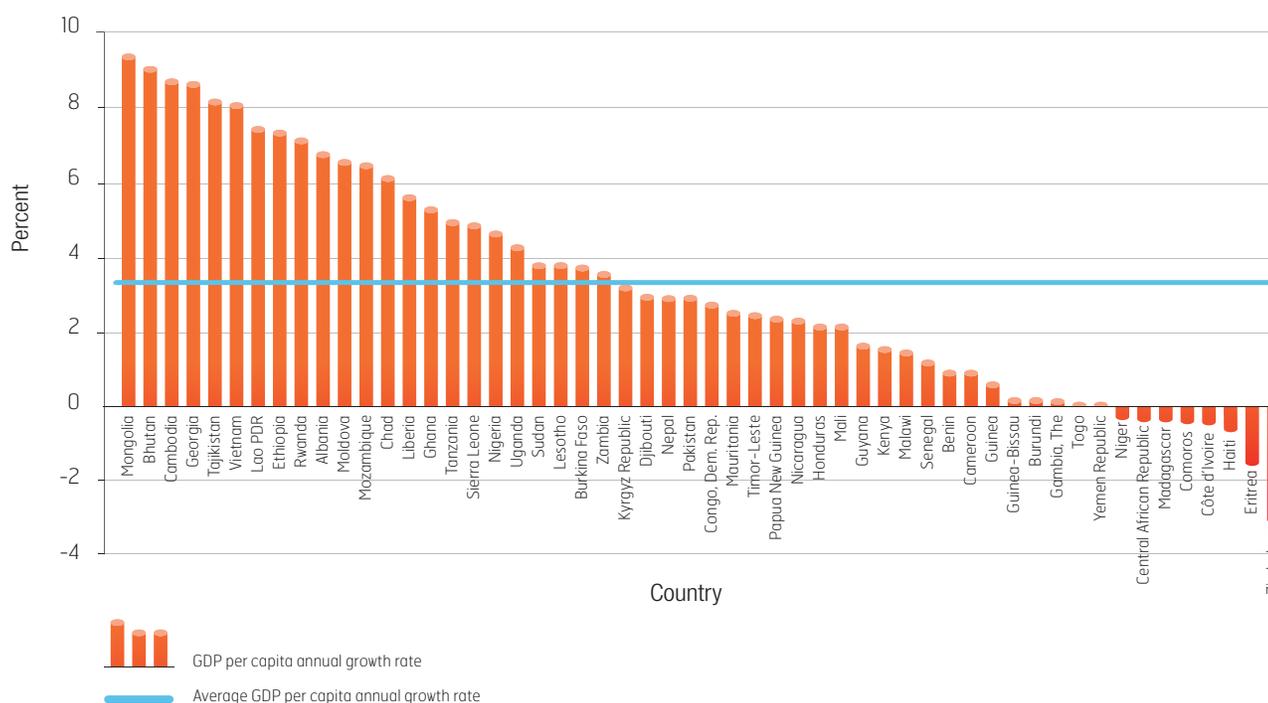
As illustrated in figure 4.1, although many developing-country partners experienced economic expansion during the period under analysis, growth rates varied substantially. For instance, GDP per capita increased at an annual rate of 9 percent in both Bhutan and Mongolia over 2000–12. By contrast, the

Central African Republic, the Comoros, Côte d'Ivoire, Eritrea, Haiti, Madagascar, Niger, and Zimbabwe have faced a difficult economic environment over the last decade, with annual growth rates in per capita income that have ranged between -0.3 and 3.0 percent.

Despite this sustained economic growth, income per capita remained low. In 2012, for example, the average GDP per capita in GPE developing-country partners was US\$755. Using the World Bank's income classification scheme, 47 of the 58 partners reviewed in this chapter were low income, with per capita income at less than US\$1,035 a year.² The remaining 11 countries on which data are available were classified under the middle-income category, with per capita incomes between US\$1,035 and US\$3,522 a year.

Between 2000 and 2012, the average GDP per capita in GPE developing-country partners rose by 3.3 percent annually.

Figure 4.1 Annual GDP Per Capita Growth Rates, GPE Developing-Country Partners, 2000–12



Source: GPE compilation based on World Development Indicators (database), World Bank, Washington, DC, <http://data.worldbank.org/data-catalog/world-development-indicators>.

² This basic information was not available for two low-income developing-country partners, Somalia and South Sudan, for the year of reference. Afghanistan was classified as a low-income country based on data from 2011.

Public expenditure on education in GPE developing-country partners has grown steadily over the last decade, from 3.9 percent of GDP in 2000 to 4.8 percent in 2011.

Nonetheless, sustained increases in public spending, including spending in the education sector, were enabled by the favorable economic growth experienced by many developing-country partners, coupled with regular increases in external aid for most of the period 2002–11 (see below). Even though these are not the only factors that should be taken into account in analyzing the performance of education systems, they do have an impact on the resources available to invest in improvements in education quality and effectiveness. Moreover, while the rise in education resources is good news, additional resources are still required for systems facing rapid growth and for those that are struggling with low primary completion rates.

In this context, public expenditure on education as a percentage of GDP provides a good indicator of the priority of education in the allocation

of public resources. Because public education expenditure data are not available for a number of developing-country partners, the sample is restricted to the 33 countries on which data are available to construct an average for 2000–11. Table 4.1 presents a list of the 25 countries that do not provide this basic information.

Public expenditure on education in developing-country partners has grown steadily over the last decade, from 3.9 percent of GDP in 2000 to 4.8 percent in 2011. Although this growth in expenditures has slowed at times, it has been continuous since 2000. Moreover, in 2011, the budgetary allocation for education reached 4.8 percent of GDP, which was quite close to the average of 5.1 percent in the same year in member countries of the Organisation for Economic Co-operation and Development (OECD).

Table 4.1 GPE Developing-Country Partners Missing Data on Public Expenditure on Education

GDP and public expenditure shares

Afghanistan	Eritrea	Nigeria	Somalia	Uganda
Cambodia	Guinea-Bissau	Pakistan	South Sudan	Vietnam
Comoros	Haiti	Papua New Guinea	Sudan	Yemen, Rep.
Congo, Dem. Rep.	Honduras	São Tomé and Príncipe	Tanzania	Zambia
Djibouti	Liberia	Sierra Leone	Timor-Leste	Zimbabwe

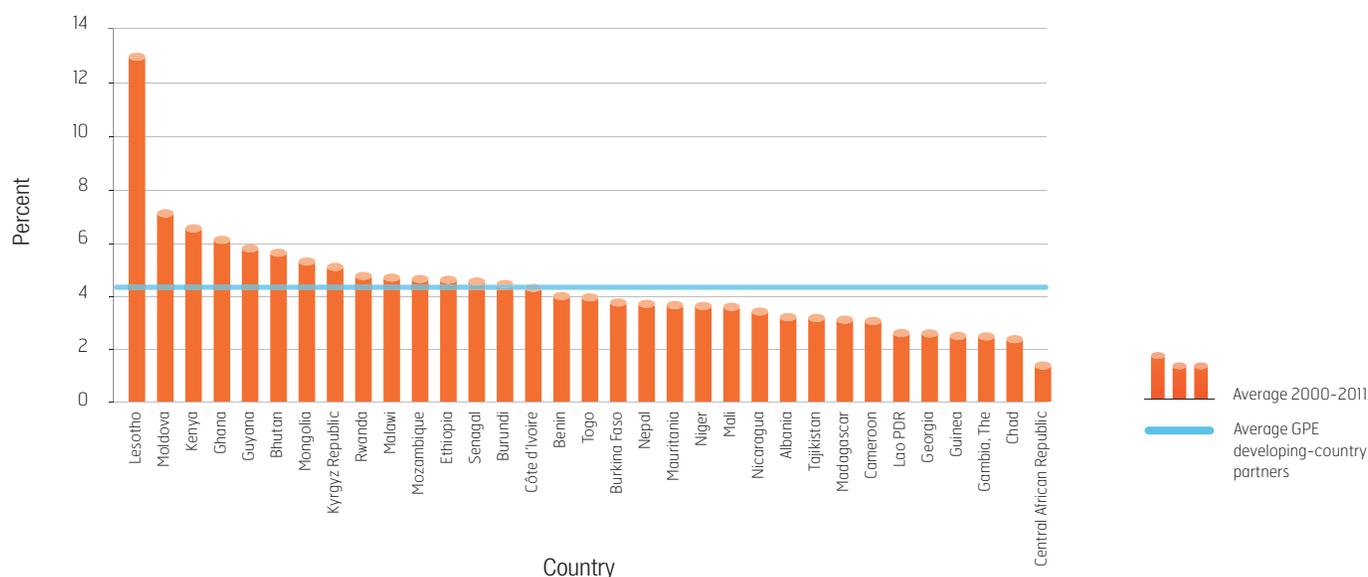
Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.



Photo credit:

Nick Cavanagh/A World At School

Figure 4.2 Average Public Expenditure on Education as a Percentage of GDP, by Country, 2000–11³



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

Nonetheless, within the sample, developing-country partners also show substantial differences in the levels of public spending on education. As depicted in figure 4.2, Lesotho invested the largest share of GDP in education during 2000–11, at an average of 12.9 percent, followed by Moldova, at 7.1 percent. Likewise, during the same period, 15 developing-country partners (including Lesotho and Moldova) invested more than the estimated group average of 4.3 percent. Another 12 countries invested at more moderate levels of 3.0 to 4.0 percent. The remaining 6 developing-country partners, namely, the Central African Republic, Chad, The Gambia, Georgia, Guinea, and the Lao People's Democratic Republic, invested less than 2.6 percent, on average, over 2000–11. The Central African Republic allocated barely 1.4 percent of GDP to education.

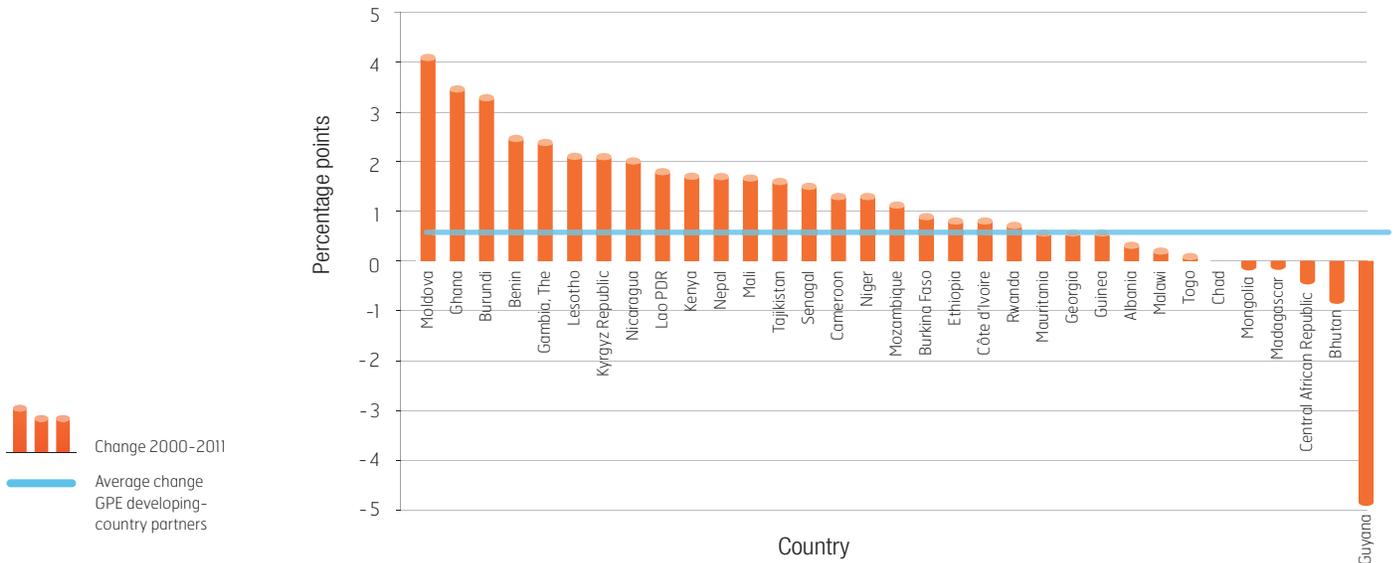
The level of commitment to education that countries have demonstrated since 2000—as measured by the change in public expenditure on education as a share of GDP from 2000 to 2011—

can be taken into account to analyze the relative importance of the sector in the allocation of public resources. Figure 4.3 thus shows the level of this effort exerted by each country in the sample. Burundi, Ghana, and Moldova, for example, achieved important advances by increasing the share of resources allocated to education by more than 3 percentage points over the period. Other countries not only committed lower levels of resources to education over the period, but also reduced the amount of resources allocated to the sector as a percentage of GDP. This is the case of the Central African Republic (from 1.6 percent in 2000 to 1.2 percent in 2011) and Madagascar (from 2.9 percent in 2000 to 2.8 percent in 2011); the latter two countries have also faced instability during this period. Even more worrisome is the case of Guyana, which allocated, on average, 5.8 percent of GDP to education over 2000–11. However, the change in education expenditures as a percentage of GDP suggests that Guyana reduced the volume of resources for the sector from 8.5 percent of GDP in 2000 to 3.6 percent in 2011.

Six GPE developing-country partners invested less than 2.6 percent in education, on average, over the period 2000–11: the Central African Republic, Chad, The Gambia, Georgia, Guinea, and Lao PDR.

³ All the data on public expenditures include estimates made by the Global Partnership.

Figure 4.3 Change in Public Expenditure on Education as a Percentage of GDP, by Country, 2000–11



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

Although the literature shows that raising allocations alone does not necessarily improve educational outcomes, a minimum level of investment in basic infrastructure and human resources in developing countries is considered a necessary first step and is included in the GPE compact (Hanushek and Lindseth 2009).

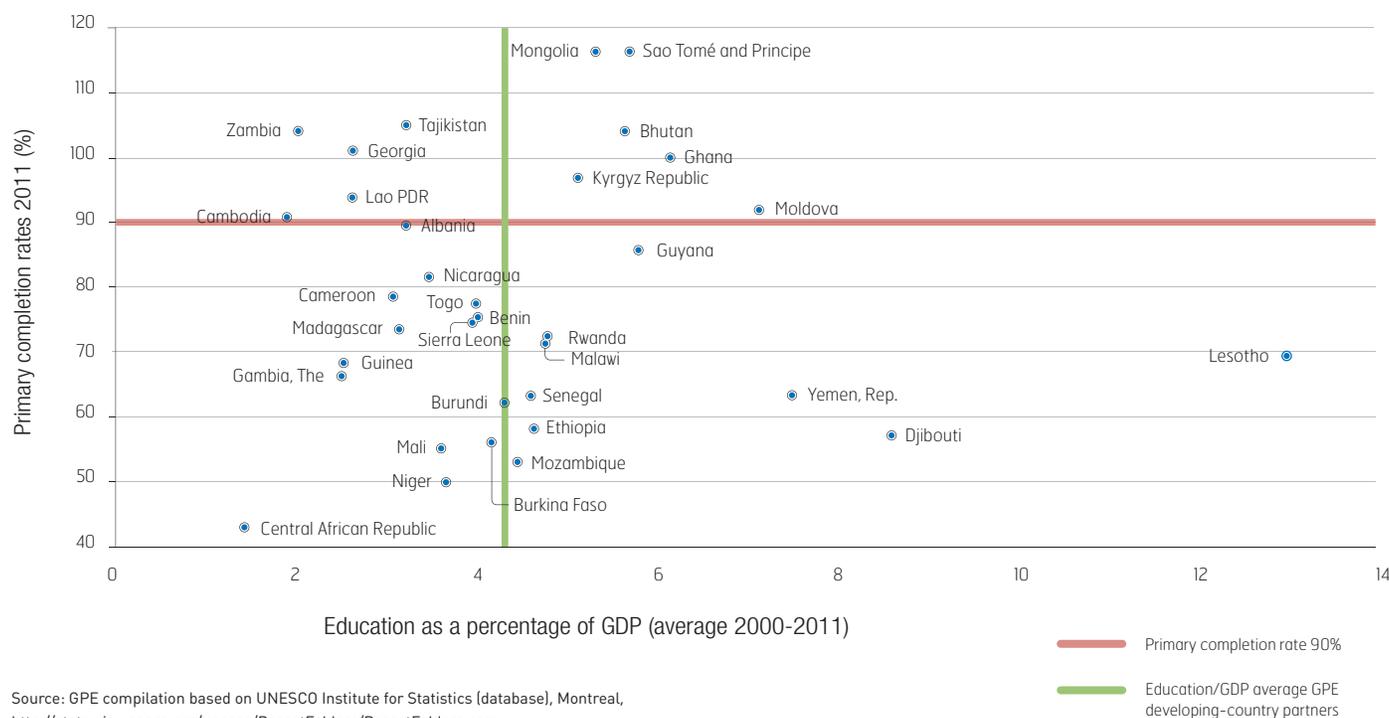
Figure 4.4 shows that there appears to be a weak relationship between primary completion rates (in 2011) and average public expenditure on education as a percentage of GDP (in 2000–11 and including countries with more than five observations). The red and green lines in the figure divide countries into four groups according to their effort (expenditure) and their subsequent success. The red line corresponds to the 90 percent primary completion rate benchmark, while the green line represents the average share of GDP allocated to education in developing-country partners during the period under analysis. The data points in the lower left corner represent countries that are below the primary completion rate benchmark (90 percent) and that also spent less than the average among developing-country partners during the period

(4.3 percent of GDP). This is the case of Albania, Benin, Burkina Faso, Cameroon, the Central African Republic, The Gambia, Guinea, Madagascar, Mali, Nicaragua, Niger, Sierra Leone, and Togo. Moreover, Burkina Faso, the Central African Republic, The Gambia, Guinea, Mali, and Niger not only are well below the average investment in education, but also exhibit primary completion rates that do not exceed 70 percent. These countries dedicate a lower share of their resources than the average developing-country partner, although they still make an important effort to achieve universal primary education. Thus, they may be considered at high risk of not reaching this goal by 2015.

Figure 4.4 also depicts situations that might be associated with a lack of efficiency in the use or allocation of public resources. This is the case of countries in the lower right of the quadrant, namely, Djibouti, Lesotho, and the Republic of Yemen. These countries have allocated, on average, 7 percent or more of their GDP to education, but the primary completion rates do not exceed 70 percent.

Burkina Faso, the Central African Republic, The Gambia, Guinea, Mali, and Niger not only are well below the average investment in education, but also exhibit primary completion rates that do not exceed 70 percent.

Figure 4.4 Public Expenditure on Education as a Percentage of GDP and Primary Completion Rate, GPE Developing-Country Partners



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

4.2.2. Education sector expenditure as a percentage of total government expenditure

The reference period for the educational data presented in this section is the academic or fiscal year ending in 2011 or the most recent information available during 2000–12. For historical comparisons, the data of reference are for the academic year ending in 2000.⁴ Unfortunately, reports on the public expenditure in education

are not available for a number of developing-country partners. Following the same criteria as in the previous section, the sample here was therefore restricted to the 33 countries that provided information for 2000–11. Table 4.2 presents a list of the remaining 25 countries that have not supplied this basic information.

Table 4.2 GPE Developing-Country Partners Missing Data on Public Expenditure on Education

No data available	Started reporting	Stopped reporting
Afghanistan; Congo, Dem. Rep.; Eritrea; Guinea-Bissau; Haiti; Honduras; Liberia; Nigeria; Papua New Guinea; São Tomé and Príncipe; Somalia; South Sudan; Sudan; Vietnam; Zimbabwe	Pakistan; Sierra Leone; Tanzania; Timor-Leste; Uganda	Cambodia; Comoros; Djibouti; Yemen, Rep.; Zambia

Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

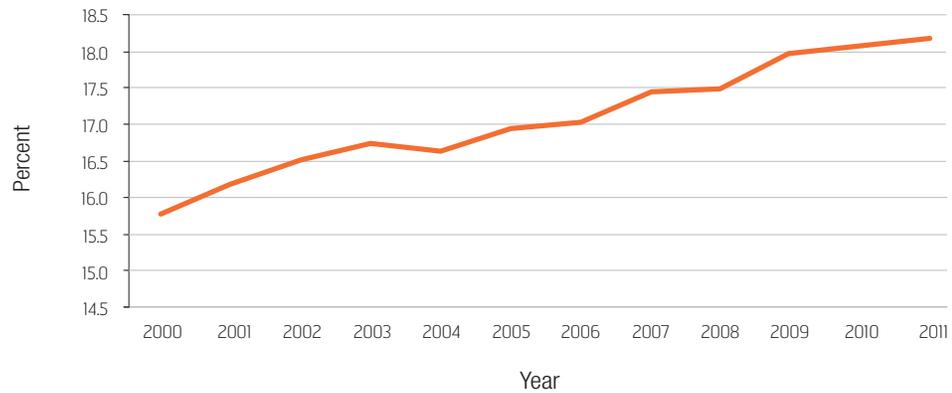
⁴ To ensure comparability, the indicators and calculation methods reflected in the data here conform to the international standards set out by the UNESCO Institute for Statistics (see UIS 2009).

In GPE developing-country partners, the public expenditure on education as a percentage of total government expenditure grew from 15.8 percent in 2000 to 18.2 percent in 2011.

Figure 4.5 shows that, in developing-country partners, the public expenditure on education as a percentage of total government expenditure also grew steadily over 2000–11. In 2011, they allocated 18.2 percent of public expenditure, on average, to education, compared with 15.8 percent in 2000. Nonetheless, over the last few years, despite the rising proportion of

spending on education, there has been a deceleration in the growth rate in this indicator, which fell from an annual average of 1.4 percent in 2000–08 to 0.6 percent after 2009. This deceleration coincided with a decline in foreign aid, which means that there were fewer resources available for education (see below).

Figure 4.5 **Public Expenditure on Education as a Percentage of Total Government Expenditure, GPE Developing-Country Partners**

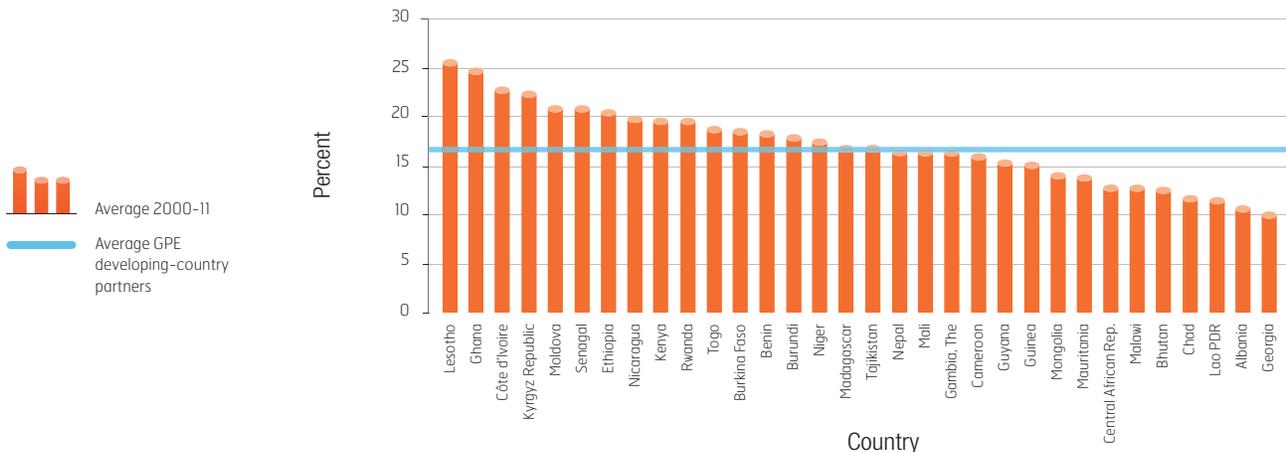


Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

As depicted in figure 4.6, the Lesotho government stands out for having allocated, on average, 26 percent of the total budget to education over the last decade, followed by Ghana, Côte d'Ivoire, the Kyrgyz Republic, Moldova, Senegal, and Ethiopia, which assigned more than 20 percent to

the sector. The figure also indicates the governments that allocated less than 20 percent of the entire public budget to education, on average, with extremes such as Albania and Georgia, where the average allocation did not exceed 11 percent during the period under analysis.

Figure 4.6 **Average Public Expenditure on Education as a Percentage of Total Government Expenditure, by Country, 2000–11**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

Table 4.3 **GPE Developing-Country Partners Missing Data on Public Expenditure on Education and Primary Completion Rates**

Education as a share of public expenditure	Primary completion rates	Both
Cambodia; Congo, Dem. Rep.; Djibouti; Eritrea; Guinea-Bissau; Honduras; Liberia; Mozambique; Nigeria; Pakistan; São Tomé and Príncipe; Sierra Leone; Tanzania; Timor-Leste; Uganda; Vietnam; Yemen, Rep.; Zambia	Albania, Kenya, Mauritania, Nepal	Afghanistan, Comoros, Haiti, Papua New Guinea, Somalia, South Sudan, Sudan, Zimbabwe

Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

The deceleration in the growth rate of the amount of resources allocated to education should be a major concern for countries that have not yet achieved a 90 percent primary completion rate. According to Bruns, Mingat, and Rakotomalala (2003), these countries would require an effort involving an allocation to education of at least 20 percent of the public budget to relaunch progress toward the achievement of the Millennium Development Goals. However, tracking progress is not possible in many countries because of the lack of solid data; the need for improved data should therefore also be a concern for the Global Partnership.

For instance, only 28 developing-country partners have reported the information required to analyze the relationship between the level of effort (as measured by the share of public resources allocated to education) and the subsequent

educational outcomes (measured by primary completion rates).⁵ Table 4.3 lists the 30 countries that have not reported information on primary completion rates (in 2010/11 and 2011/12) or on expenditure on education as a share of public expenditure (did not report information for the period of analysis, or that have reported the data for only four years or less or data for the early part of the first decade of the 2000s).

To explore the relationship between investments in education and educational outcomes, we present, in table 4.4, the various profiles and patterns among developing-country partners in terms of effort and success. “Effort” is measured according to the average share of the budget allocated to education and to the relevant trend (in 2000–11), and “success” is measured according to the primary completion rates in 2011 or the most recent data available for 2010 or 2012.

The recent deceleration in the growth rate of the amount of resources allocated to education should be a major concern as most countries allocate less than 20 percent to the sector but have not yet achieved a 90 percent primary completion rate.

Table 4.4 **Education Variables, by Relative Success**

Primary Completion Rate	Education/Government Expenditures <20%		Education/Government Expenditures ≥20%	
	↓ (Trend)	↑ (Trend)	↓ (Trend)	↑ (Trend)
≥ 90%	Bhutan, Georgia, Mongolia, Tajikistan	Lao PDR	Ghana, Kyrgyz Republic	Moldova
70% ≤ PCR < 90%	Guyana, Malawi, Rwanda, Togo	Albania, Benin, Cameroon, Madagascar, Nicaragua		
<70%	Central African Republic, Chad	Burkina Faso; Burundi; Gambia, The; Guinea; Mali; Niger		Ethiopia, Lesotho, Senegal

Note: The share of public expenditure is the average over 2000–11. The primary completion rates are for 2011 or the closest year for which data are available.

⁵ Ideally, this analysis should use expenditure on primary education as a share of education expenditure, but only a few countries have reported this information, and, once these data are crossed with the available data on primary completion rates, the number of observations remaining is too small to draw meaningful conclusions.

Eight of the countries included in the analysis reached the 90 percent primary completion rate benchmark in 2011. In three countries, Ghana, the Kyrgyz Republic, and Moldova, 20 percent of public expenditure, on average, went to education. Similarly, the analysis presented above (see figure 4.4) reveals that these countries also invested a higher share of their GDP in education relative to the average developing-country partner over the period. The most successful story in this group of three countries might be Ghana, where the government spent more than 20 percent of the public budget on education and invested an average of 6 percent of GDP in the sector and where the primary completion rate increased by 28 percentage points from 2000 to 2011.

Other countries have been more efficient and reached the 90 percent primary completion rate even while allocating less than the advised 20 percent. This is the case of Bhutan, Georgia, Lao PDR, Mongolia, and Tajikistan. Likewise, as depicted in figure 4.4, all these countries (with the exception of Mongolia) also invested a smaller proportion of GDP in education relative to the average developing-country partner over 2000–11. This could probably be seen as a matter of efficiency because these countries have surpassed the 90 percent benchmark in the primary completion rate, while investing fewer resources than the average developing-country partner and spending less than the suggested proportion of public expenditure.

All the countries that exhibited primary completion rates between 70 and 90 percent in 2011 spent, on average, less than 20 percent of the total government budget on education during the last decade and should be flagged as countries at risk. A negative trend in this allocation, such as in Guyana, Malawi, and Rwanda, is a concern for the Global Partnership because it jeopardizes the chances of reaching the 90 percent benchmark. These results are not consistent with the analysis on investment in education as a share of GDP because the three countries exhibited higher values than the average developing-country partner. However, this does not necessarily mean that both results have to be aligned: other factors not taken into account may be affecting the

analysis. For example, the analysis does not control for the size of government, and, in cases in which total government expenditure is high, education may represent a share that is smaller in this total than the share it represents in GDP.⁶ In contrast, Albania, Benin, Cameroon, Madagascar, and Nicaragua spent less than the recommended 20 percent on education and also invested fewer resources than the average developing-country partner over the period.

Three different profiles may be observed for the nine countries that exhibit primary completion rates below 70 percent. The first profile is represented by Lesotho, Ethiopia, and Senegal, which spent, on average, more than the recommended proportion to reach the 90 percent benchmark for primary completion rates and also invested more on education as a share of GDP than the average developing-country partner. While Senegal and Ethiopia have achieved important advances in the primary completion rate (growth of 23 and 35 percentage points, respectively, in 2000–11), Lesotho may be allocating resources inefficiently in the education sector because the primary completion rate rose by only 9 percentage points over the period. This must be flagged as a potential problem.

The second profile corresponds to countries that spent, on average, less than 20 percent on education over the period, but that have made an effort to raise the volume of the resources going to the sector over time. This is the case of Burkina Faso, The Gambia, Guinea, Mali, and Niger.

The third profile corresponds to Chad and the Central African Republic, which allocated, on average, 12 and 13 percent of the total government budget to education, respectively, and they barely invested 2.4 and 1.2 percent of GDP on education. Moreover, both indicators in these countries have shown a downward trend over time because of recurrent instability. The primary completion rates in these countries are the lowest among developing-country partners: 38 percent for Chad and 43 percent for the Central African Republic in 2011. It is important to note, however, that other countries with a similar profile do not usually provide data for this sort of analysis, and the results may be similar (table 4.3).

All the countries that exhibited primary completion rates between 70 and 90 percent in 2011 spent, on average, less than 20 percent of the total government budget on education during the last decade.

⁶ The relationship between GDP and expenditure on education is given by the following identity:
 $\% \text{ of GDP allocated to education} = \text{GDP} * \text{fiscal rate} * \text{share of education in the public budget.}$

Table 4.5 **GPE Developing-Country Partners Missing Data on the Expenditures in Primary Education**

No data available	Stopped reporting	Started reporting
Afghanistan; Albania; Guinea-Bissau; Haiti; Honduras; Kyrgyz Republic; Liberia; Nigeria; Pakistan; Papua New Guinea; São Tomé and Príncipe; Somalia; South Sudan; Sudan; Timor-Leste; Tanzania; Yemen, Rep.	Comoros, Côte d'Ivoire, Eritrea, Lao PDR, Lesotho, Mozambique, Zambia	Central African Republic; Congo, Dem. Rep.; Djibouti; Ethiopia; Georgia; Guinea; Mali; Mauritania; Moldova; Nicaragua; Sierra Leone; Vietnam; Zimbabwe

Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

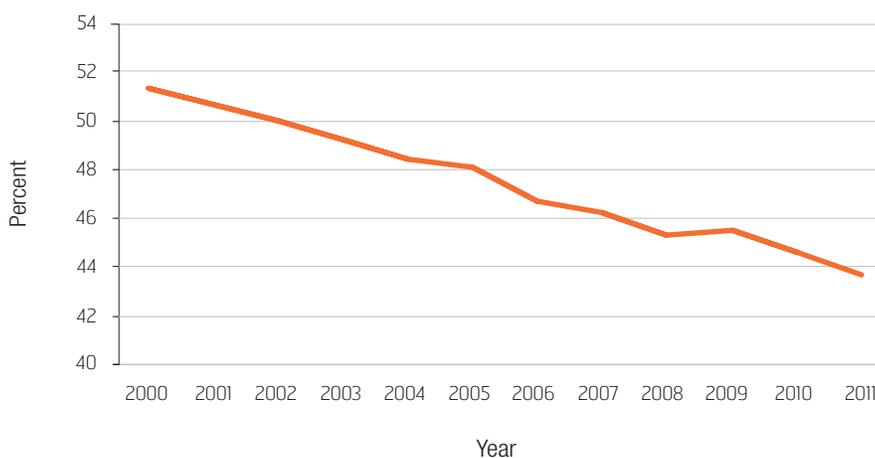
If one is to understand clearly the link between the budget allocated to education and the current level (and evolution) of primary completion rates, it is crucial to analyze the proportion of education expenditures allocated to primary education (as opposed to other subsectors such as secondary, tertiary, or vocational education). Nonetheless, the lack of data restricts this analysis because countries have not reported data consistently over time. Table 4.5 lists the countries that do not report information on the resources allocated to primary education. They have been grouped according to the following criteria: no data available for 2000–11; data reported at the beginning of the period of analysis, but reporting

stopped during the period; and data reporting has only recently begun.

As shown in figure 4.7, developing-country partners spent an average of 44 percent of the total education budget on primary education in 2011, compared with 51 percent in 2000. The share gradually decreased over the decade, though there was wide variation among the 14 countries that reported data in both 2000 and 2011. Thus, the average value among developing-country partners in figure 4.7 has been calculated on the basis of a reduced range of observations, from 15 countries (in 2000) to 33 countries (in 2011).

GPE developing-country partners spent an average of 44 percent of the total education budget on primary education in 2011, compared with 51 percent in 2000.

Figure 4.7 **Primary Education Expenditure as a Percentage of Total Public Education Expenditure**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

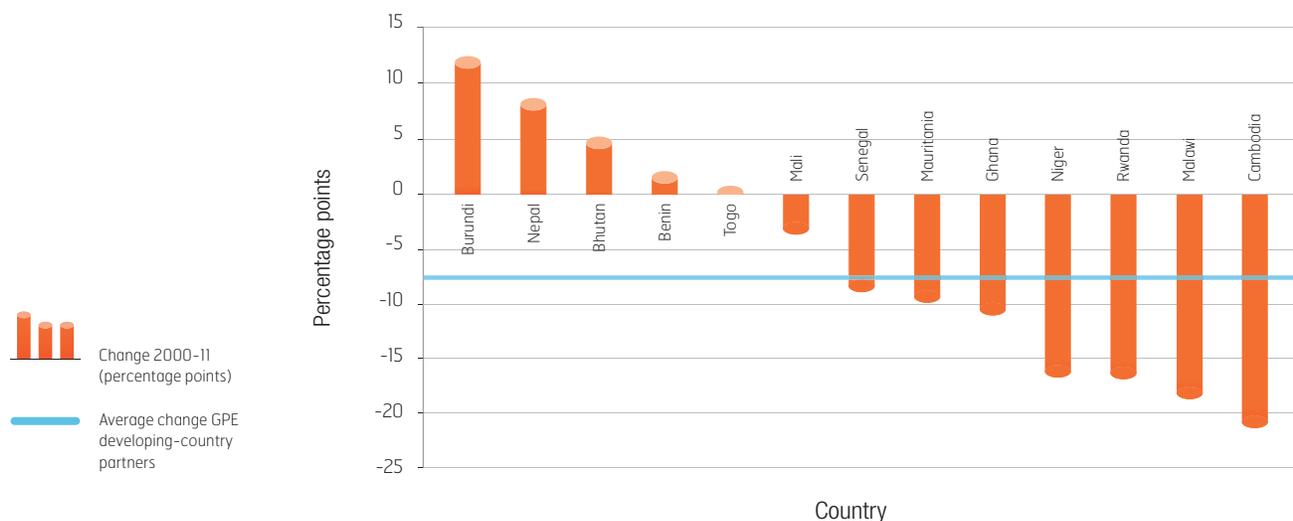
The decrease in the share of primary education expenditures risks slowing down or even reversing the progress in primary completion rates that has been achieved so far in certain countries.

The decrease in the share of primary education expenditures might be explained by the fact that some countries enjoy close to universal primary education, which may result in a shift in the demand for resources toward other sectors such as postprimary education. Unfortunately, many developing-country partners are still far from reaching universal primary education, and, if they reduce the proportion of the education budget allocated to primary education and if they shift resources to higher levels of education, governments risk reversing the progress that has been achieved so far.

Figure 4.8 shows that reductions in the share of education budgets dedicated to primary education have been especially marked in Cambodia, Ghana, Malawi, Niger, and Rwanda (more than 10 percentage points in 2000–11). These trends may not be bad news for all countries given the rate of progress in improving primary school coverage, but it is more difficult to determine whether the quality of education justifies reducing expenditures at the primary level. Ghana, for instance, allocated only 31 percent of total public education expenditure to primary education in 2011 and has already reached a 99 percent primary completion rate, though

no assessment has been made of the quality of primary education. Moreover, the reduction in the volume of resources assigned to primary education may be an indication that the government is responding to a growing demand for resources from other subsectors, such as secondary or postsecondary education. Therefore, in this particular case, the analysis should probably aim to understand the remaining quality challenges in primary education in balance with the imperative to expand the opportunities in postprimary education. In the case of Cambodia, the government has made adjustments to balance budgetary allocations across subsectors, while improving the primary completion rate. In 2011, the primary completion rate reached 90 percent when the government reduced the proportion of public resources allocated to the primary level from 62.6 percent to 41.8 percent. Unfortunately, universal primary education has not yet been achieved, and there was a risk of a slowdown or reversal in the rising trend in the primary completion rate. The implications for Cambodian budget policy are such that the volume of resources for the sector may need to be stabilized or increased to achieve universal primary education.

Figure 4.8 **Change in Primary Education Expenditure as a Percentage of Total Public Education Expenditure, by Country, 2000–11**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

The negative trends in the allocation of resources for primary education should certainly be a major concern for the Global Partnership in cases where primary completion rates have not surpassed 70 percent despite government efforts to boost the proportion of resources assigned to education. Mali and Senegal are two examples of this situation. Primary completion rates rose there by more than 20 percentage points in 2000–11 (see above). Likewise, both governments have raised the amount of public resources for education. Nonetheless, given that the primary completion rates are still far from the 90 percent benchmark, a share of 40 percent of the education budget allocated to primary education is low.

The share should be closer to 50 percent, and both countries should be considered at risk of reversing progress because of the downward trend in the indicators. In the case of Niger, the primary completion rate in 2011 was 50 percent, and expenditure on primary education as a share of total education expenditure fell by 16.2 percentage points in 2000–11. However, in 2000, the country was spending almost 73 percent of the education budget on primary education, a volume of resources that suggests there were some imbalances within the education sector.⁷ By 2011, this share had been reduced to 56.4 percent, which still reflects a strong priority for primary education that should be stabilized to address the universal primary education challenge.

The negative trends in the allocation of resources for primary education should certainly be a major concern for the Global Partnership in cases where primary completion rates have not surpassed 70 percent despite government efforts to boost the proportion of resources assigned to education.

4.3. Trends in ODA

This section analyzes the level and distribution of external aid, with an emphasis on aid to education. The first part focuses on total ODA. The second part analyzes the external aid to education in GPE developing-country partners

and also explores the performance of individual donor countries through an examination of the volume of resources allocated to education and the changes in this volume over the last decade.

4.3.1. Total ODA

Drawing on the database of the OECD Development Assistance Committee (DAC), the analysis shows that the total amount of ODA disbursements to developing countries grew substantially over the past decade, from US\$84.0 billion in 2002 to US\$155.9 billion in 2011 (figure 4.10).⁸ Commitments rose from US\$103.6 billion in 2002 to US\$164.5 in 2011. However, external aid fell in 2011, breaking the long trend of large increases. This represents an alarming down-

turn of almost US\$11 billion (6 percent) in ODA commitments between 2010 and 2011, an amount six times higher than the US\$1.7 billion (1 percent) reduction in disbursements over the same period. This might be explained by the fact that aid commitments respond more quickly than disbursements to economic cycles. The impact of persistently tight budgets in the OECD countries on aid disbursements could therefore be more intense in the next couple of years.

External aid fell in 2011, breaking the long trend of large increases in ODA. This represents an alarming downturn of almost US\$11 billion in ODA commitments between 2010 and 2011, an amount six times higher than the US\$1.7 billion reduction in disbursements over the same period.

⁷ These imbalances refer to the amount of resources allocated to primary versus postsecondary education. Although the proper balance across subsectors differs based on the country context, three quarters of the entire budget for primary education imply that few resources remain for postprimary education.

⁸ All the figures in this chapter are in constant 2011 U.S. dollars. DAC is an international forum of many of the largest aid donor countries.

Figure 4.9 Total Official Development Assistance, All Donors



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

Bilateral aid, which represents approximately 70 percent of total aid, also showed a similar trend, although it has fluctuated more over the last four years (figure 4.10).⁹ Disbursements fell by US\$2 billion from 2010 to 2011 (1.9 percent), whereas commitments plunged by more than US\$16 billion (13 percent). It is also interesting to note that the reduction in bilateral disbursements was larger than the reduction observed in total aid (which

includes multilateral disbursements), indicating that the share of resources provided by multilateral donors actually increased from 2010 to 2011. Although the increase in multilateral aid has not offset the drop in bilateral resources, this may be a sign of a political shift toward a preference for donor financing channeled through multilateral organizations such as the Global Partnership.¹⁰

Figure 4.10 Total Official Development Assistance, Bilateral Donors



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

⁹ The estimates are based on the data available for 2010 and 2011.

¹⁰ The share of bilateral aid in total ODA has been declining (from 75 percent in 2002 to 69 percent in 2010 and 2011), while multilateral aid has been rising (from 25 percent in 2002 to 30 percent in 2010 and 2011).

Table 4.6 shows that, in 2011, the largest bilateral donors (as measured by the volume of gross disbursements) were the United States, Japan, Germany, France, and the United Kingdom. In real terms, the largest increases in ODA from 2010 to 2011 were registered by Italy (102.2 percent), Switzerland (17.9 percent), Sweden

(12.6 percent), and New Zealand (8.8 percent). In contrast, total disbursements fell in 14 DAC countries. The largest reductions were by Spain (-44.6 percent), Greece (-31.0 percent), Austria (-25.0 percent), the Netherlands (-13.5 percent), and Belgium (-12.6 percent).

Table 4.6 Official Development Assistance, Disbursements, DAC Donor Countries

Constant 2011 US\$, millions

Donor country	2010	2011	% change, 2010–11
United States	27,968.5	28,278.1	1.1
Japan	16,326.4	15,638.7	-4.2
Germany	9,986.9	10,239.5	2.5
France	9,733.3	9,398.8	-3.4
United Kingdom	8,915.6	8,773.1	-1.6
Netherlands	5,263.1	4,550.8	-13.5
Canada	4,267.7	4,158.0	-2.6
Australia	3,809.9	4,153.7	9.0
Sweden	3,281.8	3,694.2	12.6
Norway	3,843.2	3,561.6	-7.3
Spain	4,652.5	2,578.6	-44.6
Switzerland	2,036.0	2,401.3	17.9
Denmark*	2,305.7	2,213.8	-4.0
Italy	1,037.5	2,097.5	102.2
Belgium	2,277.6	1,990.7	-12.6
Korea, Rep.	990.8	1,034.3	4.4
Finland	908.0	859.3	-5.4
Ireland	617.3	607.0	-1.7
Portugal	456.3	515.2	12.9
Austria	661.4	494.4	-25.2
New Zealand	306.4	333.3	8.8
Luxembourg	331.4	281.0	-15.2
Greece	224.7	153.9	-31.5
Czech Republic	—	77.0	n.a.
Iceland	—	20.1	n.a.

Note: — = not available.
n.a. = not applicable.

* Corresponds to the value for 2003.

Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

4.3.2. Education ODA

This subsection presents an overview of the external aid to education and compares the levels of commitments and disbursements over 2002–11. The data have been collected in U.S. dollars from the OECD DAC Data Lab, and the most recent information corresponds to 2011.¹¹ Following established practice, 20 percent of externally provided general budget support has been included in the aid to education (UNESCO 2012a).

Increases in external aid have accompanied the progress toward the improvement of educational outcomes in recent years. In line with the rise in overall aid, disbursements for education have risen steadily over the past decade, reaching a peak of US\$14.4 billion in 2009–10 (figure 4.11). Nonetheless, following the same trend as total aid, aid for education fell to US\$13.5 billion in 2011, a decrease of 6.3 percent.

Commitments have also shown a downward trend after reaching a peak of US\$16.2 billion in 2009. In 2011, these resources amounted to US\$12.8 billion, a reduction of almost US\$2.4 billion (15.8 percent) with respect to the commitments of the previous year. After falling to a low of 6.7 percent in 2005, the share of education in

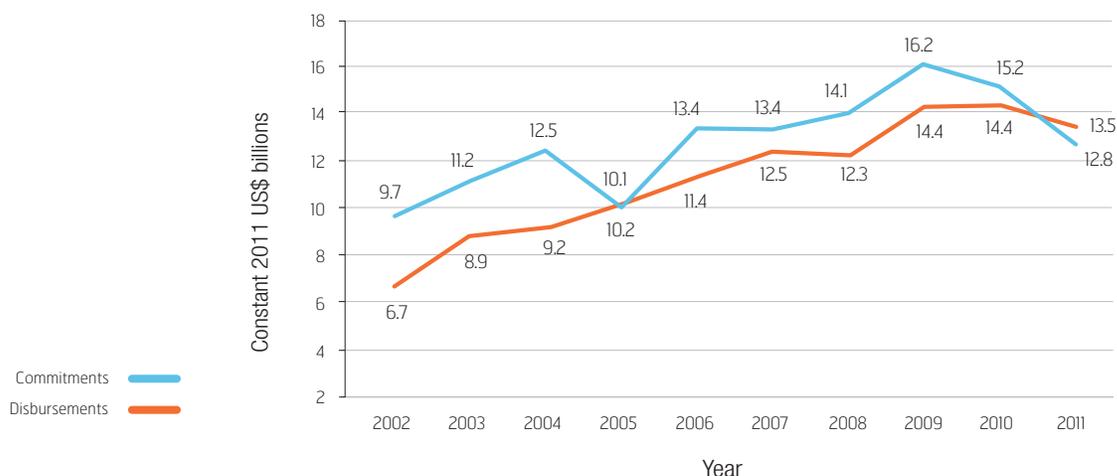
total aid commitments fluctuated around 8.5 and 9.4 percent in subsequent years. However, in 2011, the share dropped to 7.8 percent, the lowest level in the last seven years. These trends suggest that not only has the amount of external aid to education diminished in recent years, but also the decline has occurred at a more rapid pace than the decline in total aid.¹² This substantial reduction in external financing, coupled with domestic constraints, is expected to have a large negative impact on the education sector in developing countries.

To help in the analysis of the level of the effort made by donors—despite tightening budgets—to contribute a certain level of resources to developing countries, the last column in table 4.7 classifies DAC donors according to the change in aid disbursements to education from 2010 to 2011. Countries fell into two categories according to their effort.

- Substantial effort: the numbers in green represent countries that maintained or increased aid disbursements to education
- Smaller effort: numbers in red represent countries showing negative changes in aid disbursements for education.

Aid for education fell to US\$13.5 billion in 2011 from US\$14.4 billion in 2009. This is a decrease of 6.3 percent.

Figure 4.11 Total Official Development Assistance to Education, All Donors



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

¹¹ See OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

¹² Bilateral aid, which comprises approximately 70 percent of total ODA, has shown a similar trend.

Table 4.7 Official Development Assistance for Education, Disbursements, DAC Countries

Constant 2011 US\$, millions

Donor country	2010	2011	% Change 2010-2011
Germany	1,799.7	1,834.8	2.0
France	1,990.0	1,659.3	-16.6
United Kingdom	939.1	1,133.7	20.7
Japan	1,179.1	953.9	-19.1
United States	908.1	743.0	-18.2
Australia	326.9	436.1	33.4
Netherlands	596.8	428.7	-28.2
Canada	519.0	340.6	-34.4
Norway	344.5	301.4	-12.5
Spain	391.4	273.2	-30.2
Belgium	236.8	219.1	-7.5
Denmark*	170.3	207.9	22.1
Korea, Rep.	159.4	183.4	15.1
Sweden	161.4	176.6	9.4
Austria	140.0	134.5	-4.0
Italy	75.9	103.9	36.9
Switzerland	63.3	78.8	24.4
Greece	91.4	75.6	-17.2
Ireland	73.9	71.9	-2.7
Portugal	77.9	61.7	-20.8
Finland	61.6	61.0	-1.1
New Zealand	68.3	58.8	-13.9
Luxembourg**	43.5	31.3	-28.1
Czech Republic	—	7.7	n.a.
Iceland	—	1.3	n.a.

Note: — = not available.
n.a. = not applicable.

* Corresponds to the value for 2003.

** Value for 2004.

Source:
GPE compilation based
on OECD Data Lab (database),
Development Assistance
Committee, Organisation
for Economic Co-operation
and Development, Paris,
<http://www.oecd.org/statistics/>.

In real values, the largest increases in ODA disbursements for education from 2010 to 2011 were registered in Italy (37 percent), Switzerland (25 percent), the United Kingdom (21 percent), and Denmark (22 percent). Nonetheless, the

disbursements to education fell in 15 DAC countries. The largest reductions were in Canada (-34.4 percent), Spain (-30.2 percent), Luxembourg (-28.0 percent), the Netherlands (-28.0 percent), and Portugal (-20.8 percent).

The largest reductions in ODA disbursements to education were in Canada (-34.4 percent), Spain (-30.2 percent), Luxembourg (-28.0 percent), the Netherlands (-28.0 percent), and Portugal (-20.8 percent).

4.3.3. Education ODA in developing-country partners

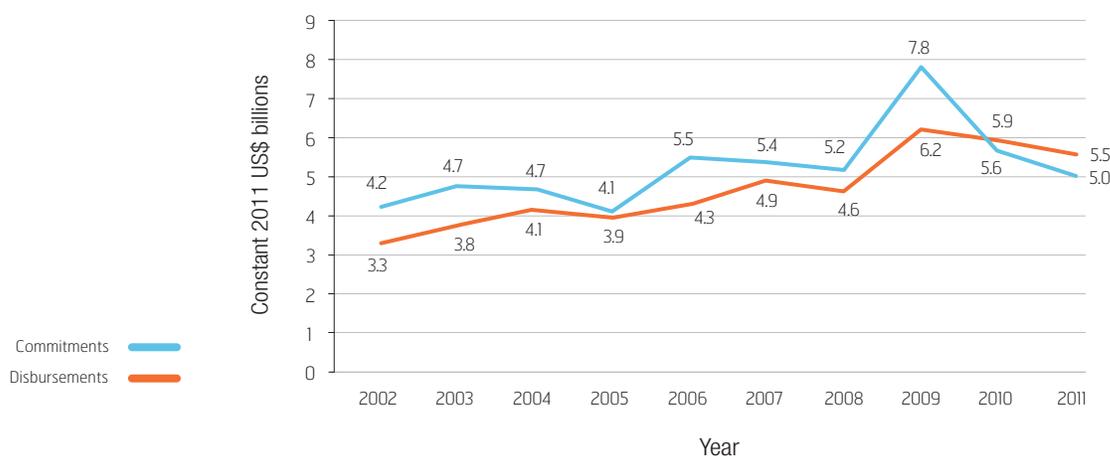
Between 2002 and 2013, of the 67 GPE-eligible countries, 59 had joined the Global Partnership. Aid commitments to education for these countries increased from US\$4.2 billion in 2002 to US\$5.0 billion in 2011, which represents 39 percent of the total external aid committed for education (figure 4.12).¹³ Disbursements also increased over the same period, rising from US\$3.3 billion in 2002 to US\$5.5 billion in 2011. Nonetheless, ODA commitments to education

in GPE developing-country partners declined quickly, from US\$7.8 billion in 2009 to US\$5.0 billion in 2011 (36 percent). This trend is likely to have a dramatic effect on disbursements in coming years, which is also reflected by the fact that, in 2011, for the first time in the last six years, the amount of aid disbursed was larger than the aid commitments for education in the same year.

ODA commitments to education in GPE developing-country partners declined by 36 percent in two years, from US\$7.8 billion in 2009 to US\$5.0 billion in 2011.

¹³ South Sudan only reports information for 2011. Uzbekistan, which recently joined the Global Partnership, was not included in the analysis.

Figure 4.12 Official Development Assistance for Education, GPE Developing-Country Partners



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

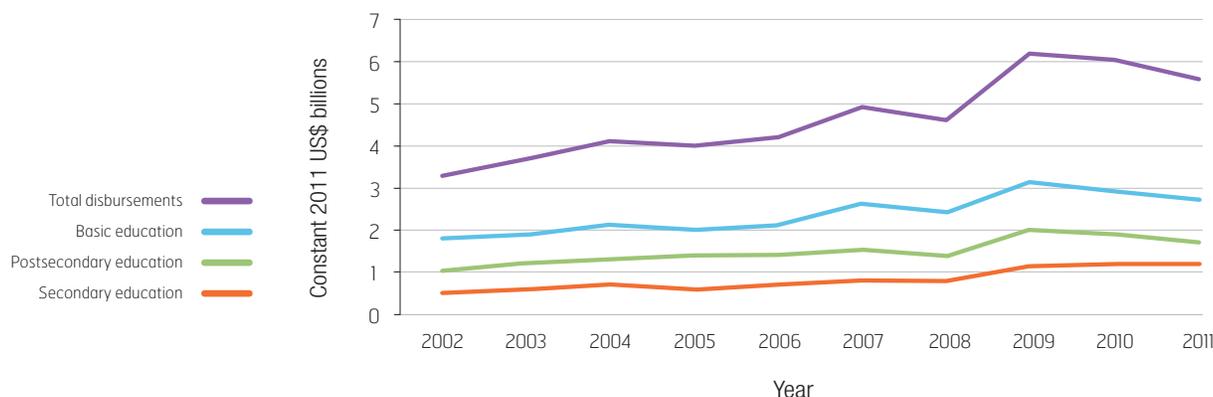
GPE developing-country partners accounted for 41 percent of the external aid disbursed for education in 2011. This volume of resources included GPE grant disbursements, which amounted to US\$385.1 million in 2011 (7.0 percent of the total disbursements for education in the developing-country partners), a substantial amount considering that the activities of the Global Partnership are focused on basic education.

Despite nearly a decade of steadily increasing disbursements for basic, secondary, and postsecondary education, external education aid has dropped since the peak in 2009. The external aid disbursed for basic education grew from US\$1.8 billion in 2002 to US\$2.7 billion in 2011.¹⁴ Similarly, the

disbursements for secondary and postsecondary education rose from US\$0.5 billion to US\$1.2 billion and from US\$1.0 billion to US\$1.7 billion, respectively, over the same period. Nonetheless, as shown in figure 4.13, after reaching a peak in 2009, disbursements decreased steadily in all subsectors, but, especially, in basic education. Total disbursements declined from US\$6.2 billion in 2009 to US\$5.5 billion in 2011 (11 percent), whereas the disbursements for basic education fell from US\$3.1 billion in 2009 to US\$2.7 billion in 2011 (13.8 percent). Moreover, in 2010 and 2011, for the first time in the last eight years, the amount of external resources disbursed for secondary and postsecondary education surpassed the disbursements for basic education.

In 2010 and 2011, for the first time in the last eight years, the amount of external resources disbursed for secondary and postsecondary education surpassed the disbursements for basic education.

Figure 4.13 Official Development Assistance, Distribution by Subsector, GPE Developing-Country Partners



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

¹⁴ Basic education includes early childhood education, primary education, and basic life skills education among youth and young adults.

Nonetheless, this negative trend in disbursements for basic education is not replicated in the disbursements of the partnership. Data indicate that GPE disbursements—mostly focused on basic education—rose from approximately 7.2 percent of the total disbursements for basic education in 2009 to 14.2 percent in 2011. This is due both to the declining disbursements for basic education as a whole and to a simultaneous rise in the level of disbursements for basic education by the Global Partnership.

The distribution of resources at the various levels of education has changed over time. Basic education now accounts for less than half of the total aid for education. The total volume of aid for basic education declined from 54 percent of education aid in 2002 to 48 percent in 2011. It is possible that this trend is associated with the growing demand for secondary and postsecondary education. Moreover, the amount of external resources for secondary education rose from 17 percent to 21 percent over the period, though

the share of total education aid allocated to the subsector continues to be the lowest such share in the education sector.¹⁵

Such a steep decline in aid for education and particularly for basic education is especially alarming in countries in which primary completion rates are far from the 90 percent benchmark and in which external financing does not compensate for the low domestic investment in education (see above). Even more worrisome is the fact that the aid for education is not sufficiently targeted toward basic education even in countries where universal primary education is still a distant goal. This is the case of the six countries in table 4.8, which have (1) primary completion rates below 90 percent, (2) low domestic investment in education (measured by education expenditure below the 4.8 percent average share of GDP going to education in the developing-country partners in 2011), and (3) a share of education expenditures in total public expenditures under 20 percent in 2011.

Basic education now accounts for less than half of the total aid for education.

Table 4.8 **Primary Completion Rates and Domestic Financing, Countries Receiving under 50 Percent of Education Aid for Basic Education, 2011**

Country	Primary completion rate	Education, % of GDP	Education, % of total expenditure	Aid for basic education, %
Albania	89	3.3	11.0	12.5
Guyana	85	3.6	13.5	41.7
Cameroon	78	3.2	16.3	14.2
Madagascar	73	2.8	20.1	46.7
Rwanda	72	4.8	17.2	44.3
Timor-Leste	72	10.1	8.1	46.3
Guinea	68	3.1	19.0	23.8
Gambia, The	66	3.9	19.7	48.7
Niger	46	4.5	21.7	48.1
Central African Republic	43	1.2	12.0	45.9

Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/statistics/>.

¹⁵ This corresponds to a comparison between three subsectors: basic, secondary, and postsecondary education.

4.4. Domestic Financing for Education Before and After Joining the Global Partnership

This section analyzes the domestic financing for education in developing-country partners before and after they join the Global Partnership.

It examines government expenditure on education as a share of GDP.¹⁶ This exercise is not aimed at measuring the causal effect of joining the Global Partnership. Instead, it is intended to track the progress of countries after joining the partnership in terms of their effort and commit-

ment in the education sector. The exercise relies on data of the UNESCO Institute for Statistics and includes several estimates. Unfortunately, among the 58 developing-country partners, the data points (either reported or estimated) are sufficient for the before-after analysis in only 33 countries.¹⁷ Table 4.9 summarizes the main issues in data quality and availability in the remaining 25 countries.

Table 4.9 **Countries Missing Data for the Analysis of Performance before and after Joining the Global Partnership**

No data available	No data before joining	No data after joining
<p>Joined in 2012: Nigeria, Somalia, South Sudan, Sudan</p> <p>Joined in 2010 or 2011: Afghanistan, Papua New Guinea</p> <p>Joined in 2007 or 2008: Haiti, Liberia</p> <p>Joined in 2002: Honduras</p>	<p>Joined in 2005: Timor-Leste</p> <p>Joined in 2002 or 2003: Burkina Faso, Vietnam</p>	<p>Joined in 2012 or 2013: Burundi, Chad, Comoros, Congo, Dem. Rep., Eritrea, Pakistan, Tanzania, Zimbabwe</p> <p>Joined in 2010 or 2011: Côte d'Ivoire, Guinea-Bissau, Togo, Uganda</p> <p>Joined in 2008: Zambia</p>

On average, domestic financing in GPE developing-country partners was 10.1 percent greater after the countries joined the partnership.

The lack of data on critical indicators, such as expenditure on education, impedes the monitoring of national efforts to improve educational outcomes in many developing-country partners. For this reason, the following analysis consists of comparisons of the average value of public budgets allocated for education as a share of GDP before and after a country has joined the Global Partnership. To be included in the analysis, countries should have reported at least three data points before and after joining the partnership.

The exercise was conducted for the 2000–13 period. The results presented in table 4.10 suggest that 25 of the 33 developing-country partners (75 percent) included in the analysis have progressed in terms of the volume of public resources allocated to education as a percentage of GDP after joining the partnership. On average, domestic financing in the developing-country partners was 10.1 percent greater after the countries joined the partnership.

¹⁶ The analysis does not include any external aid components, and it is focused only on public sector data.

¹⁷ Some of the countries that joined the Global Partnership between 2010 and 2013 may have reported data on their performance before joining, but they were not included in the analysis because no information is available on these countries for the last two or three years. This is the case of Burundi, Chad, the Comoros, the Democratic Republic of Congo, Côte d'Ivoire, Eritrea, Guinea-Bissau, Pakistan, Tanzania, Togo, Uganda, and Zimbabwe (see table 4.9).

Table 4.10 Performance of Developing-Country Partners after Joining the Global Partnership

Average spending on education as a share of GDP

Country	Year joined GPE	Average before	Average after	% change before-after
Albania	2006	3.2	3.3	3.1
Benin	2007	3.5	4.6	31.4
Bhutan	2009	6.0	4.4	-26.7
Cambodia	2006	1.7	2.1	23.5
Cameroon	2006	2.9	3.3	13.8
Central African Republic	2008	1.5	1.3	-13.3
Djibouti	2006	8.6	8.4	-2.3
Ethiopia	2004	3.9	5.0	28.2
Gambia, The	2003	1.7	2.8	64.7
Georgia	2007	2.4	2.9	20.8
Ghana	2004	5.8	6.3	8.6
Guinea	2002	2.4	2.6	8.3
Guyana	2002	8.6	5.2	-39.5
Kenya	2005	5.9	6.9	16.9
Kyrgyz Republic	2006	4.3	5.9	37.2
Lao PDR	2009	2.5	3.1	24.0
Lesotho	2005	12.5	13.2	5.6
Madagascar	2005	3.0	3.3	10.0
Malawi	2009	4.7	4.9	4.3
Mali	2006	3.2	4.0	25.0
Mauritania	2002	3.0	3.8	26.7
Mongolia	2006	5.6	5.0	-10.7
Mozambique	2003	4.0	4.8	20.0
Nepal	2009	3.4	4.7	38.2
Nicaragua	2002	2.9	3.6	24.1
Niger	2002	3.1	3.8	22.6
Moldova	2005	5.4	8.3	53.7
Rwanda	2006	5.0	4.5	-10.0
São Tomé and Príncipe	2007	3.8	8.0	110.5
Senegal	2006	4.0	5.2	30.0
Sierra Leone	2007	4.2	3.5	-16.7
Tajikistan	2005	2.5	3.7	48.0
Yemen, Rep.	2003	9.2	6.6	-28.3
Average GPE		4.4	4.8	10.1

Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

Note: The estimates for Mozambique and the Republic of Yemen do not include information after 2007 and 2009, respectively.

Based on the individual estimates above, table 4.11 presents a more detailed analysis that compares the effort and improvement in developing-country partners. “Effort” is measured by the change in the share of GDP allocated to education before and after joining

the Global Partnership. “Improvement” is measured by the average level of investment that has been reached after joining the partnership. The goal is to explore the evolution of the investments in education before and after the countries joined the partnership.

Table 4.11 Performance of Countries before and after Joining the Global Partnership

Average spending on education as a share of GDP

Change after GPE, %	Average, education/GDP, <4.8% after joining GPE	Average, education/GDP, ≥4.8% after joining GPE
≥30	Benin; Gambia, The; Nepal; Tajikistan	Kyrgyz Republic, Moldova, São Tomé and Príncipe, Senegal
20 to 30	Cambodia, Georgia, Lao PDR, Mali, Mauritania, Nicaragua, Niger	Ethiopia
10 to 20	Cameroon	Kenya, Mozambique
0 to 10	Albania, Guinea, Madagascar	Ghana, Lesotho, Malawi
-10 to 0		Djibouti
-20 to -10	Central African Republic, Rwanda, Sierra Leone	Mongolia
≤ -20	Bhutan	Guyana; Yemen, Rep.

Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>.

Note: The estimates for Mozambique and the Republic of Yemen do not include information after 2007 and 2009, respectively.

The results indicate that some governments have made a greater effort relative to others. Moldova, for example, achieved important improvements after joining the Global Partnership in 2005 by raising the share of the resources going to education from 5.4 percent to 8.3 percent (a 54 percent increase). However, there are also countries that did not achieve such substantial progress after joining the Global Partnership. Some countries have not increased education expenditures because allocations have already reached a healthy level, and boosting the volume of resources for education is either impossible or not necessary. This is the case of countries such as Mongolia, which went from expenditures representing 5.6 to 5.0 percent of GDP after joining the partnership. Likewise, the government of Djibouti allocated an average of 8.6 percent of GDP before joining the partnership, but the average allocation to education fell to 8.4 percent after the country joined. This is not necessarily a sign of a lack of commitment or a lack of progress. Instead, this may be an indication that the country is trying to reach a more consistent level of spending across the education sector.

However, not all countries that have rapidly increased education expenditures or that invest more than 4 percent of GDP are on track. The Gambia, for example, managed to raise invest-

ment in education from 1.7 to 2.8 percent of GDP, but this is still a low level for a country in which primary completion rate remained stable around 66 percent since 2000.

Finally, there is the group of countries that invest less than the average 4.8 percent of GDP and have not made any progress in boosting this share since joining the Global Partnership. Furthermore, some of these countries are moving away from the benchmark by reducing the share of GDP allocated to education even though primary completion rates are well below 70 percent. This is the case of the Central African Republic, where the government invested on average of 1.5 percent of GDP in education before joining the partnership and, after becoming a member, reduced the share to 1.3 percent (a 13 percent decline). Moreover, the primary completion rate in 2011 did not exceed 43 percent. Sierra Leone also reduced the proportion of resources allocated to education from 4.2 percent to 3.5 percent of GDP (a 17 percent decrease) after joining the partnership, and the primary completion rate barely reached 74 percent. Unfortunately, both of these are fragile countries, and the Global Partnership should take this into account not only in analyzing performance, but also in choosing the most appropriate approach to providing support.

4.5. The Evolution of Education Financing: The Progress in Basic Education Is at Risk

This chapter presents an analysis of the domestic and external financing flows in education in GPE developing-country partners. Unfortunately, the lack of solid data limits the number of countries that may be included in the analysis (see sections 4.2 and 4.4). Therefore, the collection of financial data on education must be improved.

After a sustained trend of large increases in external aid, aid disbursements fell by US\$1.7 billion (1 percent) between 2010 and 2011. Aid commitments decreased by an alarming US\$11 billion (6 percent) over the same period. However, the figures on the aid for education are even more worrisome. The aid going to the sector has not only declined in recent years; it has also decreased at a more rapid pace than the decline in total aid.

The aid going to the sector fell by US\$2.4 billion in 2011 (15.8 percent), three times more than the decrease of US\$0.9 billion (6.3 percent) in total aid disbursements for the sector. Given the fact that aid commitments tend to respond more quickly than disbursements to economic cycles, the impact on aid disbursements of the persistently tight budgets in the OECD countries could be more intense in the next couple of years.

Nonetheless, many GPE developing-country partners have increased the amount of resources going to education in recent years in terms of investment in the sector as a share of GDP and the proportion of the government budget allocated to education. However, a major effort is still needed. Most developing-country partners that have primary completion rates below 90 percent do not even spend the recommended 20 percent of public resources on education, and the share of the education budget allocated to primary education is decreasing. In addition, the reductions in aid to developing-country partners have been especially marked in basic education. In 2010 and 2011, for the first time in the last eight years, the amount of aid disbursed for secondary and postsecondary education surpassed the amount of aid disbursed for basic education. Basic education is thus a concern because developing-country partners among which the achievement of universal primary education is a distant goal are reducing the volume of the resources going to the sector.

The substantial reduction in external financing, coupled with domestic constraints and lack of priority for basic education, is expected to have a negative impact on the education sector in developing countries, and, as a result, governments risk sliding back on the progress that has been achieved so far.

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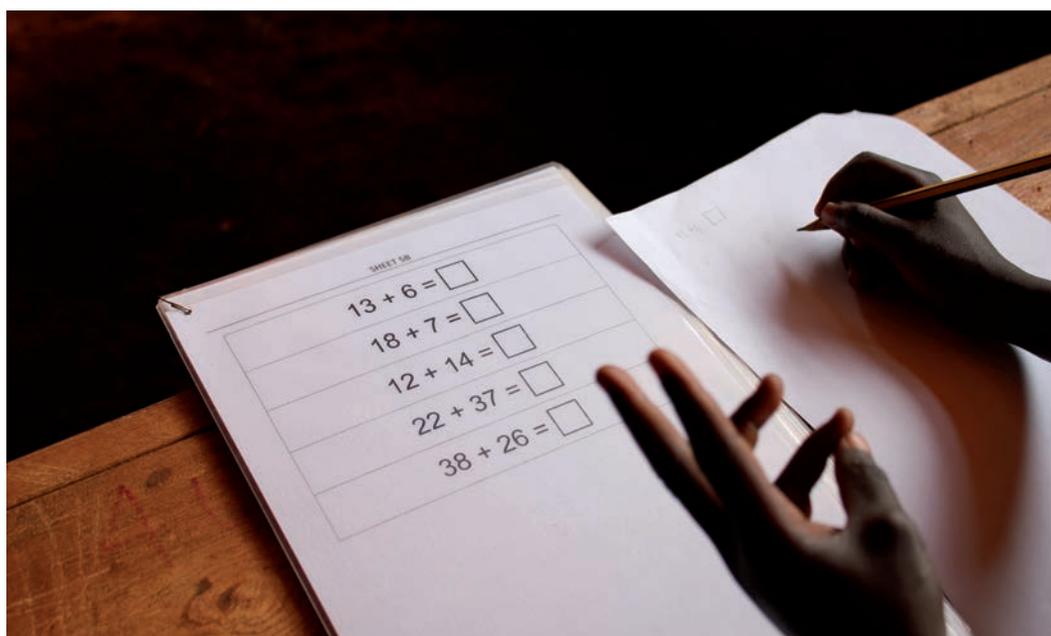


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CHAPTER **5**

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**Overview of GPE Support
for Education Sector Policies**

5.1. Introduction

The Global Partnership for Education (the Global Partnership or GPE) builds on its collaborative attributes to provide multidimensional support to developing countries in designing and implementing sound education sector policies. For the Global Partnership, transparent, evidence-based, inclusive policy dialogue is essential to the success of a process that aims to deliver results in education. Thus, bringing key stakeholders together through representative local education groups (LEGs) is a characteristic of the partnership. The coordinated participation of national stakeholders is a requirement for benefiting from the partnership. This convening role is the backbone of the Global Partnership within countries.

Chapter 1 describes the various stages of the education policy process and the way the Global Partnership buttresses this process (for example, see chapter 1, figures 1.5 and 1.6). The purpose of this chapter is to provide more information about GPE support. Thus, after a quick overview of the assistance the partnership supplies to countries generally (section 5.2), the chapter examines GPE support for the development of education sector policies (section 5.3). Section 5.4 surveys GPE support for the implementation of these policies, along with selected results. Section 5.5 outlines GPE support for civil society organizations (CSOs) to reinforce their participation and contribution during the policy process. Section 5.6 concludes with highlights of key results and challenges in education within the partnership.¹

5.2. Overview of GPE Assistance to Countries

5.2.1. GPE technical support

The recent emphasis on increased country-level support by the GPE Secretariat has led to a significant change in the nonfinancial assistance supplied to developing-country partners. The country support team of the GPE Secretariat is dedicated to helping developing-country partners and countries seeking to join the partnership. The support is provided through guidelines, workshops, and country missions and has several key characteristics.

Strengthening the partnership at the local level is crucial. The inclusiveness of the LEGs is generally the first issue addressed because these groups are at the core of the country process. In countries in which there are no LEGs or in which the LEGs are not active, new or more active LEGs have been established. This has occurred in the Central African Republic, Chad, Guinea-Bissau, and Somalia. In most developing-country partners, this has contributed to reinforcing the LEGs

in terms of coordination and inclusiveness (see section 5.5).

The GPE Secretariat has carried out a survey on the LEGs and shared the results with country partners during workshops organized within the Sector Monitoring Initiative (see below). This has contributed to dialogue on the benefits and challenges of inclusive LEGs, good practices in sector coordination, and the effects of the changing aid environment on the capacity of the LEGs.

On the technical side, the GPE Secretariat offers assistance in the development of education sector policies through the “Guidelines for Education Sector Plan Preparation and Appraisal” (GPE and IIEP 2012), comments on education sector plans (ESPs), and comments on assessment reports on these plans. However, this support has been relatively limited compared with the assistance supplied through the grant process.

The recent development of a broader mandate for the GPE Secretariat has led to a significant increase of technical support to countries.

¹ This chapter does not seek to assess the impact of the assistance provided by the Global Partnership, which requires additional data and analyses. The partnership is currently developing an evaluation policy. A report dedicated to issues in grant performance and other areas for evaluation will be undertaken to investigate various relevant aspects of GPE support.

In 2012, the GPE Secretariat established the quality assurance review (QAR) for the preparation of grant applications. The review is intensive and includes three stages: a country mission at the program identification stage, a review of the program, and a final review of the grant application. The QAR represents the bulk of the work for the country support team because of the limited GPE country-support capacity until now. Inputs for a more well structured approach to the education policy process have been constrained.

To assist the education policy process within countries more effectively, the country support team has been gradually expanded since 2011. The number of education specialists working directly on the country process doubled from 5 to 10 between 2011 and 2012, and the number is expected to reach 14 by early 2014. As a result and despite the increase in the number of developing-country partners, the average portfolio of countries per education specialist dropped from 10–12 in

2011 to around 8 in 2012 and is expected to reach 4–6 in 2014. This has allowed a sharp rise in the number of country missions by personnel of the GPE Secretariat over the last two years. In particular, staff of the country support team have (1) conducted 126 country visits, of which 53 were in fragile states; (2) participated in seven joint sector reviews (JSRs); and (3) organized 13 international and regional workshops, of which 4 were conducted under the Sector Monitoring Initiative (box 5.1). Most of the missions have been aimed at supporting countries in joining the Global Partnership and the QAR process of grant applications. Technical assistance for more-effective education sector policy development has not yet received the same level of attention. However, it is expected that the planned increase in the personnel of the country support team and the recognition of the weaknesses in this critical phase of the policy process will encourage positive and substantial changes.

It is expected that the planned increase in the personnel of the country support team will improve the support provided for the development phase of the education sector policies.

Box 5.1 The Sector Monitoring Initiative

The GPE Secretariat launched the Sector Monitoring Initiative in late 2012 to improve the implementation of ESPs. At the time, most GPE developing-country partners did not include sufficient information on planned activities in their ESPs to facilitate efficient monitoring. In some cases, details on implementation were consigned to a document separate from the ESP that was prepared at a later date and not made part of the plan appraisal and endorsement process. The initiative is aimed specifically at rolling out the new “Guidelines for Education Sector Plan Preparation and Appraisal” that was published through a joint effort of the GPE Secretariat and the International Institute for Educational Planning of the United Nations Educational, Scientific, and Cultural Organization (UNESCO) (GPE and IIEP 2012).

In late 2012, the Sector Monitoring Initiative technical team of the GPE Secretariat undertook a dialogue with education planners in GPE developing-country partners on the key challenges facing them in developing ESPs that could be monitored and then ensuring that monitoring was carried out adequately and documented. In 2013, four regional workshops were held—in Bangkok, Cape Town, Dakar, and Ouagadougou—among education planners who had been participating in the initiative, as well as interested development partners and civil society representatives. A total of 54 countries sent delegations to one of the regional workshops. Overall, 168 participants attended. The GPE investment in the workshops reached US\$625,000. The workshops were organized around four themes: (1) education sector monitoring, (2) enhancing the monitoring of ESPs, (3) JSRs as part of the ESP monitoring process, and (4) effective LEGs as a monitoring tool.

The GPE Secretariat will follow the results of the initiative closely. The expected results are (1) a higher incidence of endorsed ESPs that include multiyear action plans, (2) the regular production of ESP annual implementation reports, (3) increased efficiency in the JSRs, and (4) more inclusive

and efficiently functioning LEGs. The first indication of success will be the comprehensiveness of the ESPs that are endorsed by developing-country partners after their participation in the initiative. The second indication will be the share of developing-country partners that prepare annual reports on the implementation of endorsed ESPs prior to the annual JSRs. It is hoped that the JSRs will become platforms for in-depth analysis of sector performance rather than merely a workshop for the production of the ESP implementation reports. A third indication of success—relating more specifically to the efficiency of the support of the LEGs for smooth ESP implementation—will be the extent to which appropriate terms of reference and agreed lists of members are established for the LEGs. This will also make it possible for CSOs to become formally integrated in the regular work of the LEGs.

5.2.2. GPE financial support

Since its launch in 2002, the Global Partnership has approved 203 grants, at a cumulative value of US\$3.25 billion.

Since its launch in 2002, the Global Partnership has approved 203 grants, at a cumulative value of US\$3.25 billion. As of the end of August 2013, cumulative GPE grant disbursements were valued at US\$2.04 billion. Table 5.1 summarizes the grants approved as of that date by type and amount. The Catalytic Fund grants and program implementation grants are grouped together.

The Education Program Development Fund was closed in 2012, when the GPE Fund was launched. The program implementation grant replaced the Catalytic Fund grant, while the Education Program Development Fund was replaced by the education plan development grant, the program development grant, the global and regional activities grants, and the Civil Society Education Fund grant.

Table 5.1 **GPE Grants by Type and Amount, as of August 31, 2013**

Type	Number	Amount, US\$ millions	Amount share, %	Disbursed, US\$ millions
Education Program Development Fund (closed)	60	112.2	3.4	105.4
Civil Society Education Fund I (closed)	1	17.6	0.5	17.6
Grant for global and regional activities	16	33.0	1.0	1.6
Civil Society Education Fund II	1	14.5	4.4	7.25
Education plan development grant	24	5.1	0.1	3.8
Program development grant	24	4.7	0.1	2.5
Program implementation grant	78	3,083.4	94.7	1,918.4
Total	203	3,252.9	100	2,039.0

Source: Grant documentation of the GPE Secretariat, including application, financial, progress, and completion reports.

The Civil Society Education Fund was established in 2008 through a grant of US\$17.6 million financed through the Education Program Development Fund, which has now been closed. The program supported civil society national education coalitions and was implemented in 2009–12 (see section 5.5 for the results). The

second Civil Society Education Fund grant was approved by the GPE Board in December 2012 for US\$14.5 million. UNESCO is the supervising entity.

The global and regional activities grants support capacity development, knowledge development,

and knowledge sharing regionally and globally, as well as at the country level if regional or global effects are expected that would be complementary to the country process. As of August 2013, the total value of the Global and Regional Activities Concept Notes approved by the Board was US\$33.0 million, of which US\$1.6 million has been disbursed.

Table 5.2 provides an overview of the three categories of grants that are used in supporting the development and implementation of education sector policies and the associated activities within countries, along with the eligi-

bility criteria for the grants. Thus, the education plan development grant is aimed at assisting in the preparation of ESPs, at a maximum of US\$250,000. The program development grant, which is normally US\$200,000, but up to US\$400,000 may be assigned in special cases, is designed to help prepare programs that will be financed by the Global Partnership. Finally, the program implementation grant is used to finance three-year programs that directly advance the implementation of endorsed ESPs. The amount of the grant is determined through a needs and performance assessment and can reach a maximum of US\$100 million.²

Table 5.2 Overview of GPE Grants

Type	Activities	Eligibility
Education plan development grant	Development or revision of education sector plans	Low-income countries planning to join the partnership
Program development grant	Design of programs to be financed by the partnership	Agencies selected to supervise or manage the grant
Program implementation grant	Three-year program to support the implementation of education sector plans	International Development Association category 1 and 2 countries that are members of the partnership Small island developing states Fragile or conflicted-affected states

Source: GPE Secretariat.



Photo credit: Anne-Sofie Helms/Save the Children

² See “The Needs and Performance Framework for Education Plan Implementation Grants,” Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/media/Final%20NPF%20Note%20January%202012.pdf>.

5.3. Support for the Development of Education Sector Policies

5.3.1. Technical support

The technical support for education sector policy development has so far been provided mainly remotely and through guidelines. There has been little direct involvement by the GPE Secretariat.

In 2012, the GPE Secretariat collaborated with the UNESCO International Institute for Educational Planning in developing the “Guidelines for Education Sector Plan Preparation and Appraisal” (GPE and IIEP 2012). The purpose of these guidelines is to assist developing-country partners in preparing credible ESPs and to guide development partners in appraising the plans. In addition, the GPE Secretariat provides technical assistance through comments to the LEGs on the ESPs and through appraisal reports. These reports typically highlight suggested improvements in the ESPs.

Until recently, an analysis of GPE Secretariat staff time-use, especially among the country support team, showed that over three-quarters of team efforts and resources were devoted to helping countries prepare grant applications, including country visits for the first phase of the QAR process. This means that less than a quarter of the time-use of the country support team staff was being dedicated to the development and monitoring of education sector policies.

However, the recent reorganization of the GPE Secretariat, which has been aimed at redirecting more attention and resources to assisting countries in designing better education sector policies, is likely to bear fruit and lead to closer monitoring and better policies. As a follow-up to the Sector Monitoring Initiative, a more rigorous ESP support and assessment process is expected to be introduced in 2014.

5.3.2. The education plan development grant

The education plan development grants have been used in 23 countries (end July 2013) to fund a range of activities related to education sector policy planning and development.

Established in 2012, the education plan development grants are used to fund a range of activities related to education sector policy planning and development. The grants help recipient countries carry out education sector analyses, consultations among education stakeholders, and thematic studies and assessments of technical and financial needs. By the end of July 2013, 24 of the

grants had been approved, at a total value of US\$5.1 million, for 23 countries.³ Most of the grants were assigned to countries in Sub-Saharan Africa, which accounts for 66 percent of the total grant amount (table 5.3). The East Asia and Pacific countries follow, at 13 percent (see annex F for a detailed list of countries).

Table 5.3 Regional Distribution of Education Plan Development Grants, as of July 2013

Region	Number	Amount, US\$1,000s	Amount share, %
East Asia and Pacific	3	675.8	13.3
Europe and Central Asia	1	250.0	4.9
Latin America and the Caribbean	2	419.0	8.3
Middle East and North Africa	1	161.5	3.2
South Asia	1	250.0	4.9
Sub-Saharan Africa	16	3,317.6	65.4
Total	24	5,073.9	100.0

Source: Grant application documents compiled by the GPE Secretariat.

³ Countries with a federal system can receive several education plan development grants as long as the state is the relevant authority for education policy.

The education plan development grants have been used in three broad areas: (1) the preparation of technical assessments, sector analyses, and specific studies have accounted for 38 percent (US\$1.9 million); (2) the write-up and review of ESPs have represented 21 percent (US\$1 million), and (3) the development and use

of technical tools, such as financial simulation models, have absorbed only 11 percent of the funds (US\$0.5 million).⁴ The rest of the grant resources has been devoted to consultations, ESP evaluation, logistical support, and training to help build capacity.

5.4. GPE Assistance for the Implementation of Education Sector Policies

5.4.1. Technical support

Most of the missions of the GPE Secretariat's country support team have been devoted to the QAR process for grant applications or, to a lesser extent, to the monitoring and implementation of education sector programs (see section 5.1). The QAR process is a preparation for policy and program implementation because it aims to provide the best support for this implementation.

As honest brokers between governments and partners, the GPE Secretariat education specialists are mandated to build consensus around the GPE financing program through inclusive participation. Thus, for example, the QAR process, which has been in place since 2012, is systematically associated with the preparation of all program implementation grants.⁵

The overall objective of the QAR is to ensure the quality of an application for a program implementation grant. The QAR encourages an

inclusive process, deliberations on the most appropriate methods to achieve optimal aid efficiency, an appropriate focus on GPE strategic objectives, efforts to enhance the quality of the program, and attention to readiness for implementation. Ensuring coherence and complementarity with existing support from domestic and development partners is also a key aspect of the QAR. However, the issues of methodology and implementation readiness need to be addressed more carefully during the QAR process (see below).

In addition, the staff of the GPE Secretariat are increasingly involved in the JSRs and, through the reviews, participate with other partners in monitoring the implementation of education sector policies. The Sector Monitoring Initiative likewise aims to reinforce the support provided to countries in the monitoring of ESP implementation, which has typically been limited.

The Quality Assurance Review was established to ensure the quality of an application for a program implementation grant.

5.4.2. Program development grants

To develop programs benefiting from GPE funding and to prepare for the implementation of such programs, the Global Partnership provides a program development grant to the locally selected supervising entity or the managing entity. Program development grants were established in 2012. They range between

US\$200,000 and US\$400,000, depending on the context. The GPE Secretariat is assigned by the Board of Directors with the responsibility for distributing the grants, which allows for a quick process.

Table 5.4 shows the regional distribution of program development grants by amount and number. As of

⁴ The specific studies include studies of systems organization, school mapping, teacher training, and student performance evaluations.

⁵ See "Consultant Guidance Note" and "Consultant Report Template," Global Partnership for Education, Washington, DC, http://www.globalpartnership.org/media/docs/media_center/jobs/121019_GPE_Consultant_template.pdf.

the end of August 2013, 24 individual grants had been approved for a total value of US\$4.7 million (that is, about the same amount devoted to education policy development and planning) (see annex G). There was a sharp increase in this type of grant in 2013, consistent with the large number of program implementation grant

applications, especially from country partners in Africa. Indeed, the majority of program development grants went to Sub-Saharan Africa (68 percent). These funds are used mainly to conduct technical and financial analyses of programs and to pay for the creation of program documents.

Table 5.4 **Regional Distribution of Program Development Grants, as of August 31, 2013**

Region	Number	Amount, US\$1,000s	Amount share, %
East Asia and Pacific	2	400.0	8.5
Europe and Central Asia	3	598.1	12.7
Latin America and the Caribbean	2	320.2	6.8
Middle East and North Africa	1	200.0	4.2
Sub-Saharan Africa	16	3,198.8	67.8
Total	24	4,717.1	100.0

Source: Grant application documents compiled by the GPE Secretariat.

5.4.3. Program implementation grants

The Global Partnership contributes to the funding of the implementation of education sector policies through program implementation grants. These grants are approved for up to US\$100 million per country by the GPE Board of Directors based on recommendations by the GPE Financial Advisory Committee.⁶ As of July 2013, the Global Partnership had approved 78 program implementation grants for the benefit of 51 country recipients.⁷ The grants represented 95 percent of all approved GPE funding.

Types of program implementation grants.

Selected supervising entities and managing entities have used four broad pathways to supply grant resources to developing-country partners. However, based on the information currently available, it is not possible to provide details on these pathways, the extent of the reliance on country implementation systems, or the nature of the country systems used. Broadly, the types of program implementation grants are as follows:

1. *General budget support* involves the disbursement of funds by a single supervising entity through a government's national treasury once certain conditions have been fulfilled. (Not all the conditions are necessarily associated with education.) Because the external aid is comingled with domestic resources, these funds are not traceable through national budget systems. Although some of the funding may be used in sectors other than education, disbursements are often linked to education-related triggers such as improved education indicators or education policy reforms.
2. *Sector budget support* involves the channeling of funds into a government's treasury account dedicated to the education sector. The implementation of the grant relies on country systems. Funds can be traced through the education sector budget and the accounting and reporting systems within the education sector.
3. *Pooled fund support* may be delivered through any number of diverse instruments and mechanisms by several contributing partners

As of July 2013, the Global Partnership had approved 78 program implementation grants for supporting the implementation of education sector policies in 51 countries.

⁶ For information about indicative allocations of the program implementation grants, as well as the related Needs and Performance Framework, see "Eligibility for Program Implementation Grants," Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/finance-and-funding/gpe-fund/program-implementation-grant/indicative-allocations/>.

⁷ A total of 15 additional grants will be considered by the Board of Directors in November 2013.

acting in a coordinated fashion. Interventions are determined through country-specific funding agreements, and grant implementation can rely partly or entirely on country systems.

4. *Project funding support* is funding that is assigned through a project. Similar to pooled funds, project funding may be delivered partly or entirely through country systems or administrative structures. Project funding may also be channeled through parallel procurement and financial management systems such as the systems of supervising or managing entities.

Table 5.5 provides a summary of the number and value of the program implementation grants approved as of August 31, 2013. Additional details on the delivery channels and types of program implementation grants are supplied in

annex H. By number of grants, 78 percent are delivered through projects, 18 percent through pooled funding, 3 percent through sector budget support, and only 1 percent through general budget support. Project funding has clearly been the default approach among supervising and managing entities for the delivery of GPE program implementation grants to countries. While channeling the funding through projects may be effective in some cases, the 78 percent share suggests that this modality is used even in situations where it may not be the most relevant. The Global Partnership is seeking to rely on the most aligned and effective modality; thus, projects should be used to transition to more aligned modalities such as pooled funds and sector budgets. However, there is no clear trend yet in recent grant applications toward the use of more aligned modalities (GPE 2013c).

78 percent of GPE program implementation grants are delivered through projects.

Table 5.5 **Summary Statistics on Program Implementation Grants, as of August 31, 2013**

Type	Number	Number share, %	Amount, US\$1,000s	Amount share, %
General budget support	1	1	102.0	3
Sector budget support	2	3	140.2	5
Pooled funds	14	18	993.4	32
Project support	61	78	1,847.8	60
Total	78	100	3,083.4	100

Source: Grant documentation of the GPE Secretariat, including application, financial, progress, and completion reports.

Alignment with country processes and systems is key to the effectiveness of GPE funding that aims to support education sector policies. Indeed, more aligned modalities are more effective, if adequately implemented, because they promote country ownership, harmonization, and capacity building.⁸ By using country systems, aligned modalities help call attention to systemic and institutional issues and capacity weaknesses that need to be addressed. Thus, the funding directly contributes to strengthening systems and institutions. The use of aligned modalities therefore enhances funding effectiveness, impact, and sustainability. The Global Partnership needs to maintain flexibility in the modality used for

implementing its grants so that support is adjusted to the context. However, the current situation whereby the default modality used for GPE grants is the project represents a clear limitation on the effectiveness and impact of the Global Partnership. It is critical for the partnership systematically to promote the modality that is the most aligned and effective in any given context.

The current situation whereby the default modality used for GPE grants is the project represents a clear limitation on the effectiveness and impact of the Global Partnership.

Timeline for grant preparation and implementation. The Global Partnership has often been criticized for its long and complicated grant procedures that are not conducive to rapid impacts. The time spent in preparing, processing, approving, and executing

⁸ "It is now the norm for aid recipients to forge their own national development strategies with their parliaments and electorates (*ownership*); for donors to support these strategies (*alignment*) and work to streamline their efforts in-country (*harmonisation*); for development policies to be directed to achieving clear goals and for progress towards these goals to be monitored (*results*); and for donors and recipients alike to be jointly responsible for achieving these goals (*mutual accountability*).” See “Paris Declaration and Accra Agenda for Action,” Organisation for Economic Co-operation and Development, Paris, <http://www.oecd.org/dac/effectiveness/parisdeclarationandaccraagendaforaction.htm>.

program implementation grants is crucial to the provision of support that is effective and suited to country planning cycles.

Figure 5.1 illustrates the grant procedure, including (1) program development, (2) GPE Board approval, (3) the launch of program

activities after the initial disbursement, and (4) subsequent program implementation and closure. For practical reasons, only the three-year grants that were adopted starting in 2007 are analyzed here. An analysis that includes the year-by-year grants that were abandoned in 2007 would paint a distorted picture of the current procedure.

Figure 5.1 **Timeline, GPE Grant Program Development to Grant Closure**



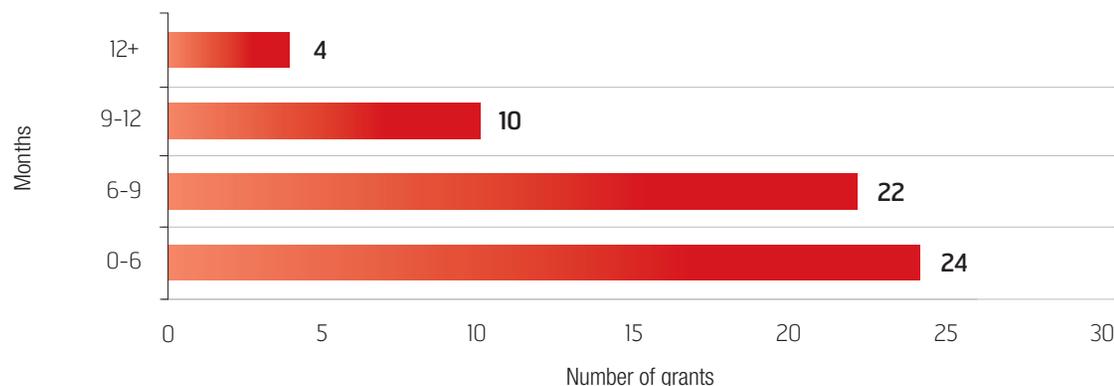
Stage 1: program development. The content and coverage of this phase vary by supervising or managing entity and context. However, it typically begins with the local selection of the supervising or managing entity and ends when the application for the program implementation grant is submitted to the Global Partnership. The first phase of the QAR facilitates the dialogue on the grant process, including the type and delivery channel of the grant and the focus of the program that is to be developed (see above). The second phase of the QAR occurs when a program document is presented. It takes three or four weeks to review and provide feedback on the program design and implementation arrangements, the budget and costs, the results framework, the monitoring and evaluation mechanisms, risk identification and mitigation, and sustainability and aid effectiveness. After due emphasis on broad consultations with the

various stakeholders in education, the comments and recommendations generated during phase II of the QAR are integrated into a country-level dialogue to finalize the program documents. The documents are submitted to the GPE Secretariat. This marks the end of the program development phase.

Figure 5.2 illustrates the distribution of 60 grants according to the time spent on program development. A close analysis shows that 40 percent of the grants have involved six months or less for program development and that 77 percent of the grants have involved nine months or less for program development. On average, since 2007, the development of GPE-supported programs has required seven months to reach approval stage. Progress has been made in recent years in reducing the time required.

The development of GPE supported programs since 2007 has required seven months, on average, to reach approval stage.

Figure 5.2 Time Elapsed in Program Development Up to GPE Board Approval



Source: Grant documentation of the GPE Secretariat, including application, financial, progress, and completion reports.

Note: The figure is based on information on 60 grants.

The time spent in program preparation depends on the context. Within the GPE framework, programs support ESP implementation, which is supposed to be based on a detailed implementation plan and the related activities. Thus, one would expect, on average, that preparation times would be shorter to develop GPE programs because key program elements would have already been established. Delays may therefore reflect inappropriate implementation plans or long procedures imposed by the supervising or managing entities. In terms of planning, it means that, after an ESP has been finalized, the program to fund the plan will not be ready for submission to the Global Partnership for at least seven months, on average, and then the submission will have to be processed by the partnership.

Stage 2: Board approval. Once grant applications are submitted, the GPE Secretariat conducts a final readiness review (QAR phase III) before forwarding the application to the Financial Advisory Committee for recommendation to the Board of Directors. This process, along with the necessary meeting between the Financial Advisory Committee and the Board of Directors, takes two or three months. The semiannual meetings of the Financial Advisory Committee and the Board mean that this process is rather routine. Thus, the process does not vary according to the supervising or managing entity, the type of grant, or the implementation instruments. However, because the committee-Board meetings occur only twice a year, countries

only have two opportunities each year to apply for GPE funding; those countries that miss one of the meetings may thus suffer substantial funding and implementation delays. Yet, if they rush the preparation of the submission, they risk not being ready for program implementation, which may lead to start-up delays. Meanwhile, the limitations on the effective dates of validity of the grant amounts increase the likelihood that applications will be rushed.

Stage 3: launch of program activities. Once the grant has been approved, the funding is made available to the developing-country partner. The launch of the activities supported by the grant will then depend on the supervising or managing entity and the government partner. The GPE Secretariat does not have information about all grant disbursements within countries that might indicate the time frame for the launch of activities by every supervising or managing entity. The relevant information is only available on the GPE grants for which the World Bank is the supervising entity, representing around 60 percent of the grants. For other supervising and managing entities, GPE data on the initial or first grant disbursement show only when the grant money is transferred from the Global Partnership Fund to the headquarters of the supervising or managing entity; they do not show when the money reaches the grantee country. Thus, the information on the first disbursement cannot be used to determine the launch of activities.

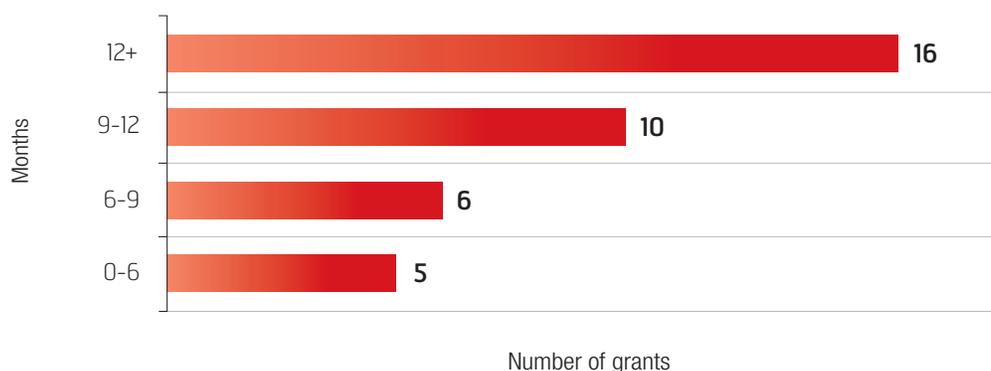
Countries only have two opportunities each year to apply for GPE funding; those countries that miss one of the meetings may thus suffer substantial funding and implementation delays.

After the Global Partnership makes the funding available for a country, it takes 12 months, on average, before the disbursement occurs within the country.

Figure 5.3 describes the grants for which the World Bank is the supervising entity. It breaks the grants down according to the time elapsed between the grant approvals and the grant disbursements within countries. After the Global Partnership makes the funding available for a country, it takes 12 months, on average, before the disbursement occurs within the country. In the case of 16 grants, more than one year passed before the launch of implementation activities. This is a serious issue in terms of country planning. However, there is also a positive trend: the average time elapsed in the case of grants approved in 2012 was seven

months. In comparison, for grants approved in 2007–09, it took, on average, 16 months for the disbursement within countries.⁹ Despite this positive trend, countries must still wait, on average, seven months to launch program implementation activities after the grant money has been made available by the partnership. This long delay is certainly not supportive of accelerated progress in the education sector. The partnership has already taken steps to reduce the delays, but additional monitoring is needed. A target of a maximum of three months between approval and the launch of implementation activities would facilitate program timeliness.

Figure 5.3 Time Elapsed between Grant Approval and First Disbursement, Grants for Which the World Bank is the Supervising Entity



Source: Grant documentation of the GPE Secretariat, including application, financial, progress, and completion reports as of August 31, 2013.
 Note: The figure is based on information on 37 grants.

Countries must still wait, on average, more than seven months to launch program implementation activities after the grant money has been made available by the partnership.

Unfortunately, the same level of information is not yet available on grants associated with other supervising and managing entities.¹⁰ In these cases, we know when the grant money was transferred from the Global Partnership Fund to the headquarters of the supervising or managing entities, but we do not know when the money reached the countries. On average, for 15 grants that we have considered, the transfer occurred after four months. In five cases, the transfer took less than a month. The longest delay

was 11 months. There is thus some diversity.¹¹ The picture is incomplete, and our analysis must therefore be cautious.

Stage 4: program implementation and closure. Program implementation grants are approved for three years. Recently, in exceptional cases, this has been extended to four years for certain fragile and conflict-affected countries. Our analysis of the available data indicates that the average time elapsed between grant approval by the Board of

⁹ This long delay is explained by a change of rules applied by the World Bank; combined with earlier education programs that may not have been fully costed before the start of the grant preparation process.

¹⁰ Agencies that have taken on the role of supervising entities are Agence Française de Développement; the Belgian Development Agency; the Ministry of Foreign Affairs, the Netherlands; the Swedish International Development Cooperation Agency; the U.K. Department for International Development; UNESCO; and the United Nations Children’s Fund (UNICEF). Agencies that have taken on the role of managing entities are UNESCO and UNICEF.

¹¹ If an agency is acting as a supervising or managing entity for the first time, it must sign a financial transfer agreement with the trustee of the Global Partnership (the World Bank), which, because of the associated legal issues, is generally time-consuming.

Directors and grant and program closing has been around 51 months, or little over 4 years. Because of recent reforms adopted since the beginning of 2012, this indicator has likely improved marginally.¹²

Thus, the average time elapsed between the start of the development of a program and the launch of implementation activities is estimated at 17 months.¹³ Three or four of these months are associated with factors that are the responsibility of the Global Partnership; the rest are linked to factors associated with the procedures of the supervising and managing entities. An appropriate amount of time is needed to develop a good program and to ensure the program is ready to be implemented, but our analysis shows that improvements are needed and possible. The elapsed time is too long, and accelerating education progress requires that the Global Partnership and its partners improve the process significantly.

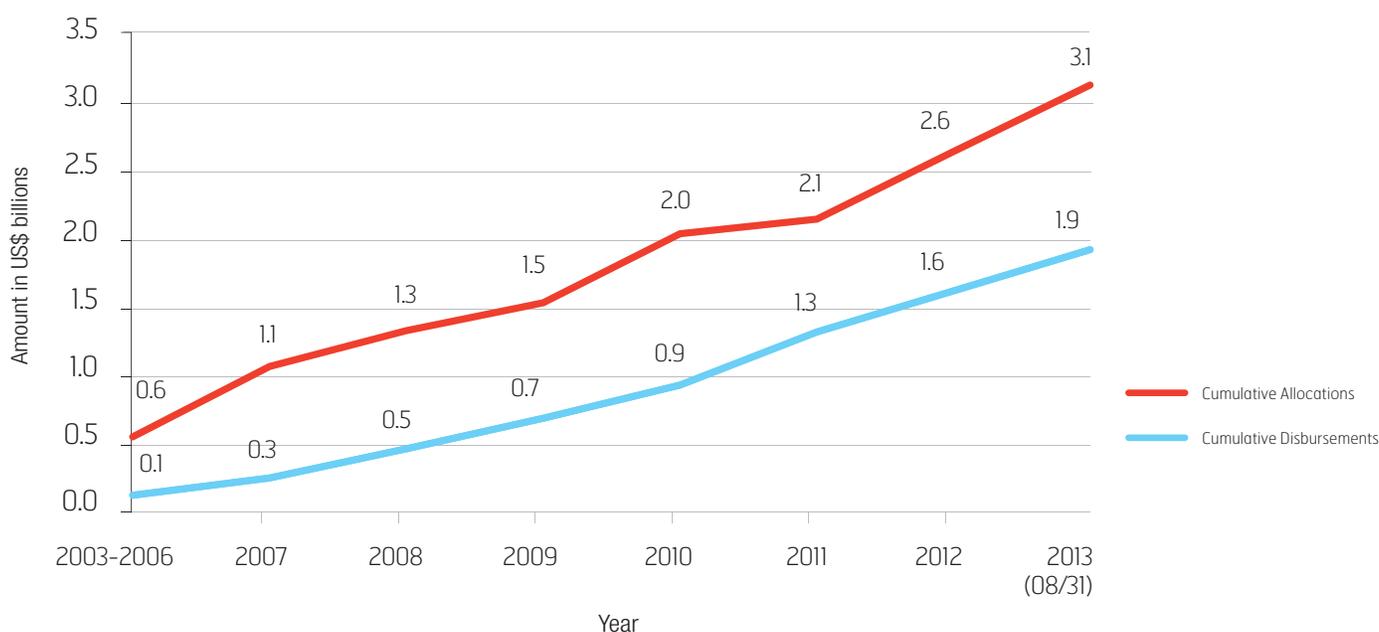
Grant approvals and disbursements. The number and value of program implementation grants have risen each year, except in 2011, when there

was a hiatus in grant applications because of the replenishment of the Global Partnership Fund. In 2010, an historical peak of US\$573 million was approved. A second increase in approvals occurred after the successful GPE Pledging Conference in Copenhagen in November 2011, and grant approvals reached US\$502 million in 2012. In 2013, the GPE Board of Directors has already approved grants worth a total of US\$481 million, which is expected to reach a record of over US\$1 billion by the end of the year. Figure 5.4 shows cumulative grant approvals and disbursement performance per year. It also shows that the gap between cumulative approvals and disbursements, that is, cumulative undisbursed commitments, has widened since 2006; the gap has remained above US\$1 billion since 2009. However, the figure should be interpreted with caution. In reality, the gap is explained by three main factors: (1) the grant implementation period is three years, (2) the rapid expansion of the Global Partnership in membership and grant-making capacity (about 51 percent of the entire portfolio consists of grants approved since 2010), and (3) the slow disbursement of certain grants.

Program implementation grants are approved for three years. However, the average time elapsed between grant approval by the Board of Directors and grant and program closing has been around 51 months, or a little over 4 years.

The average time elapsed between the start of the development of a program and the launch of implementation activities is estimated at 17 months.

Figure 5.4 Program Implementation Grant Approvals and Disbursements, as of August 31, 2013



Source: Grant documents compiled by the GPE Secretariat.

¹² Until December 2011, the decision to extend the closing date for program implementation was based solely on the needs of the country or the supervising and managing entities. Since then, any extension that is materially significant or beyond one year must be approved by the GPE Board of Directors.

¹³ We limit our consideration here to the most recent grants for which the World Bank is the supervising entity because we have accurate information on the disbursement of these grants within countries and also because these grants account for almost 80 percent of all GPE grants we have analyzed.

In 2013, grant approval is expected to reach a record of over US\$1 billion by the end of the year.

As of August 2013, 24 of the 78 approved program implementation grants had been implemented and closed, reaching a value of US\$939 million. The current active portfolio includes 54 grants, at a total value of US\$2.1 billion. Most of these grants have been allocated

to countries in Sub-Saharan Africa (16 closed grants and 37 active grants), followed by East Asia and the Pacific and by Europe and Central Asia. Table 5.6 provides a summary of the grants allocated per region. For a list of the countries in each region, see annex I.

Table 5.6 **Regional Distribution of Program Implementation Grants**

Region	Closed grants			Active portfolio		
	Number	Amount, US\$, millions	Amount share, %	Number	Amount, US\$, millions	Amount share, %
East Asia and Pacific	2	95.0	10.1	6	176.0	8.2
Europe and Central Asia	3	41.9	4.5	3	34.1	1.6
Latin America and the Caribbean	2	56.9	6.1	2	38.7	1.8
Middle East and North Africa	1	27.8	3.0	4	106.6	5.0
Sub-Saharan Africa	16	717.3	76.4	37	1,613.3	75.2
South Asia	n.a.	n.a.	n.a.	2	175.7	8.2
Total	24	939.0	100	54	2,144.4	100.0

Source: Grant application documents compiled by the GPE Secretariat.

Note: n.a. = not applicable.

GPE financial support assisted the equivalent of 4.5 million children in 2012, of which 2.2 million were girls.

Selected program implementation grant results. What has been achieved through GPE funding? In a narrow sense, because the funding is part of a broader model supporting national policies, it is possible to estimate the outputs of GPE funding. Depending on the method used, the estimate is more or less straightforward. The Global Partnership can claim a share of the accomplishments achieved through budget support or pooled funds. In the case of project funding, the estimate is even more straightforward. However, because the Global Partnership is supporting national policies, it is not targeting specific activities, but is adjusting its financial assistance to the needs identified within national contexts. Thus, in project funding, the content of GPE programs depends on country contexts, and no general pattern should be expected. For example, in a country in which a development partner is running a massive program aimed at helping girls, then the partnership will not seek to duplicate this program and will finance other activities. In another country, where gender is a major issue in the education sector, but no development partner is addressing this area,

GPE funding is more likely to be directed at this issue. This outcome is aligned with the country-driven approach of the partnership and is a clear added value because the approach allows the partnership to adjust support to the particular needs of countries.

The financial support of the Global Partnership may be assessed according to an equivalent of the number of children helped per year. This approach relies on unit costs in public schools and the amount of funds disbursed by the Global Partnership within countries. This methodology indicates that GPE financial support assisted the equivalent of 4.5 million children in 2012, of which 2.2 million were girls.

To offer a more detailed perspective on GPE support, we provide concrete country examples of GPE support, in Ethiopia and Madagascar. In the case of Madagascar, GPE financial support helped blunt the impact of political turmoil (box 5.2). In the case of Ethiopia, specific GPE activities assisted in improving the quality of education (box 5.3).

Box 5.2 Madagascar: Dampening the Impact of Political Turmoil

Madagascar joined the Global Partnership in 2005. That year, GPE partners endorsed the country's first Education for All Plan for reforms in education to address (a) gaps in school infrastructure, (b) a growing number of untrained community-recruited teachers, (c) problems in curricula and in language of instruction, and (d) poor capacity to manage the education system at decentralized levels. The implementation of the plan suffered a major setback following the unconstitutional change in government in 2009.

As a result of the political crisis, most partners suspended their aid, and the education budget declined as the government struggled to make up for the abrupt loss of external aid. This undermined the country's ability to provide basic social services, including education. The provision of education services was sharply reduced, thereby reversing a decade of sustained progress. Major education indicators deteriorated, and drop-out rates rose substantially. The number of out-of-school children of primary-school age increased by 35 percent between 2005 and 2011, when it reached 800,000, because of a lack of public funding and the inability of families to pay growing out-of-pocket costs.

Given the unstable situation, the Global Partnership helped keep partners mobilized, along with the coordination and technical support of the United Nations Children's Fund (UNICEF) (GPE 2012g). It cut the amount of its ongoing financial support to adjust its assistance to the government's newly diminished absorption capacity and channeled its resources through UNICEF. Activities were redirected to favor a stronger focus on vulnerable children, including school meals programs in the poorest districts, grants for vulnerable schools, and payment of the wages of community teachers for four months a year. The use of GPE funds to pay for community teachers was conditioned on the government contributing its share. A basic level of education services continued to be provided in a difficult political environment. The GPE country process and support led to a productive dialogue on education with the new country authorities. In 2012, an education plan development grant was approved.

GPE assistance for Madagascar continued through the endorsement of an interim education plan in 2012/13. The plan includes critical components to minimize the negative impact of prolonged political and economic crisis and sets out a strategy to rebuild the country's capacity in education planning and management. Prepared in a collaborative and participatory fashion in line with the country-level process, the plan has secured additional implementation support from donors, including the Global Partnership.



Photo credit: **Alberto Begue/GPE**

Box 5.3 Ethiopia: Support to Enhance Education Quality

Ethiopia joined the Global Partnership in 2004. Through a pooled fund, it has received two grants, totaling US\$168 million, to support the implementation of the General Education Quality Improvement Program. Following the GPE model of alignment with country policies and systems, the grants represent programmatic support funded from many sources. They are not earmarked for any specific components of the quality improvement program. Among the program components aimed at improving overall education outcomes, a special focus has been placed on raising the availability of good-quality textbooks and teacher guides in several local languages for the benefit of over 21 million children and youth and on the recruitment and training of highly qualified teachers.

The program has helped develop and distribute 120 new textbook titles. During phase I of the program, approximately 70 million textbooks have been printed and distributed to all grade levels. An additional 8 million textbooks are in preparation. An external evaluation in 2012 found the ratio of textbooks per student at 0.58 (Pfaff et al. 2012), and the corresponding ratio is currently estimated at 0.82, approaching one textbook per student.

Overall, the program has contributed to a sharp increase in the number of qualified teachers at all levels. The share of first cycle primary-school teachers (grades 1–4) with appropriate qualifications (diplomas and degrees) rose from 4 percent in 2006/07 to 30 percent in 2011/12; the target was 16 percent. Over the same period, the share of qualified teachers increased from 53 percent to 91 percent in the second cycle of primary school (grades 5–8), where the target was 56 percent. In grades 9–12, an expansion to 90 percent was achieved. These results are quite substantial, considering that there are some 292,000 teachers in primary schools alone.

Analysis of program implementation grant outputs. We have carried out an analysis of program implementation grant outputs based on documentation compiled by supervising and managing entities.¹⁴ For grants closed by the end of 2012 (first component), we have relied on program completion reports to calculate outputs. For these grants, we have identified 67 categories

of expenditures. These include the construction of schools and libraries, the purchase of books and teaching materials, teacher training, cash transfers to schools, curriculum development, and student assessment systems. Table 5.7 presents a summary of the expenditures for closed program implementation grants.

Table 5.7 Program Implementation Grant Amounts and Shares, by Group of Activities

Category of activities	Expenditure, US\$, millions	Shares, %
1. Infrastructure and equipment	338.2	36
2. Teacher training, pre- and in-service	184.8	20
3. Capacity building and institutional support	140.8	15
4. Books and learning materials	123.4	13
5. Financial transfers and other	100.2	11
6. Curriculum development and student assessment systems	51.6	5
Total	939.0	100

Source: Grant documentation of the GPE Secretariat, including application, financial, progress, and completion reports as of August 31, 2013.

Note: The table shows information on grants closed as of the end of December 2012.

¹⁴ These include program documents, completion reports, and grant applications. The format, contents, and quality of the documents vary because the partnership does not have a standard grant monitoring and reporting template. Each supervising or managing entity is free to use its own internal rules and procedures for documentation.

For grants currently being implemented (second component), completion reports have not yet been prepared, and detailed output information is therefore not yet available. In this case, we have estimated outputs using planned outputs and rates of execution and disbursement. We have obtained estimates of overall program implementation grant outputs from 2004 until the end of July 2013 by adding the two components in the following categories: (1) the construction and rehabilitation of classrooms, (2) teacher training, and (3) the number of textbooks and teaching guides produced and distributed. The results are presented below for these three categories.

The construction and rehabilitation of classrooms have been major components of GPE funding and the results achieved. Over the past decade, GPE funds have been used to build, rehabilitate, and equip 52,600 classrooms, peaking at around 12,000 per year during 2009–11. Consistent with the gain in access and the focus on education quality in developing-country partners, a declining share of GPE funding is now going to classroom construction, rehabilitation, and equipment.

Teacher training (both pre- and in-service) has also been a major activity and component of GPE funding and results. Since 2004, GPE funds have been used to train around 301,000 teachers, mostly teachers in primary education. Similar to the trend in classroom construction, this activity peaked at around 55,000 teachers trained per year during 2009–11. This finding is consistent with the rapid gains in access to primary education in developing-country partners.

Consistent with the focus on education quality and learning, developing-country partners are devoting more of their GPE grant resources to the purchase and distribution of textbooks and teaching guides (see box 5.3 on Ethiopia). Since 2004, GPE funds have been used to purchase and distribute about 50 million textbooks. These activities have yet to reach a peak. In 2012 alone, for instance, some 17 million copies were purchased, representing close to half those bought over the previous seven or eight years. This upward trend is expected to continue. The number of books and learning materials purchased and distributed is projected to reach close to a record 20 million copies in 2013.

Over the past decade, GPE funds have been used to build, rehabilitate, and equip 52,600 classrooms.

Since 2004, GPE funds have been used to train around 301,000 teachers, mostly teachers in primary education, and to purchase and distribute about 50 million textbooks.

5.5. Support for Civil Society Organizations and Local Education Groups

The Global Partnership promotes the inclusion of CSOs in the education policy process and, especially, in the LEGs. This participation improves accountability and can play an important role in strengthening the relevance and sustainability of the ESPs and education sector programs. However, for meaningful participation, CSOs need to become organized into coalitions and build capacity. The Global Partnership provides financial support to CSOs to facilitate their participation in LEGs in this

way. This support is provided through the Civil Society Education Fund with two grants totaling US\$32.1 million.¹⁵ Under the coordination of the Global Campaign for Education, the fund supports the core work of national education coalitions so that CSOs are able to (1) participate in the planning and development process on education policies and (2) monitor and track the overall progress toward the Education for All goals (box 5.4).¹⁶

The Global Partnership provides financial support to CSOs to facilitate their participation in the education policy process.

¹⁵ For more information, see "Civil Society Education Fund," Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/finance-and-funding/global-partnership-for-education-fund/civil-society-education-fund/>. The first grant of US\$17.6 million was financed through the now-closed Education Program Development Fund, and the second grant of US\$14.5 million was funded for 2013–14 through the Global Partnership Fund.

¹⁶ See the website of the Global Campaign for Education, at <http://www.campaignforeducation.org/en/>

Box 5.4 **Strengthening Civil Society in Kenya**

In Kenya, the Global Partnership has helped increase the capacity of Elimu Yetu, a civil society coalition. In Swahili, Elimu Yetu means “our knowledge/education.” The financial support has been funded through the Civil Society Education Fund.

Elimu Yetu is one of 45 CSOs that have received financing through the Civil Society Education Fund. The coalition comprises 102 local education organizations, teacher unions, research organizations, and education professionals, thereby enabling a strong role for civil society in the education sector.

“The Civil Society Fund enabled our coalition to participate consistently and meaningfully in the development of Kenya’s new education policies and strategies, in particular raising issues such as marginalized children and better mechanisms to improve governance,” said Janet Muthoni Ouko, national coordinator of Elimu Yetu.

The coalition’s consistent involvement has built its credibility and trust with the government. The education reform process that started in Kenya in 2009 helped turn education into a constitutional right and led to the adoption of a legal framework to recognize and protect this right.

Kenya has also developed an ESP that the Global Partnership is expected to fund. Through Elimu Yetu, CSOs have become reliable partners in national processes. Elimu Yetu’s participation in the development of the Education Act helped establish strong accountability mechanisms in schools through involved parents, local civil society, and student councils. For example, there are now checks and balances in place for the recruitment of personnel who manage education sector resources. By promoting civil society participation in the application process for funding, the Global Partnership has helped strengthen the role of civil society in Kenya’s education sector.

National education coalitions participating in the development, endorsement, and appraisal planning process as well as in the implementation and monitoring of ESPs expanded from 14 countries in 2009 to 35 in 2012.

The first grant provided through the Civil Society Education Fund was implemented in 2009–12. The results and the lessons learned in the completion report and an independent evaluation report are publicly available at the websites of both the Global Campaign for Education and the Global Partnership.¹⁷ A few highlights of achievements in terms of structures and processes over the four-year period are summarized as follows:

- The number of national education coalitions recognized as partners in the LEGs grew from 18 to 32 in GPE developing-country partners, an increase of 77 percent.

- The number of national education coalitions participating in the development, endorsement, and appraisal planning process as well as in the implementation and monitoring of ESPs has more than doubled, expanding from 14 countries in 2009 to 35 in 2012.

- The number of national education coalitions that took part actively in the JSRs rose from 14 to 36.

A complementary analysis based on information collected by the GPE Secretariat has confirmed the increase in the participation of CSOs in the LEGs in recent years (see annex B for details).¹⁸

¹⁷ See the website of the Global Campaign for Education, at <http://www.campaignforeducation.org/en/>. See also “Civil Society Education Fund,” Global Partnership for Education, Washington, DC, <http://www.globalpartnership.org/finance-and-funding/global-partnership-for-education-fund/civil-society-education-fund/>

¹⁸ The baseline data for the analysis are from GPE (2012h), and the current information has been collected through the 2012 and 2013 results forms and a questionnaire administered to the LEGs during the 2013 Sector Monitoring Workshops in Bangkok; Cape Town; Dakar; and Ouagadougou, Burkina Faso (see GPE 2013d, 2013e, 2013f, 2013g). For a description of the results forms, see GPE (2012e), chapter 6.

Despite the progress, the effective participation of CSOs in the LEGs is not yet assured everywhere. The analysis indicates the following:

- The number of countries reporting that CSOs are represented in the LEGs rose from 16 to 43 from 2010 to 2013, a 51 percent growth in three years (no distinction is made between local and international CSOs).
- The number of countries reporting that international CSOs are represented in the LEGs rose from 19 to 32 from 2010 to 2013, an increase of 58 percent.
- The number of countries reporting the participation of local CSOs in the LEGs rose from 18 to 24, an increase of 33 percent.

- Ten countries reported that teacher unions are participating in sector meetings and contribute to the dialogue on ESP implementation.

These results are clearly encouraging, but additional efforts are needed to ensure the full participation of CSOs in the education policy process. In addition, an assessment ought to be undertaken on the impact of the greater involvement of CSOs in the development and implementation of education sector policies. This would provide the additional information needed to improve the support the Global Partnership is providing to CSOs.

5.6. Highlights: Results and Challenges

The Global Partnership for Education provides multidimensional support to countries in the development and implementation of sound education sector policies. The technical support among countries is recent, but has expanded quickly through 126 country missions in 2012–13. The focus of the support has been the expansion of the partnership, particularly in fragile and conflict-affected countries, and the

preparation of country applications for GPE funding. The support for education sector policy development and monitoring has not received the same attention. However, recent reforms have meant that more emphasis will be placed on this area going forward. In several countries, the GPE process has led to the development of the first ESPs.



Photo credit: Anne-Sofie Helms/Save the Children

The Global Partnership has approved grants to a value of US\$3.25 billion, and cumulative grant disbursements had reached US\$2.04 billion by the end of July 2013.

On the financial side, the Global Partnership has approved grants to a value of US\$3.25 billion, and cumulative grant disbursements had reached US\$2.04 billion by the end of July 2013. In 2012, GPE financial support represented the equivalent of assistance for 4.5 million children, of which 2.2 million were girls.

However, our analysis shows that the modalities used to implement GPE funding are not always consistent with the GPE model. Currently, 78 percent of GPE grants are distributed through project grants. It is critical for the Global Partnership to promote systematically the most aligned and most effective modalities depending on the context.

It is critical for the Global Partnership to promote systematically the most aligned and most effective modalities depending on the context.

Another key result offers an interesting perspective on the long time frame for GPE processes. Despite recent improvements, our analysis shows that an average of 17 months are required for the transition from the start of the development of a GPE program to the launch of the program.¹⁹ However, three to four months are taken up with resolving the needs of the partnership, meaning that 13 to 14 months are required to complete the procedures imposed by the supervising and managing entities. Seventeen months is too long. To accelerate the progress in education in GPE developing-country partners requires that the Global Partnership and its partners significantly improve this process.

On average, it takes 17 months from the development to the launch of a program, 3-4 months of which are required for GPE procedures.

Finally, the support provided to CSOs has led to impressive results in terms of the participation of CSOs in the education policy process. The number of countries reporting that CSOs are represented in their LEGs rose from 16 to 43 from 2010 to 2013. Despite the progress, the effective participation of CSOs in the LEGs is not yet assured everywhere, and additional efforts are needed.

¹⁹ We refer here to the timeline when the World Bank is the supervising entity, and we refer to the most recent grants. This is because we have more accurate information on disbursement within countries in these cases and also because almost 80 percent of the GPE grants we have analyzed meet these conditions.



ANNEX

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Annex B | CSOs Participating in Local Education Groups

Country	International CSOs ^{a,b}	Local CSOs ^a	Local CSOs ^b
Afghanistan	Yes	Yes	Yes
Albania	Yes	—	—
Benin	Yes	—	Yes
Burkina Faso	—	—	Yes
Burundi	Yes ^c	—	Yes ^c
Cambodia	—	Yes	Yes
Cameroon	Yes	—	Yes
Central African Republic	Yes	—	Yes
Comoros	—	—	Yes ^c
Djibouti	Yes ^c	—	—
Eritrea	—	—	Yes ^c
Gambia, The	Yes	Yes	Yes
Georgia	—	Yes	Not listed
Ghana	—	Yes	Not listed
Guinea	Yes	Yes	Yes
Guinea-Bissau	Yes	—	—
Honduras	None	Yes	None
Kenya	—	—	Yes ^c
Kyrgyz Republic	Yes	Yes	Not listed
Lao PDR	Yes	—	—
Liberia	Yes	—	—
Madagascar	Yes	—	Yes
Malawi	Yes	Yes	Yes
Moldova	Yes	—	—
Mongolia	Yes	Yes	Yes
Mozambique	Yes	Yes	Yes
Nepal	—	Yes	—
Niger	Yes	—	—
Pakistan	—	—	Yes ^c
Papua New Guinea	Yes	Yes	Yes
Rwanda	Yes	Yes	Yes
Senegal	Yes	—	—
Sierra Leone	Yes	—	—
Somalia	Yes ^c	Yes	Yes ^c
South Sudan	Yes ^c	—	—
Tajikistan	Yes	Yes	Not listed
Timor-Leste	Yes	—	Yes
Togo	Yes	Yes	Not listed
Uganda	Not listed	—	Yes
Vietnam	Yes	—	Yes
Yemen, Rep.	Yes ^c	—	—
Zambia	Yes	Yes	Yes
Zimbabwe	Yes	—	—
Total	32	18	24

Sources:

a. Data collected during the 2013 Monitoring Exercise on Aid Effectiveness in the Education Sector.

b. Data retrieved from the 2012 or 2013 results forms (for a description, see GPE 2012e, chapter 6).

c. GPE data.

Note:

— = not available.

Table C.1

Preprimary Gross Enrollment Ratio

Indicator	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	12	12	13	15	15	16	18	18	19	19	20	21
Boys	12	12	13	15	16	16	18	18	19	20	20	21
Girls	12	12	13	14	15	16	18	18	18	19	20	20

Table C.2

Primary Gross Enrollment Ratio

Indicator	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	85	89	90	91	95	98	99	101	102	102	103	104
Boys	92	96	96	97	101	104	104	105	106	106	106	107
Girls	78	82	83	85	88	92	94	96	97	98	99	100

Table C.3

Primary Gross Intake Ratio

Indicator	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	100	107	108	108	111	115	115	118	121	118	117	121
Boys	106	112	114	114	120	120	119	122	122	121	122	125
Girls	94	101	101	103	105	111	111	114	114	114	114	117

Table C.4

Primary Completion Rate

Indicator	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	58	61	61	62	63	66	67	69	71	72	73	75
Boys	64	66	67	68	69	72	75	75	75	75	76	78
Girls	53	55	55	57	57	60	62	63	66	68	71	72

Table C.5

Share of Primary-School-Age Children Out of School

Indicator	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	44	43	41	40	37	35	34	32	31	30	30	29
Boys	38	36	35	34	31	30	29	28	27	26	26	25
Girls	51	50	48	46	43	40	39	37	35	34	34	33

Table C.6

Transition Rate from Primary to Lower-Secondary Education

Indicator	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	65	67	67	70	71	73	73	74	73	75	77	78
Boys	65	67	68	71	72	73	74	75	74	76	78	78
Girls	64	66	67	69	70	72	72	73	72	74	76	77

Table C.7

Lower-Secondary Completion Rate

Indicator	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	30	31	33	35	36	39	38	40	41	41	43	44
Boys	33	34	36	39	39	43	42	44	45	45	47	47
Girls	26	27	29	32	32	35	34	35	37	37	39	40

Table C.8

Share of Lower-Secondary-Age Children Out of School

Indicator	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	54	53	51	49	47	47	46	45	45	45	43	42
Boys	47	47	45	43	41	41	40	40	40	40	39	38
Girls	61	60	57	55	53	53	51	51	50	49	47	46

Annex D | Annual Growth Rates in the Population of Out-of-School Children

Developing-Country Partner	Annual growth rate before, %	Annual growth rate after, %
Lao PDR	-10.4	-44.6
Mongolia	-7.5	-27.4
Ethiopia	-1.6	-16.3
Mozambique	-3.5	-12.0
Ghana	4.9	-8.2
Djibouti	-2.2	-7.4
Kenya	-5.6	-7.2
Guinea	-10.7	-6.9
Cambodia	-10.6	-5.4
Nicaragua	-28.3	-4.8
Bhutan	-14.6	-3.9
Burkina Faso	1.7	-2.9
Niger	-1.5	-2.7
Mali	-1.0	-2.6
Mauritania	-4.4	-1.5
Lesotho	2.9	-1.3
Senegal	-5.4	-1.2
Tajikistan	-9.7	-0.9
Kyrgyz Republic	-13.5	-0.6
Yemen, Rep.	-8.4	-0.3
Moldova	-7.6	1.9
Gambia, The	-0.7	3.6
Average	-6.3	-6.9

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, <http://www.uis.unesco.org>.

Annex E | GPE Fragile and Conflict-Affected Countries

Country	Year joined the partnership	Fragile context list 2013/14, World Bank	Conflict-affected list, 2002–13, UNESCO
Afghanistan	2011	✓	✓
Burundi	2012	✓	✓
Central African Republic	2008	✓	✓
Chad	2012	✓	✓
Comoros	2013	✓	
Congo, Dem. Rep.	2012	✓	✓
Côte d'Ivoire	2010	✓	✓
Eritrea	2013	✓	
Ethiopia	2004		✓
Guinea-Bissau	2010	✓	
Haiti	2008	✓	
Liberia	2007	✓	✓
Madagascar	2005	✓	
Malawi	2009	✓	
Mali	2006	✓	✓
Nepal	2009	✓	✓
Niger	2002		✓
Nigeria	2012		✓
Pakistan	2012		✓
Sierra Leone	2007	✓	
Somalia	2012	✓	✓
South Sudan	2012	✓	
Sudan	2012	✓	✓
Timor-Leste	2005	✓	
Togo	2010	✓	
Uganda	2011		✓
Yemen, Rep.	2003	✓	✓
Zimbabwe	2013	✓	
Total	28	23	17

Sources: GPE Secretariat; UNESCO 2013a, 12013b; "Harmonized List of Fragile Situations FY13," World Bank, Washington, DC, <http://siteresources.worldbank.org/EXTLICUS/Resources/511777-1269623894864/FCSHarmonizedListFY13.pdf>.

Region	Grant countries
East Asia and Pacific	Cambodia, Cameroon, Lao PDR
Europe and Central Asia	Uzbekistan
Latin America and the Caribbean	Guyana, Haiti
Middle East and North Africa	Djibouti
South Asia	Pakistan
Sub-Saharan Africa	Benin; Central African Republic; Comoros; Eritrea; Gambia, The; Guinea; Kenya; Madagascar; Niger; Nigeria; Sierra Leone; Somalia; Somalia–south central zone; Togo; Uganda; Zimbabwe

Region	Grant countries
East Asia and Pacific	Cambodia, Lao PDR
Europe and Central Asia	Kyrgyz Republic, Tajikistan, Uzbekistan
Latin America and the Caribbean	Guyana, Haiti
Middle East and North Africa	Djibouti
Sub-Saharan Africa	Burkina Faso; Cameroon; Central African Republic; Eritrea; Gambia, The; Madagascar; Mali; Mauritania; Niger; Nigeria; São Tomé and Príncipe; Senegal; Sierra Leone; Somalia; Togo; Uganda

Organization	Role	Grant country
1. General budget support		
World Bank	Supervising entity	Burkina Faso
2. Sector budget support		
U.K. Department for International Development	Supervising entity	Zambia
World Bank	Supervising Entity	Rwanda
3. Pooled funds		
World Bank	Supervising entity	Benin, Ethiopia, Kenya, Lesotho, Malawi, Mozambique
U.K. Department for International Development	Supervising entity	Rwanda
Ministry of Foreign Affairs, Netherlands	Supervising entity	Zambia
Belgian Development Agency	Supervising entity	Burundi
Agence Française de Développement	Supervising entity	Burkina Faso
4. Project support		
World Bank	Supervising entity	Cambodia; Cameroon; Central African Republic; Côte d'Ivoire; Congo, Dem. Rep.; Djibouti; Gambia, The; Ghana; Guinea; Guyana; Haiti; Kyrgyz Republic; Lao PDR; Liberia; Madagascar; Mali; Mauritania; Moldova; Mongolia; Nepal; Nicaragua; Niger; Papua New Guinea; São Tomé and Príncipe; Senegal; Sierra Leone; Sudan; Tajikistan; Timor-Leste; Togo; Vietnam; Yemen, Rep.
UNICEF	Supervising entity	Afghanistan
	Managing entity	Chad; Comoros; Guinea; Guinea-Bissau; Madagascar; Puntland (Somalia); Somaliland (Somalia); South Sudan; Yemen, Rep.; Zimbabwe
UNESCO	Managing entity	Chad
Swedish International Development Cooperation Agency	Supervising entity	Zanzibar

Region	Closed grants	Active portfolio
East Asia and Pacific	Cambodia, Timor-Leste	Lao PDR, Mongolia, Papua New Guinea, Timor-Leste, Vietnam
Europe and Central Asia	Kyrgyz Republic, Moldova, Tajikistan	Moldova, Tajikistan
Latin America and the Caribbean	Guyana, Nicaragua	Haiti, Nicaragua
Middle East and North Africa	Djibouti	Djibouti; Yemen, Rep.
South Asia	n.a.	Afghanistan, Nepal
Sub-Saharan Africa	Benin; Burkina Faso; Cameroon; Gambia, The; Ghana; Kenya; Lesotho; Madagascar; Mali; Mauritania (two grants); Mozambique; Rwanda; São Tomé and Príncipe; Sierra Leone; Zambia	Benin; Burkina Faso; Burundi; Central African Republic; Chad; Comoros; Côte d'Ivoire; Congo, Dem. Rep.; Ethiopia; Gambia, The; Ghana; Guinea; Guinea-Bissau; Lesotho; Liberia; Madagascar; Malawi; Mali; Mauritania; Mozambique; Niger; Rwanda; Senegal; Puntland (Somalia); Somaliland (Somalia); South Sudan; Sudan; Tanzania-Zanzibar; Togo; Zambia; Zimbabwe

Note: n.a. = not applicable.

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