



**RESULTS FOR  
DEVELOPMENT**



# **Independent Interim Evaluation of the Global Partnership for Education**

## **Volume II - Case Studies**



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# Chapter 1. Introduction



## 1 Introduction to Case Studies

### 1.1 Background

#### Interim evaluation of the Global Partnership for Education

The Global Partnership for Education (GPE) has undergone and continues to undergo reforms resulting from the 2010 Mid-Term Evaluation of the Education for All (EFA) Fast Track Initiative (FTI). In March 2014 the GPE Board requested an external evaluation to inform it of the Partnership's progress towards achieving its strategic priorities and objectives since the 2010 evaluation.

The goals of the formative evaluation are to: i) inform the GPE Secretariat and Board members about progress towards achieving the GPE strategic priorities and objectives; ii) provide useful inputs for the Global Partnership's strategic planning, including inputs to the next strategic plan; and iii) identify issues to be addressed in the comprehensive impact evaluation planned for the end of the 2015-2018 strategic cycle. The purposes of the evaluation are to: i) 'look back', to assess whether changes made in the Partnership since 2010 have contributed to the achievement of its mandate, with particular consideration given to the Partnership's relevance, efficiency and effectiveness; and ii) to 'look forward' to inform the development of the next GPE strategic plan and a future impact study.

#### Purpose and scope of the country case studies

For the GPE interim evaluation, a sample of 18 countries was explored in detail; the sample proportionally reflects the regional distribution of the current 59 GPE member countries.

Eight of these countries were selected for full case studies that included in-country data collection visits (the Democratic Republic of Congo, Ethiopia, Nicaragua, Rwanda, Senegal, Tanzania, Vietnam, and Zimbabwe).<sup>1</sup> Selection criteria included: a balance of fragile and non-fragile states, income level, diversity of Supervising/Managing Entities, duration of GPE membership, and whether the country was covered as a case study for the 2010 FTI Evaluation. Security and logistical considerations were also considered in the selection of eight countries to be visited.

The evaluation team also conducted 10 'virtual' country visits to complement data collection carried out through the eight in-country field missions. The virtual field visits consisted of interviews conducted via Skype or telephone, and document review. Interviews were conducted with respondents in Afghanistan, Burundi, Cambodia, Ghana, Honduras, Madagascar, Malawi, Moldova, Uganda and Yemen.

The purpose of the country case studies was to explore whether and how changes within the Global Partnership since 2010 have contributed to strengthening national capacity to formulate and implement education sector policies that improve outcomes in the areas of learning, access and inclusion, with specific reference to: i) direct support provided by the Secretariat through its country level technical assistance and programs of funding; ii) funded GPE programs (including a review of the management and supervisory arrangements and modalities for grant delivery); and

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<sup>1</sup> Data collection in the other ten countries was conducted through document review and telephone interviews. Information deriving from those 10 countries is not captured in case studies, but has been summarized to feed into the evaluation synthesis report.

iii) GPE partnership and coordination activities (e.g., GPE support for local education groups, donor coordination, and civil society participation).<sup>2</sup> The case studies are stand-alone evaluation deliverables as well as one line of inquiry feeding into the overall evaluation synthesis report.

## 1.2 Case Study Methodology: Eight full case studies

The methodology for the eight in-country field missions/case studies is outlined below. The methodology and summary of key themes that emerged from the ten virtual case studies can be found in Chapter 3.

### Case Study Phases

The full case studies involved three phases: i) preparation and planning, including logistical preparations for the country visit and document review; ii) data collection in-country from January to March 2015, and iii) data analysis and writing of the case study report. Data collection was conducted by teams of international and local consultants.

### Sources of data and methods for data collection

The sources of data (people and documents) and methods of data collection are outlined below.

**Stakeholder interviews:** During the field missions, the evaluation teams conducted individual and small group interviews with GPE stakeholders. In addition, telephone interviews were conducted with GPE Secretariat staff members and former SE and CA representatives. In total, for the eight in-country field visits, the evaluation teams spoke with 321 individuals. The list of persons consulted can be found at the end of each case study in Appendix 1.

**Document review:** The evaluation teams reviewed relevant documents on the history and evolution of the countries' involvement in the GPE. A list of documents reviewed and websites consulted is included at the end of each case study, in Appendix 2.

#### Stakeholders consulted (in-country field visits)

Government representatives: 157  
 Supervising Entity (SE) and Coordinating Agency (CA): 34  
 Civil society: 71  
 Development Partners: 52  
 Private sector: 6  
 GPE Secretariat: 11

### Data Analysis

Key methods of data analysis were descriptive and content analysis, both involving triangulation of various data sources and methods of data collection. Content analysis was structured by the questions and indicators in the evaluation matrix.

### Limitations and mitigation strategies

The team encountered a number of limitations. Some of these limitations are described below while other, country-specific limitations are noted in the corresponding case studies. While the first limitation did not negatively affect data collection, other limitations (such as the lack of data on additionality) had an impact on the level of insight that the evaluation team was able to elicit from available documents and stakeholder interviews.

<sup>2</sup> Terms of Reference, Independent Evaluation of the Global Partnership for Education, page 2.

**Exhibit 1.1 Limitations and mitigation strategies**

Limitation	Mitigation Strategy
A few countries (DRC, Tanzania, Zimbabwe) only joined the GPE after 2010, which did not allow the evaluation team to compare the evolution of the GPE's contributions in these countries pre and post 2010.	Where relevant and feasible, the evaluation team used the 2010 evaluation of the Fast Track Initiative (FTI) as a point of reference to explore whether key types of areas for improvement noted in that evaluation appeared to apply to these countries today.  Also, the evaluation explored whether and how the current functioning of the GPE in these countries reflects (or is likely to reflect) any of the changes made to the GPE governance, management, and priorities after 2010.
Limited quantifiable information was available on the question of additionality.	This limitation was reported for multiple case studies. Various strategies noted below were adopted to mitigate this lack of data on additionality.  <b>Mitigation strategy for Vietnam:</b> Various interviews shed light on the broad changes in the financial landscape; this was triangulated with secondary data where possible to infer issues of additionality.  <b>Mitigation strategy for Tanzania:</b> The local consultant contacted the Ministry of Finance after the site visit and elicited a brief written response to selected evaluation questions on the issue of additionality.  <b>Mitigation strategy for Zimbabwe:</b> The team was able to obtain national documents such as the 2014 and 2015 national budgets. These documents were triangulated with the stakeholder perceptions to develop an understanding of GPE's likely role in mobilizing additional funds.  <b>Mitigation strategy for DRC:</b> The team utilized publically available budget information to verify stakeholder perceptions regarding the additionality of GPE funding.

**1.3 Structure of each full case study report**

Section 1 of each case study provides the basis for selection of the country and sources of data and methods for data collection. Section 2 provides relevant contextual information on the country's education sector. Section 3 summarizes key evaluation findings on the GPE's effectiveness in terms of:

- GPE contributions to strengthening national capacity to formulate and implement education sector policy
- GPE country level governance and management
- Synergies with GPE at the global level
- GPE effects on availability and use of resources for the education sector.

Finally, Section 4 provides observations on the linkages between GPE reforms that have taken place since 2010 and the country-specific findings.

**Exhibit 1.2 Country Case Study Review Framework**

The review framework below was used to guide both in-country and virtual case studies. Data sources in red indicate information that was made available through another line of inquiry of the evaluation. Data sources in black were pursued as part of the in-country and virtual site visits.

Evaluation question	Country level sub-questions	Indicative indicators	Data sources
Context			
What are the key developments in the country’s political, social, and economical (including donor) contexts since 2010 that are relevant for the education sector?	<p>What developments are positively influencing the enabling environment for education? How?</p> <p>What developments are negatively influencing the enabling environment? How?</p>	Types of changes	<p><b>Documents and websites:</b> E.g. country funding proposals to GPE that mention national context; national strategic documents (e.g. Education Sector Reviews; ESP, education programs; information available on the internet, PRSPs and similar documents); external reviews and reports about country X’s context</p> <p><b>People:</b> Selected national stakeholders (government, CSO, teachers, donors)</p>
What is the country’s history within the GPE?	<p>If applicable, what types of support has the country received through the FTI before 2010?</p> <p>Since 2010, what has been the nature of the country’s involvement with the GPE/types of support received through the GPE?</p> <ul style="list-style-type: none"> <li>• Has the country applied for, received approval for, or implemented one or more <b>GPE grants</b>? If yes, what types of grants?</li> <li>• What types of technical assistance has the country received from GPE, and how?</li> </ul>	<p>Date when country became FTI/GPE member</p> <p>Number and types of grants applied for, approved, received, implemented and related dates</p> <p>Key partners (including government actors, coordinating, managing/Managing Entity)</p>	<p><b>Documents:</b> Funding proposals, ESPs</p>
GPE relevance, effectiveness, and efficiency at the country level			
<b>Overarching question:</b> To what extent have organizational changes within the GPE since 2010 contributed to improvements in country capacity to formulate, implement and monitor education sector policies?			

Evaluation question	Country level sub-questions	Indicative indicators	Data sources
<p>Since 2010, what evidence exists of positive changes to national capacity to formulate, implement and monitor education sector policies?</p>	<p>Are education sector plans, joint sector reviews and other related processes becoming more relevant and participatory, of higher quality or more transparent? If so, how?</p> <p>How are the quantity and quality of country efforts made to monitor and report upon education program implementation improving?</p>	<p>Self-reported improvements by national LEGs regarding relevancy, quality and transparency of education sector plans, joint sector reviews, and other processes</p> <p>Augmentation in the quality and quantity of country efforts to monitor and report on education program implementation</p> <p>GPE ratings of ESP quality</p> <p>Achieved implementation of (elements of) education sector plans</p>	<p><b>Documents:</b> Education Sector Reviews (JSRs), funding proposals to GPE; reports to GPE; other docs illustrating changes in education sector/system,</p> <p><b>People:</b> National stakeholders - government, LGE members, other education experts/stakeholders</p> <p><b>Observations:</b> for in-county site visits: observations of, for example, LEG meetings if feasible</p> <p><b>59 country desk review</b> (referencing forthcoming GPE ESP quality review).</p>
<p>How relevant and effective is GPE's <b>financial assistance</b> (grants) in view of strengthening national capacity?</p>	<p>To what extent are processes/outputs that are facilitated through GPE grants aligned with existing national priorities and plans?</p> <p>How aligned are the GPE's available resources and the country's basic education needs and priorities?</p> <p>Has the amount of indicatively allocated GPE financial resources influenced the country's planning for basic education?</p>	<p>Alignment of GPE supported efforts with broader national development plans (e.g. PRSP)</p> <p>Alignment of GPE funds with existing national basic education needs</p> <p>Influence of GPE allocations on scope or foci of country plans</p>	<p><b>Documents:</b> Grant applications, Joint Sector Reviews, ESP appraisals, etc.</p> <p><b>People:</b> government, LEG members, (other) donors,</p> <p><b>Additionality review</b></p> <p><b>59 Country desk review (breakdown of financing by GPE priority)</b></p>
<p>How relevant and effective is GPE supported <b>technical support</b> in view of strengthening national capacity?</p>	<p>How relevant is GPE-supported technical support (through ME/SE or Secretariat) in view of existing national capacity, needs and priorities?</p> <p>What effect is GPE technical support having on the speed and quality of processes and/or on resulting outputs in relation to (as applicable):</p>	<p>GPE technical support fills existing capacity gaps in addressing national priorities</p> <p>Changes to quantity or quality of Secretariat</p>	<p><b>Documents:</b> Education program proposals/implementation documents; documents providing information on process of developing ESP or other outputs; available country process guidance tools developed by the GPE Secretariat;</p>

Evaluation question	Country level sub-questions	Indicative indicators	Data sources
	<ul style="list-style-type: none"> <li>• Education sector plan development and appraisal</li> <li>• Education program development</li> <li>• Education program implementation and monitoring</li> </ul> <p>During the period under review, has the country received more/different types of <b>technical support</b> from GPE than before 2010? If yes, with what effects?</p>	<p>technical support, including available guidance/tools (e.g. on grant applications; development of concept papers)</p> <p>Effects of GPE technical support.</p> <p>Changes in effects of technical support since 2010.</p> <p>Extent to which ESPs and Education Programs explicitly address EFA goals &amp; GPE strategic priorities.</p>	<p>ME/SE reports</p> <p><b>People:</b> government, LEG members, (other) donors</p> <p><b>59 country desk review</b></p> <p><b>Rapid organizational review</b> (providing information on technical assistance provided by Secretariat)</p>
<p>How are GPE <b>partnership and coordination activities</b> at the country level affecting the development, implementation, or monitoring of education sector policies?</p>	<p>To what extent and how is GPE support for LEGs affecting <b>LEG functioning and contributions</b>?</p> <p>To what extent is GPE support (through CSEF or other) ensuring/improving <b>CSO participation and contributions</b>?</p> <p>To what extent is GPE support ensuring/improving <b>Donor coordination and alignment of aid</b>?</p> <p>To what extent is GPE support affecting other principles of <b>aid effectiveness</b>, including country ownership?</p>	<p>Evidence of GPE partnership &amp; coordination activities influencing:</p> <ul style="list-style-type: none"> <li>• Transparency, participatory nature, effectiveness of education policy processes</li> <li>• CSO participation and contributions to education policy processes</li> <li>• Donor coordination and alignment of aid</li> <li>• Application of other aid effectiveness principles, including country ownership</li> </ul>	<p><b>People:</b> government, LEG members, (other) donors</p> <p><b>Observations</b> during site visit</p> <p><b>Documents:</b> e.g. on LEG composition; meeting notes of LEG and government meetings; Joint Sector Reviews; information on role of GPE supported processes versus other donor-funded activities</p> <p><b>Review of GRA and CSEF</b></p>

Evaluation question	Country level sub-questions	Indicative indicators	Data sources
<p>What effects (or <b>additionality</b>) is GPE having on <b>flows of funding</b> for education in this country?</p>	<p>What influence has the GPE had on changes (including substitution) to the amount of basic and total education funding from domestic and international sources (national government, bilaterals, multi-laterals, private sector and civil society) through and outside the GPE?</p> <p>What influence has the GPE had on where the GPE and non-GPE funding has been allocated and spent in terms of sub-sector and education issues?</p> <p>To what extent has the GPE influenced adherence to principles of aid effectiveness and the duration, predictability and sustainability of financial resources?</p>	<p>Change in:</p> <ul style="list-style-type: none"> <li>• Amount of financial resources pledged, received and disbursed through GPE and outside of the GPE for basic education and total education</li> <li>• Allocation of GPE resources committed, received and disbursed to GPE channels and modalities</li> <li>• Allocation of GPE and non-GPE funding to sub-sectors and education issues that align with the GPE strategic objectives and priorities</li> </ul> <p>Evidence of:</p> <ul style="list-style-type: none"> <li>• GPE supporting country level partners to mobilize funds for their priority sub-sectors</li> <li>• GPE promoting adherence to aid effectiveness principles</li> </ul>	<p><b>Additionality review</b></p> <p><b>59 country desk review</b></p> <p><b>Documents:</b> JSR; ESP; GPE grant applications and financial data; LEG agendas and minutes; Education sector budgets, finance data and reports; Donor financing strategies, plans and financial accounts; Reviews or monitoring of aid effectiveness</p> <p><b>People:</b> Ministry of Education, Ministry of Finance and Ministry of Planning staff; GPE partner staff; Local Education Group Lead and other representatives; key education donors</p>
<p>What factors <b>other than GPE</b> support are influencing country capacity to formulate, implement and monitor education sector policies?</p>	<p>What other factors are <b>positively</b> influencing changes in national capacity during the period under review?</p> <p>What other factors are <b>negatively</b> influencing this capacity?</p>	<p>Evidence of influences other than GPE that are positively or negatively affecting progress in the education sector since 2010.</p>	<p><b>Documents:</b> ESR, other reports (e.g. reports of other donors not involved in GPE)</p> <p><b>People:</b> government LEG members, other donors, representatives of other education initiatives active in the country</p>

Evaluation question	Country level sub-questions	Indicative indicators	Data sources
			<b>Rapid organizational review</b>
<b>GPE Management and Operations (country level)</b>			
To what extent do changes to the scope and configuration of GPE activities have implications for this country?	<p>In this country, what are implications of the fact that GPE focuses on some, but not all EFA goals, and specific sub-sectors/issues?</p> <p>What are implications of decisions on when and why GPE provides technical and/or financial support?</p> <p>What are implications of the decision to broaden GPE's reach/eligibility to include fragile and conflict affected states?</p> <p>If the country has previously received funding through the Catalytic Fund, how, if at all, is it affected by the phasing out of this Fund/establishing a single fund with three funding windows (EPDG, PDG, PIG)?</p> <p>How transparent and appropriate are the application and selection/approval mechanisms for the new types of GPE grants?</p>	<p>Evidence of positive or negative effects of changes to types/amounts and relevance of support available from the GPE.</p> <p>Extent to which national stakeholders experience grant application, selection and approval mechanisms as transparent and appropriate.</p>	<p><b>Documents:</b> ESP, Education Program Documents (proposals, implementation reports), joint sector reviews</p> <p><b>People:</b> government, LEG members, other donors</p> <p><b>59 country desk review</b></p> <p><b>Rapid organizational Review (for information on rationale for and envisaged benefits of key changes made)</b></p>
How effective and efficient have the coordinating, supervising and managing entities become in carrying out their role, and with what effects?	<p>What have been strengths and weaknesses of the performance of coordinating, supervising, managing entities in this country in view of:</p> <p>Coordinating agency</p> <ul style="list-style-type: none"> <li>• Act as communication link between the GPE Secretariat and partners at the country level?</li> <li>• Foster and furthering the relationship between DPG and national government, and promoting inclusion of NGOs in work of LEG</li> <li>• Lead, facilitate work of DPG</li> <li>• Facilitate timely and efficient disbursement of funds for education sector plan implementation</li> <li>• Report on progress of ESP implementation</li> </ul> <p>Managing and Managing Entity</p>	<p>Contributions of the coordinating, supervising or managing entity to education policy processes according to their respective terms of reference.</p> <p>Strengths and weaknesses of the C/S/M entity in view of extent and quality of technical support, responsiveness, timeliness</p> <p>Extent to which the CA and ME/SE act in harmony to achieve national goals</p>	<p><b>Documents</b> (e.g. internal or public reports capturing contributions of the coordinating, managing or Managing Entity); Files providing information on processing times of C/S/M entities</p> <p><b>People</b> (C/S/M entity representatives, LEG members, national governments, other national stakeholders)</p>

Evaluation question	Country level sub-questions	Indicative indicators	Data sources
	<ul style="list-style-type: none"> <li>• Support grant application processes</li> <li>• Enter in a trustee arrangement with the World Bank</li> <li>• Carry out fiduciary responsibilities</li> <li>• Support and monitor program implementation and monitoring</li> <li>• Reporting</li> <li>• Facilitate grant revisions</li> </ul> <p>During the period under review, has the country experienced a change (or first time appointment) of a coordinating, supervising or managing entity?</p> <p>What have been strengths and weaknesses of related selection processes?</p>	<p>Extent to which entity selection has been transparent and appropriate</p>	
<p>How effectively is the GPE/ are GPE partners in the country addressing emerging challenges?</p>	<p>How effectively is GPE (are GPE partners) addressing challenges related to</p> <ul style="list-style-type: none"> <li>• Financial issues (e.g. grant approval or disbursement, appropriateness of grant amounts)</li> <li>• Financial or human capacity</li> <li>• Partner relations</li> </ul>	<p>Availability of GPE operational and management policies, standards and guidelines to address challenges</p> <p>GPE (partners) are effectively applying existing standards/mechanisms to address challenges</p>	<p><b>Documents:</b> Explicit; any relevant document providing information on challenges faced and measures taken</p> <p><b>People:</b> government, LEG members</p> <p><b>Rapid organizational review (providing information on existing GPE guidelines or tools on how to address challenges)</b></p>
<p>Synergies with GPE at the global level</p>			
<p>To what extent and how are GPE <b>global level achievements</b> affecting change processes at the country level?</p>	<p>Are national stakeholders aware of or have participated in global discussions e.g. about common education objectives and metrics? With what effects?</p> <p>What, if any, examples exist of country stakeholders having benefited from or contributed to exchange/learning among global stakeholders as regards education sector improvements? How have related insights/participation influenced (or are likely</p>	<p>National stakeholders are aware of the outputs/messages generated in GPE supported/facilitated global events.</p> <p>National stakeholders are participating in such</p>	<p><b>Documents:</b> reports/publications contributed to/written or published by national stakeholders</p> <p><b>People:</b> government, LEG members, other donors</p> <p><b>Review of GRA and CSEF (providing information on participants)</b></p>

Evaluation question	Country level sub-questions	Indicative indicators	Data sources
	<p>to influence) change in their country?</p> <p>Do national stakeholders see evidence in their country of strengthened awareness and consensus on education as a key strategy for the health, wealth and stability of nations?</p> <p>Is there a sense that there is global consensus and buy-in on principles of collaboration and participation, and norms and standards for education policy processes?</p>	<p>events.</p> <p>Global level GPE interventions/achievements influence country level actors and/or processes and discourse</p>	<p>in/contributors to GPE global activities)</p>
<p>Conclusions, lessons learned, and implications for the overall evaluation</p>			
<p>What, if any, lessons emerge from the experience of GPE programming/support to this country?</p>	<p>Lessons on:</p> <ul style="list-style-type: none"> <li>• the role/contributions of the GPE Secretariat and GPE fund</li> <li>• the role/contributions of the wider matrix of GPE partners</li> <li>• the effects of GPE organizational changes since 2010</li> <li>• key factors having supported or hindered progress in the education sector in this country</li> <li>• synergies between GPE at global, regional and national level</li> <li>• the availability of baseline and progress data on GPE contributions (in view of future impact evaluation)</li> <li>• other</li> </ul>	<p>NA</p>	<p>All of the above</p>
<p>What, if any, implications for the overall evaluation derive from this country case?</p>	<p>What key issues emerge, which need to be checked/compared with findings deriving from other country reviews including the virtual site visits?</p>	<p>NA</p>	<p>All of the above</p>

## **Chapter 2. Country Case Studies**



## **Country Case Study - Tanzania**

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## Acronyms

<b>3Rs</b>	Reading, writing and arithmetic
<b>ANFED</b>	Adult and Non Formal Education Development Programme
<b>BRN</b>	Big Results Now initiative
<b>CA</b>	Coordinating Agency
<b>CIDA</b>	Canadian International Development Agency
<b>CSO</b>	Civil society organization
<b>CST</b>	Country Support Team
<b>DFATD</b>	Department of Foreign Affairs, Trade and Development (Canada)
<b>DFID</b>	Department for International Development (UK)
<b>DP</b>	Development partner
<b>DPG</b>	Development Partners Group
<b>DPP</b>	Department of Policy and Planning (Ministry of Education)
<b>CSEF</b>	Civil Society Education Fund
<b>ECD</b>	Early Childhood Development
<b>EFA</b>	Education for All
<b>EPDG</b>	Education plan development grant
<b>ESDC</b>	Education Sector Development Committee
<b>ESDP</b>	Education Sector Development Plan
<b>FTI</b>	Fast Track Initiative
<b>GBS</b>	General Budget Support
<b>GoT</b>	Government of Tanzania
<b>GPE</b>	Global Partnership for Education
<b>GRA</b>	Global and Regional Activities fund
<b>JSR</b>	Joint Sector Reviews
<b>LANES</b>	Literacy and Numeracy Education Support programme
<b>LEG</b>	Local education group
<b>M&amp;E</b>	Monitoring and evaluation
<b>MCDGC</b>	Ministry of Community Development, Gender and Children
<b>MoEVT</b>	Ministry of Education and Vocational Training
<b>MoF</b>	Ministry of Finance
<b>OECD-DAC</b>	Organisation for Economic Co-operation and Development – Development Assistance Committee

## Acronyms

<b>P4R</b>	Program For Results
<b>PEDP</b>	Tanzanian Primary Education Development Programme
<b>PDG</b>	Program development grant
<b>PIG</b>	Program implementation grant
<b>PMO-RALG</b>	Prime Ministers' Office – Regional Administration and Local Government
<b>QAR</b>	Quality Assurance Reviews
<b>SE</b>	Supervising Entity
<b>SIDA</b>	Swedish International Development Agency
<b>TEN/MET</b>	Tanzania Education Network/Mtandao wa Elimu Tanzania
<b>TIE</b>	Tanzania Institute of Education
<b>TOR</b>	Terms of reference
<b>UIS</b>	UNESCO Institute for Statistics
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children's Fund
<b>USAID</b>	United States Agency for International Development
<b>ZEDP</b>	Zanzibar Education Development Plan
<b>ZESC</b>	Zanzibar Education Sector Committee

## 1 Introduction

### 1.1 Basis for Selection of Tanzania

Tanzania was selected for a case study based on the following criteria: It is an African low-income country, not a fragile state; it was a late GPE joiner (post-2010); it has a Supervising Entity that is not the World Bank; and it was not included as a case study in the 2010 Evaluation of the FTI.

The Tanzania case study focuses on the period 2010 to February 2015, with emphasis on developments since Tanzania pursued and obtained GPE membership in March 2013.<sup>3</sup> The case study also reflects on why the country did not pursue FTI/GPE membership earlier.

### 1.2 Case Study Methodology

#### Sources of data and methods for data collection

The sources of data (people and documents) and methods of data collection are outlined below.

**Stakeholder interviews:** During the field mission to Tanzania the evaluation team conducted individual and small group interviews with GPE stakeholders. In addition, telephone interviews were conducted with GPE Secretariat staff members and one former SE representative. In total, the evaluation team spoke with 53 individuals as shown in the sidebar. Of these, 36 were located in Tanzania (Mainland), 14 in Zanzibar, and 3 globally. The list of persons consulted can be found in Appendix 1.

**Document review:** The evaluation team reviewed relevant documents on the history and evolution of Tanzania's involvement in the Partnership. A list of documents reviewed and websites consulted is included in Appendix 2.

#### Stakeholders consulted

Ministry of Education and Vocational Training (MoEVT): 22  
 Ministry of Finance (MoF): 6  
 Other government: 6  
 Supervising Entity (SE) and Coordinating Agency (CA): 7  
 Civil society: 4  
 Development Partners: 3  
 Private sector: 3  
 GPE Secretariat: 2

<sup>3</sup>The Education Sector Development Program (ESDP) for 2008-2016 was initially endorsed in 2008, but Tanzania did not join the Global Partnership at that time. The ESDP was then re-endorsed by the Development Partners for the purpose of allowing Tanzania to join the GPE. (Source: LANES Program Document)

## 2 Context

### 2.1 National Context

A low income country with a population of 49.25 million, the United Republic of Tanzania is comprised of two former sovereign states, Tanzania Mainland and Zanzibar,<sup>4</sup> which formed a Union Government in 1964. Since 2010, Tanzania has enjoyed strong economic growth, bolstered by recent discoveries of considerable natural gas reserves. At the same time, the country continues to experience high levels of poverty and resource asymmetries.

### 2.2 The Education Sector in Tanzania Mainland and Zanzibar

#### Government structure

The Tanzanian Union Government has full responsibility for the higher education sub-sector. All other education matters fall under state responsibility.

In Tanzania Mainland responsibilities for the education sector are shared between three ministries as shown in the sidebar. While local government authorities under the Prime Ministers' Office – Regional Administration and Local Government (PMO RALG) are responsible for implementing pre-primary, primary and secondary education, functions such as education standards and teacher training have remained under the Ministry of Education and Vocational Training (MoEVT). In Zanzibar, education falls solely under the MoEVT

#### Education sector government stakeholders in Tanzania Mainland<sup>5</sup>

Ministry of Education and Vocational Training (MoEVT): Designs education policy, sets standards, provides regulations and guidelines, oversees monitoring of education sector data, undertakes educational research and planning and oversees the training of teachers

Prime Ministers' Office – Regional Administration and Local Government (PMO RALG): Coordinates and supervises implementation of pre-primary, primary and secondary education program; and recruits teachers

Ministry of Community Development, Gender and Children (MCDGC): Formulates policy and facilitates Folk Education (technical skills and adult knowledge, skills and abilities) as well as formulating policy on Early Childhood Development (ECD)

In addition, the Tanzania Institute of Education (TIE) – a parastatal organization under MoEVT - is responsible for developing the national curriculum and related teaching and learning materials.

The TIE and the main offices of the MoEVT and MCDGC are located in Dar es Salaam, while the PMO-RALG is headquartered in Dodoma.

#### Policy Frameworks

In Mainland Tanzania, the Education Sector Development Plan (ESDP) for 2008-2016<sup>6</sup> focuses on improving the quality of basic education, ensuring equitable access to quality education, and

<sup>4</sup> Zanzibar is part of the United Republic of Tanzania, but is semi-autonomous. It has its own Government, a legislative assembly known as the House of Representatives, the Executive, headed by the President of Zanzibar and its own Judicial System. Zanzibar is divided into five administrative regions (three in Unguja and two in Pemba), 10 districts, two in each region, 50 constituencies and 296 shehias. (Source: Zanzibar ESP 2008-2016, p. 12)

<sup>5</sup> Tanzania Education Sector Performance Report 2012-2013

<sup>6</sup> first adopted in 1997 and revised in 2008

training teachers. It is being operationalized through seven individually costed sub-sector action plans and related programs.<sup>7</sup>

Other important frameworks capturing (sub)sector priorities are the Education Reform Compact (ERC) agreed upon between the government of Tanzania and eight key donors in 2012, which notes the shared intent to improve learning outcomes, particularly in basic education and for disadvantaged groups. In 2013, as part of Tanzania's effort to transition from a low to a middle-income economy, the President of Tanzania launched the Big Results Now (BRN) initiative that pushes – amongst other changes in various sectors - for fast and tangible improvements in learning outcomes at primary and lower-secondary levels.<sup>8</sup>

In Zanzibar, the Zanzibar Education Development Program (ZEDP) for the years 2008-2016 is building on the state's overarching "Vision 2020" poverty reduction policy document (2000). The ZEDP, which constitutes the first sector-wide education strategy for Zanzibar, focuses on ensuring increased and more equitable access to education; as well as on improved relevance and quality of education throughout the sector.

### Key education sector developments

Tanzania's education sector has progressed in recent years especially in terms of access to education. The percentage of out-of-school children decreased from 27% in 2002 to 2% in 2012, and the primary completion rate increased from 59% in 2002 to 81% in 2012. Tanzania has reached gender parity with boys and girls enrolling at the same pace in primary schools,<sup>9</sup> and the pupil teacher ratio in primary education decreased from 53.7 pupils per teacher in 2009 to 43.4 pupils per teacher in 2013.<sup>10</sup>

At the same time, since around 2012 there have been growing concerns about education quality and poor learning outcomes. In 2012, only 30.7% of those who sat for Primary School Leaving Examinations (PSLE) passed, down from 58.3% in 2011. The Uwezo student assessments (2012) and 3R<sup>11</sup> assessment (2014) showed that the majority of students struggle with basic reading, writing and arithmetic.<sup>12</sup> The Education Reform Compact, the BRN, as well as the current GPE-funded Literacy and Numeracy Education Support (LANES) programme (see below) have been responses to these shortcomings.

Available UNESCO Institute for Statistics (UIS) information does not provide separate data for Zanzibar, but addresses Tanzania overall. However, as indicated in the GPE Zanzibar project document (March 2013), the state has been facing similar issues around education quality as

<sup>7</sup> 1) Primary Education Development Programme; 2) Secondary Education Development Programme; 3) Teacher Development and Management Strategy; 4) Folk Education Development Programme; 5) Adult Education and Non-formal Education Strategy; 6) Higher Education Development Programme; and 7) Technical and Vocational Education Development Programme.

<sup>8</sup> For more information on the BRN see, for example: <http://www.pmoralg.go.tz/quick-menu/brn/>

<sup>9</sup> According to the UNESCO Institute for Statistics, in 2012, 4,160,892 girls and 4,086,280 boys were enrolled in primary schools in Tanzania.

<sup>10</sup> Source: World Bank Data base

<sup>11</sup> Reading, writing and arithmetic

<sup>12</sup> World Bank, Draft Tanzania Big Results Now program document, 2014, p.12. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDS/IB/2014/06/24/000333037\\_20140624114822/Rendred/PDF/845450PJPR0P14010Box385244B000U0090.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDS/IB/2014/06/24/000333037_20140624114822/Rendred/PDF/845450PJPR0P14010Box385244B000U0090.pdf) The 2013 Uwezo report noted, for example, that 47% of students in the final primary year could not read basic English stories; 26% could not read basic Kiswahili stories; and 11% could not perform simple multiplications. Source: Tanzania Education Sector Performance Report 2012-2013, "Overall Performance", p.6

indicated by low primary school examination pass rates.<sup>13</sup> In addition, some districts suffer from high pupil-teacher ratio and high pupil-classroom ratios in some districts, and there is a shortage of qualified teachers at all levels, particularly for mathematics and science.<sup>14</sup>

Information on the evolution of donor support to the education sector in Tanzania is provided in section 3.2 below.

## 2.3 The Global Partnership for Education in Tanzania

### Tanzania and the FTI/GPE prior to 2010

Tanzania was among the 18 countries that, as early as 2002 when the FTI was launched, were deemed eligible for FTI support. While the union and state governments had repeatedly expressed interest in actively joining the FTI, and made preliminary steps to prepare an application (once around 2003 and then again in 2007/08), the country did not seriously pursue FTI/GPE membership or financial support until 2012.<sup>15</sup> Document review and stakeholder consultations indicate that this was due to a number of reasons.

- For almost the first decade of the FTI's existence, key government stakeholders in Tanzania were unclear about the nature of the initiative and the financial support available through the FTI/GPE. Common misperceptions were that the FTI/GPE was merely another World Bank program, and that available funding constituted a loan rather than a grant.
- Through most of the first decade of the new millennium, both the Tanzanian Primary Education Development Programme (PEDP)<sup>16</sup> and the sector overall were supported by a large number of development partners using various modalities, including increased General Budget Support (GBS) and Sector Budget support. In light of the considerable and (at the time) predictable sector funding and related sector dialogue structure, government representatives as well as some development partners (DPs) were unsure what, if anything, the FTI could or would add. In addition, in comparison to the then available funding sources and amounts, undergoing the (perceived) FTI/GPE application process was deemed to be cumbersome.

Starting in 2011/12, however, the ongoing sector dialogue increasingly indicated differences in the priorities of the Tanzanian government on the one side, and DPs on the other side – many of whom felt that consultation in sector planning and budgeting processes was too limited. At the same time, a previously existing PEDP Common Basket was in the process of winding down, which increasingly led the MoEVT to explore alternative financing options in addition to GBS and sector support.

Enhanced interest in additional sector funding was furthered by the realization that the significantly increased enrollment rates in Tanzanian schools called for additional investments in the sector –at both primary and secondary levels. In 2011, new leadership at the MoEVT (including a new Minister, Deputy Minister, and Commissioner for Education) was open to learning more about funding options under the FTI. Some DPs, under the leadership of the Swedish International Development Agency (SIDA), had for some time tried to raise interest in the Global Partnership

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<sup>13</sup> In 2011, only 56% taking Form II and 6% of students taking the Form IV exam passed with a high enough grade to move on to the next year of schooling. In addition, between 2007 and 2011, there were declining trends in the number of students transitioning from Form II to Form III and from Form IV to Form V. Source: GPE Zanzibar Project Document.

<sup>14</sup> GPE Zanzibar Project Document

<sup>15</sup> See, for example: World Bank (2004); UNESCO (2008); Ministry of Foreign Affairs of Finland (2003); and ActionAid (undated).

<sup>16</sup> Launched in 2001.

among government officials. These efforts experienced a boost when DPs, under the leadership of the Canadian International Development Agency (CIDA)<sup>17</sup> as the chair of the Development Partners Group, initiated a meeting with representatives from the Liberian government, who shared experiences with applying for and obtaining GPE funding. This contributed to clarifying previously held misconceptions about the nature of GPE funding and led the MoEVT (Mainland) to formally request a meeting with the GPE Secretariat.

## **Tanzania and the Global Partnership for Education since 2010**

Following a mission from the GPE Secretariat to Dar es Salaam in May 2012, the Zanzibar and Tanzania Mainland ministries of education agreed to launch the process to jointly join GPE. Tanzania joined the Global Partnership in 2013 following the (re)endorsement of the ESDP II<sup>18</sup> and supporting sub-sector action plans in Mainland, and the appraisal of the ZEDP in Zanzibar.

The indicative allocation for Tanzania of USD 100 million was divided between Mainland Tanzania and Zanzibar using the same needs and performance-based indicators used to divide GPE funding at the global level.<sup>19</sup>

- Mainland Tanzania received a GPE Program Implementation Grant of USD94.8 million for the period 2014 - 2017 to fund the Literacy and Numeracy Education Support (LANES) program which focuses on improving the 3Rs for all children of pre- and primary education age through teacher training, curriculum development and capacity building.
- Zanzibar received a grant of USD 5.2 million for the period 2013-2016 to help improve the quality of basic education through training teachers and providing learning materials, and for building safe and inclusive school environments.<sup>20</sup>

Sweden is the Supervising Entity (SE) for both grants. The current coordinating agency (CA) for Tanzania Mainland is the United Kingdom Department for International Development (DfID), and the CA for Zanzibar is UNICEF.<sup>21</sup>

In Mainland Tanzania the chosen financing modality for the GPE grant is ring-fenced sector support in which funds are passed through the government exchequer system in a specific account for targeted activities. The program works through the existing education sector governance and dialogue structures, and the Director of Policy and Planning of the MOEVT is in charge of the day-to-day management of the program.<sup>22</sup>

In Zanzibar, stakeholders selected ring-fenced program support as the preferred funding modality for the GPE grant. This modality, rather than sector support, was chosen in the hope that it would

<sup>17</sup> Now part of the Canadian Department for Foreign Affairs, Trade and Development (DFATD)

<sup>18</sup> The programme had originally been endorsed in 2008.

<sup>19</sup> According to GPE policy on division of allocations in federal states, "Ultimately it is the country and not the Secretariat that determines whether to accept the division calculated by the Secretariat or to agree on an alternative division." ("Guidance on Division of Indicative Allocations for Program Implementation Grants in Federal States", 2013, p.3). In other words, states are free to decide how allocations are to be divided internally. In Tanzania, the LEG agreed to use GPE criteria for allocations at the global level to divide indicative allocations between Mainland Tanzania and Zanzibar. Interviewed government stakeholders in Zanzibar are less happy with the resulting division of funds than those in Mainland Tanzania, and are advocating for a review of the internal allocation criteria in the event that Tanzania receives a second PIG.

<sup>20</sup> Source: GPE Website - <http://www.globalpartnership.org/country/tanzania>

<sup>21</sup> From November 2010 – December 2012 (period when Canada was the Chair of the Education Group) the CA for Mainland was CIDA, and UNESCO for Zanzibar

<sup>22</sup> According to GPE development partners, "the choice of 'ring-fenced' support to the LANES program is deliberate and intended to optimize direct results on education quality improvements." Final Readiness Report for Tanzania, p. 3-5

reduce risk given low levels of financial management capacity within the Ministry of Education; and that it would provide opportunities for Ministry staff to develop M&E and project management capacities given that GPE could function as a sort of sub-program under the broader ZEDP.

A first tranche of USD 28.4 million was disbursed to Mainland Tanzania in the last quarter of 2014 and USD 2.5 million to Zanzibar in 2013.

**Exhibit 1.3 GPE Program Implementation Grants to Tanzania**

Program Implementation Grant	Supervising Entity	Fund Status as of 09/30/2014	Grant Approval Date	Grant Agreement and/or Start Date	Closing Date	Grant Amount (in USD)
1 (Mainland)	SIDA	Active	11/19/2013	7/1/2014	6/30/2017	94,800,000
2 (Zanzibar)	SIDA	Active	5/21/2013	8/1/2013	8/1/2016	5,200,000
<b>Total</b>						<b>100,000,000</b>

**Exhibit 1.4 GPE Disbursements and Aid to Basic Education (millions, constant 2012 USD)**

	2007	2008	2009	2010	2011	2012	2013	2014
Program Implementation Grant 1								28.4
Program Implementation Grant 2							2.5	0
Total GPE Disbursement							2.5	28.4
Aid to basic education	119	79.5	154.3	136.2	58.0	120.7	117.7	NA
GPE as % of total							2%	NA

### 3 Main Findings and Analyses

#### 3.1 The Global Partnership for Education contributions to strengthening national capacity to formulate and implement education sector policy

##### 3.1.1 The Global Partnership's influence on education sector policy planning

**Finding 1. In Tanzania Mainland, the Partnership has positively influenced short-term sector planning by supporting the formulation of a focused plan for addressing government priorities out of existing but disharmonious policy documents. A broader review and revision of the overall sector policy framework was strongly recommended in the Global Partnership-related appraisal process, and is currently in process, supported by IIEP.**

The 2013 Appraisal of the Tanzania Mainland Education Sector Development Plans endorsed the existing documents as being of acceptable quality, but also raised serious concerns that the different plans were not harmonized and failed to provide a coherent educational planning framework. The report included the strong recommendation to the Government of Tanzania to conduct a thoughtful review of the ESDP in early 2013 and subsequently synchronize and dovetail all sub-sector plans.<sup>24</sup>The LANES program includes funding provisions to conduct this review.<sup>25</sup>In June 2015, the GPE Secretariat indicated that the review was in process with support from UNESCO's IIEP.

On the positive side, however, document review and stakeholder consultations indicate that the process of developing the GPE-funded LANES program led the

As per its program document, 61.5% of the LANES program budget was allocated to improving literacy and numeracy in formal basic education (ages 5-11).<sup>23</sup>

Government of Tanzania (GoT) and education stakeholders to pull together a focused, realistic and resourced 3-year plan for addressing a set of agreed upon basic education priorities with objectives that draw upon three different sub-sector action plans.<sup>26</sup> See also sidebar. In addition, the resulting LANES program constitutes both a concrete plan and funding source for addressing government

<sup>23</sup>An additional 11.5% were allocated for non-formal basic education programs for children aged 9-13. 0.7 % for early childhood development. 5.0% for evidence-based planning and management. 18.9 % for strengthened Capacity and Human Resources for Coordination, Planning and Management, and 2.4 % for LANES program management, coordination and M&E.

<sup>24</sup> Appraisal of the Tanzania Mainland Education Sector Development Plans (February 2013), p.66-67

<sup>25</sup>Draft Terms of Reference for a related consultancy were developed in 2014 and have since undergone various iterations. The latest version of the TOR (January 2015) included significant changes to earlier versions and broadened the scope of the exercise to not only review the current ESDP, but to also develop a new Sector Development Programme (2016-2020) and related sub-sector plans by July 2015. The Development Partners Group has expressed strong concerns, fearing that the process might be rushed and not involve sufficient stakeholder consultations, and that, as a result, the quality of resulting products would be compromised. The DPG also questions whether it is wise to develop a new ESDP before the upcoming elections, and before the anticipated new Education Sector Policy that is currently under development has been shared. In addition, the GPE noted that the proposed development of sub-sector plans might replicate the current issue of an incoherent and fragmented set of separate frameworks.

<sup>26</sup>Primary Education Development Programme (PEDP III), the Adult and Non Formal Education Development Programme (ANFED), and Folk Education Development Programme (FEDP) Action Plan.

priorities under the education component of the BRN, and for translating into action the priorities and principles outlined in the 2012 Education Reform Compact.

In Zanzibar there was no need for the Partnership to pull together fragmented elements of the overall sector policy framework, given that the sector has been guided by a single Education Development Programme (ZEDP 2008/09-2015/16) and related Sector Action Plan (2012/13-2015/16). The GPE-funded program addresses selected government priorities as outlined in these documents. Consulted MoEVT representatives noted, however, that they hoped to obtain future financial support from the Global Partnership to further strengthen the sector policy framework by conducting a thorough review of the current ZEDP and develop a new program for 2016 onwards.

As shown in the table below, there is some (albeit incomplete) alignment between GPE’s strategic objectives and the key priorities described in the current Tanzanian education sector policies.

**Exhibit 1.5 The Global Partnership for Education and Tanzania's education priorities**

GPE Strategic Objectives	Key priorities of the current Tanzania education sector policy (2008-2017)	Key priorities of the current Zanzibar education development program (2008/09-2015/16)
<i>SO1:</i> Fragile and conflict-affected states able to develop and implement their education plans.	N/A	N/A
<i>SO2:</i> All girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment.	<i>Principle # (iii):</i> Access to at least basic levels of education by all persons irrespective of gender, physical disability, or parents’/guardians’ income, social status and geographical origins In addition, operational targets note that: “The fourth prioritised action [with respect to access] will include addressing the primary school access needs of vulnerable groups and the girl child.”	The ZEDP aims to strengthen the MoEVT capacity to implement and monitor effectively programs that promote girls’ education. In addition, the goal of gender equality is strongly articulated in MKUZA and the Education Policy of 2006.
<i>SO3:</i> Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3.	<i>Policy objectives /targets do not specifically refer to this target</i>	ZEDP objectives do not relate directly to this target of improved literacy and numeracy skills by Grade 3, although the objective under Component #11 (Special needs and Inclusive Education) is to “reduce illiteracy among children with special needs and other vulnerable and marginalised groups, by increasing their access to quality education.”

GPE Strategic Objectives	Key priorities of the current Tanzania education sector policy (2008-2017)	Key priorities of the current Zanzibar education development program (2008/09-2015/16)
<p><i>SO4:</i> Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education.</p>	<p><i>Strategic Policy Objectives:</i></p> <p>(iii) The best available teaching talents are recruited, professionally developed and retained;</p> <p>(v) Teachers and other personnel are appraised, rewarded and sanctioned based on merit;</p> <p>(vii) Teachers' status, pay and other incentives are sufficient to motivate high quality performance</p>	<p>One of the ZEDP's main targets is "Relevance and Quality" of its education system, which translates into the following activities:</p> <p>"[...] Teacher upgrading in relation to new curricula; targeted teacher education programs to increase the availability of qualified teacher in areas like mathematics, science and languages and available equipment, textbooks and learning material. The main target is to ensure that all teachers meet the minimum required qualifications at all levels. Another is to ensure qualified teachers are equitably distributed across Zanzibar by employing an improved system for recruitment and an incentive based system for deployment to areas with recruitment problems."</p>
<p><i>SO5:</i> Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education.</p>	<p><i>Policy objectives /targets do not specifically relate to this GPE S.O.</i></p>	<p><i>Program objectives/targets do not specifically relate to this GPE S.O.</i></p>

Sources: Tanzania ESDP 2008-2017, pp. 6-8; Zanzibar Education Development Programme 2008-2016.

### 3.1.2 The Global Partnership's influence on national capacity for education sector policy implementation

**Finding 2. In both Tanzania Mainland and Zanzibar the GPE has strengthened the respective governments' financial capacity to effectively implement existing sector policies. While delays in implementing the Global Partnership's grant in Mainland have raised concerns about the government's implementation readiness and technical capacity, the creation of a dedicated GPE coordination unit in the MoEVT is a promising development.**

In both Tanzania Mainland and Zanzibar the GPE grants constitute a significant financial contribution that allows the governments to implement education (sub)sector priorities for which no funding or insufficient funding had been available.

Beyond this financial contribution, evidence deriving from consultations with government representatives in both jurisdictions indicates that the various processes around preparing the GPE grant application and program document (including the three Quality Assurance Reviews provided by the GPE Secretariat) have also helped to strengthen technical capacity for realistic, results-oriented program planning and monitoring. Consulted individuals within the MoEVT in both Mainland and Zanzibar said that they had acquired relevant knowledge, tools and skills to ensure

effective policy implementation not only within the context of the GPE-funded program. Given the early stages of implementation, especially in Mainland Tanzania, it was not yet possible to verify these self-assessments based on actual performance of the respective ministries.

A third factor relevant to implementation capacity is the degree to which the respective GPE-supported programs are perceived and treated as being owned by the respective governments. Consulted government representatives, development partners and CSO representatives agreed that the GPE-funded programs are seen not as stand-alone donor initiatives, but as integral parts of the respective government's strategy and efforts to address (basic) education sector reform. They noted the following key factors that have contributed to the perceived status of the GPE program:

- The process of developing the GPE grant proposal and program document was largely conducted and led by national stakeholders, i.e. their writing was not simply outsourced to an external consultant or to the Supervising Entity. While the process was at times slow and “painful”, consulted national and international stakeholders widely agreed that it contributed to strong national ownership of the resulting programs in both Mainland and Zanzibar.
- Program priorities addressed through the GPE grants are taken from and aligned with existing national policy documents. While GPE priorities were taken into account, the resulting programs are not considered to have been primarily driven by donor demands or preferences.
- Program implementation is led by the respective government and uses existing country systems and processes, rather than setting up parallel structures or rules (e.g. for procurement).

This latter factor, however, also appears to have contributed to the, until now, slow process of implementing the LANES program and disbursing GPE funds in Mainland Tanzania.<sup>27</sup> This, in turn, has led to development partners expressing concerns about the government's implementation readiness and capacity. Key factors influencing the slow pace of implementation to date are the following:

- **Complex bureaucracy:** Responsibility for implementing the GPE grant in Mainland Tanzania is shared between the MoEVT, PMO RALG, and MCDGC. While the division of roles and responsibilities for LANES implementation between the ministries seemed to be clear, it became apparent in late 2014 that the initial allocation of GPE funds had overlooked some responsibilities. For example, some of the tasks (and related budgets) that had been assigned to the PMO-RALG actually required the involvement of the MoEVT which had not been allocated any budget to carry out these tasks. This initial oversight led to a lengthy process of reviewing initial budget allocations, and initiating the cumbersome process of transferring funds from one ministry to another. Consulted GPE Coordination/Secretariat staff noted, however, that the planning process for the next tranche of the GPE grant will take learning from this experience into account, and enable a smoother process of dividing the budget between the three entities.
- **Delay in establishing a GPE coordination unit in the MoEVT:** While all three ministries have appointed GPE focal points, the creation of a dedicated LANES coordination unit in the MoEVT – while an agreed upon condition for program implementation – was delayed until late 2014. The reasons for this delay are unclear. Consulted government staff and most

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<sup>27</sup> The first tranche of the GPE grant for Mainland Tanzania was released in November 2013, but consulted government representatives and development partners stated that, at the time of the evaluation site visit in January 2015, funds had not yet been expended. The official launch of the GPE-funded LANES program was scheduled to occur in early February 2015.

development partners were hopeful that the creation of the unit will enhance communication and collaboration among the three ministries.<sup>28</sup>

- **Preparatory work:** The delay in disbursing GPE funds was also related to a delay in the development of a solid results framework and action plan for the LANES program, which took longer than expected. It included a review and revision of the curriculum and syllabus for Standard I and II, related teaching and learning materials, and teacher in-service training modules. All DPs, as well as at least three government representatives expressed concerns that this process was rushed due to the growing pressure to progress with LANES implementation, and that the new curriculum and related materials will be implemented without having undergone a thorough field test.

In addition, several government and DP representatives noted that the MoEVT Department for Policy Planning (DPP), where the GPE coordination unit is located, is currently neither highly respected nor influential. This raised concerns over whether the coordination unit will be able to reach and influence senior decision makers in all three ministries, and be able to effectively drive the implementation forward. On the positive side, however, the GPE coordination unit has recently been asked to provide the Minister of Education with weekly updates on the status of LANES implementation, signaling senior level interest and commitment to pushing things along, and indicating that the coordination unit may be able to circumnavigate issues around the DPP's positioning.

Overall, the slow process of GPE grant implementation in Mainland Tanzania to date has raised justified concerns about the government's implementation capacity. At the same time, the evaluation found that recent developments – in particular the establishment of the GPE coordination unit and its rapport with the Minister – give rise to an optimistic outlook.

Evaluation data also indicate that the GPE process is likely to contribute to valuable learning within and between the three ministries that can further strengthen their collaboration for coherent sector policy and program implementation beyond the GPE grant. This potential is indicated, for example, by the efforts to address initial oversights in LANES budget planning as regards the division of funds among the three ministries.

Zanzibar has not faced challenges deriving from a complex sector bureaucracy and program implementation appears to have progressed smoothly and with fewer concerns about the governments' implementation capacity. One LEG member noted, however, that in his view the Department of Policy and Planning (DPP) within the MoEVT lacked a sufficient number of qualified staff, and that, as a consequence, the ministry was very slow in responding to requests or suggestions from LEG members and other stakeholders.

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<sup>28</sup> In addition, SIDA is currently exploring the possibility of providing funding to PMO-RALG to establish a similar coordination unit based in Dodoma.

### 3.1.3 The Global Partnership's influence on (sub)sector coordination<sup>29</sup>

**Finding 3. The Global Partnership funded program has potential to contribute to strengthening government-led coordination of the multiple actors involved in supporting basic education, especially in Tanzania Mainland but also in Zanzibar.**

All consulted government representatives and DPs in Mainland Tanzania who commented on the issue agreed that there is considerable room for improving coordination and collaboration among the actors involved in and supporting the education sector. This is due, at least in part, to the noted increase in DPs providing project-type support to complement previously favoured general and/or sector budget support modalities (see section 3.4 below). Since around 2012 this has led to an increasing trend of DPs seeking individual dialogue with the MoEVT, rather than relying on the Development Partner Group (DPG). This fragmentation has been exacerbated by the absence of a coherent overall sector action plan.

Interviewed MoEVT representatives and DPs indicate that the GPE-funded LANES program is showing considerable potential to pull together different actors involved in supporting pre-primary and early primary education under a shared framework and set of specific shared objectives. For example, a number of DPs have been providing project-based teacher in-service training in different regions of Tanzania, and the MoEVT is exploring with the various funding agencies (DFID, USAID, UNICEF) how to ensure that the content of all future training is aligned with the modules developed as part of the LANES program, while ensuring that together these individual projects and the LANES program cover the whole country.<sup>30</sup> While consulted DPs varied in their assessment of how the process of negotiating this alignment has worked so far,<sup>31</sup> they all agreed that efforts for government-led alignment among different actors is desirable, and that the LANES program has provided both a stimulus and a framework for jointly pursuing more clearly defined and agreed upon progress around the 3Rs.<sup>32</sup>

One factor that appears to contribute to this potential of the LANES program is that the GPE grant constitutes a significant amount of government-implemented resources that allow the GoT to (re)claim the “drivers’ seat” as regards the implementation of agreed upon sub-sector priorities. The potentially integrative role of LANES in view of the (early) primary education sub-sector is further strengthened by its nature as a national program, rather than one that has been designed to focus on selected geographic areas.

In Zanzibar, given the considerably smaller number of DPs that bilaterally support Zanzibar’s basic education sub-sector through (potentially) competing programs or projects, there has been less

<sup>29</sup> Please also see finding 4 on the Local Education Group below, which is relevant to (sub)sector coordination.

<sup>30</sup> Eventually, the MoEVT would like to move away from this geographic distribution that divides the country by donor support, and come to a more integrated approach. It is not yet clear what this will look like or how the MoEVT will pursue this goal.

<sup>31</sup> Different DPs varied in their experiences with and views on the extent to which the MoEVT and other government agencies had been interested in and willing to build upon lessons learned and materials already developed as part of their respective programs. While one stakeholder felt that this had not taken place, two others noted that they had been approached and had shared relevant insights with the MoEVT and/or TIE.

<sup>32</sup>The Big Results Now (BRN) initiative appears to be developing another form of unifying education efforts and stakeholders. The United Kingdom, the World Bank and the Government of Sweden are currently finalizing substantial contributions to the education component of the BRN under the “Program For Results (P4R)”, thereby indicating a re-orientation away from individual project support towards a sector focused approach. The P4R is not duplicating, but complementing the LANES program, i.e. it is addressing sector priorities that are not covered by LANES.

need to enhance coordination among sub-sector actors than has been the case in Tanzania Mainland.

### 3.2 The Global Partnership's Country Level Governance and Management

#### Local Education Group (LEG)

**Finding 4. While Local Education Groups in both jurisdictions played an active role during the Global Partnership for Education grant application and program development, their current role and influence are less clear.**

In both Mainland Tanzania and Zanzibar, established education sector dialogue mechanisms had been in place prior to the country joining the Global Partnership for Education, reflecting Tanzania's long history with programmatic modalities of aid and related review mechanisms. In accordance with GPE guidelines, education stakeholders therefore decided that, rather than creating separate new structures to comply with the GPE requirement for Local Education Groups (LEG), the existing Education Sector Development Committee (ESDC) in Mainland and the Zanzibar Education Sector Committee (ZESC) would assume the LEG role.

Consulted government representatives, development partners, and other stakeholders in both jurisdictions widely agreed that there had been room for improvement in the functioning of the ESDC and ZESC prior to the advent of GPE, and that this need continues to date, especially as regards the frequency and

The **Education Sector Development Committee (ESDC)** is the highest level of several sector dialogue bodies in Mainland Tanzania. It is co -chaired by the Permanent Secretaries from MoEVT and PMO-RALG and brings together the relevant ministries (MOEVT, PMORALG, MOF, and MCDGC) as well as development partners, civil society and private sector actors.

The **Zanzibar Education Sector Committee (ZESC)** is composed similarly, and is tasked with overseeing progress in implementing the ZEDP.

predictability of LEG meetings. In both jurisdictions, while meetings took place frequently and with clear purpose during the time of developing the GPE proposal and program, this appears to have declined since then. Both the ESDC and ZESC are supposed to meet once every quarter, but the ESDC met only once in 2014 (in October) and the last meeting of the ZESC was in July 2014. Several consulted LEG members in Zanzibar felt that due to the infrequent LEG meetings they had effectively been cut off from communication with the MoEVT.

Development partners in Tanzania Mainland unanimously noted that, in their view, the vibrancy and relevance of the existing sector dialogue mechanisms (ESDC and ZESC) had steadily declined since around 2012, due to and along with the growing withdrawal of donors from providing GBS. Consulted DPs agreed that activities around the BRN and the GPE application process had provided a temporary boost to the vibrancy and influence of the LEG, but that this had not continued past the approval of the GPE grant and that the role of the LEG in view of the LANES program is not evident. While MoEVT representatives did not express the same views, they did not offer a strong vision of what they consider the LEG's role or value added.

There is no separate education development partner group in Zanzibar as most DPs (with the exception of UNICEF) are represented in Dar Es Salaam only. This, combined with the infrequent LEG meetings, has meant that there has been little, if any, recent joint dialogue among the donors that support the education sector in Zanzibar. Similar questions regarding the role of the LEG were raised in interviews with government and LEG members in Zanzibar.

**Finding 5. In both jurisdictions, civil society organizations were actively involved in preparing for and planning the GPE-funded program. Despite the intention expressed in the implementation plans to involve CSOs in program implementation, this has not yet been translated into significant action.**

The education sector dialogue bodies in both Mainland and Zanzibar already included representatives of civil society and the private sector.<sup>33</sup> In Tanzania Mainland these groups are also represented in the sub-sector specific Technical Working Groups that are led by the MoEVT. Document review and interviews provided limited information on the quality of CSO and private sector involvement in these forums, and no indication that either have significantly changed due to GPE influence. CSO and private sector representatives were actively engaged in the process of developing the respective GPE proposals and programs (see also sidebar). While two consulted development partners noted that, in their view, CSO involvement had happened and continued to happen largely due to pressure from donors (including similar expectations from the GPE), this view was not expressed by consulted CSO partners themselves.

In both Tanzania Mainland and Zanzibar, the GPE-funded program documents foresee civil society partners playing a role in program implementation:

In Tanzania Mainland, civil society is represented in the LEG by the Tanzania Education Network/Mtandao wa Elimu Tanzania (TEN/MET). The network has been a grantee of the GPE-funded Civil Society Education Fund (CSEF) during both phase I and II of the CSEF. The CSEF has been the network's only funding source, and as such has been crucial for the presence of TEN/MET in existing dialogue structures.

- In Mainland, it is expected that CSOs will be involved in implementation through TEN/MET member organizations leading the establishment of 500 satellite schools in remote areas, and of literacy clubs. However, at the time of writing (February 2015), the MoEVT was in the process of finalizing a Collaboration Agreement with TEN/MET to specify the terms of their partnership. Implementation of the LANES program was only starting.
- In Zanzibar, CSO partners are expected to be involved in implementation of the Madrasa Early Childhood Development Programme led by the Aga Khan Foundation (AKF). While implementation of the GPE-funded program in Zanzibar has been underway for over a year, no funds have yet been released for the AKF to start its work, nor have concrete plans been made for how the government and the AKF will approach the organization's implementation role, and how program implementation can build on the AKF's existing experience and teaching/learning materials.

In both jurisdictions it remains to be seen when and how CSOs will assume their envisaged implementation role. As regards their contributions to monitoring, potential CSO contributions are closely linked to the frequency and relevance of LEG meetings.

<sup>33</sup> Specifically representatives of privately funded schools

## Supervising Entity

**Finding 6. As the Supervising Entity (SE) for the Global Partnership for Education in Tanzania, SIDA provided effective and widely appreciated support in the development of the GPE proposals and program documents. Following GPE grant approval, consulted government stakeholders and development partners have conflicting opinions on the SE’s performance and involvement in the implementation of the GPE grants.**

All consulted stakeholders in Mainland Tanzania and Zanzibar were aware of the role of the Swedish International Development Agency (SIDA) as the GPE supervising entity (SE), and unanimously agreed that this choice was reasonable and appropriate given Sweden’s long standing support for the education sector in Tanzania, in particular its continued engagement in basic education.<sup>34</sup>

Consulted stakeholders acknowledged that SIDA made strong contributions in preparing the GPE proposal and developing the LANES program document. In both Mainland Tanzania and Zanzibar, they noted that the agency encouraged and actively supported education stakeholders in the government and LEGs in developing the documents themselves, rather than outsourcing the work. This was widely seen as having contributed to developing ownership of the resulting products among government and LEG members.

Since the GPE grant was approved, however, development partners and government representatives in both Mainland and Zanzibar have conflicting opinions on SIDA’s performance as the SE. The quotes in the sidebar are indicative of the perceptions of these two groups of stakeholders, discussed below.

“UNICEF and SIDA are supporting a program that is truly country led. SIDA gives frequent support and guidance on a number of topics, and is presently very good at identifying potential areas of improvement and helping to address them.”

(Government representative)

“[The SE] is too hands off, which leads to missed opportunities. They are not a driving force, but just pass responsibility over to the government. This reflects a lack of understanding of the volume of work that is required to make GPE work.”

(Development Partner)

Consulted government representatives expressed appreciation that SE staff had been supportive when and as needed, but that the agency was, overall, taking a hands-off approach that was respectful of the government’s ownership and leadership of GPE programs. This perception reflects the interpretation of the SE role as expressed by consulted SIDA staff members, i.e. that the agency should refrain from directing national partners and focus instead on supporting them in carrying out key tasks and leading relevant processes. Government stakeholders also commended SIDA for its willingness and ability to provide flexible and relevant co-funding to support the implementation of the GPE grants. In Zanzibar, for example, SIDA funded the development of an annual action plan and results framework covering the entire ZEDP, including the GPE-funded components. This tool, as noted by a MoEVT representative, has allowed the DPP to conduct effective and systematic monitoring of GPE-funded activities and other activities related to ZEDP implementation. In Tanzania Mainland, SIDA is currently exploring the possibility of supporting the

<sup>34</sup> In 2012, development partners selected Sweden as Supervising Entity (SE) in Tanzania. At the time, it had just taken on the role of Deputy Chair for the DP education group, and one of the core functions of the Deputy Chair was to take on the role of SE. Canada, the Chair of the DP education group, remained the Coordinating Agency (CA) for GPE in Tanzania. Sweden was seen to be a good candidate for the role of SE as it was able to provide human resources as well as funds as required.

establishment of a GPE coordination unit in the PMO RALG based in Dodoma, and is engaged in supporting civil society organizations.

Consulted development partners (bilateral and multilateral agencies) expressed the desire for SIDA to adopt a more hands-on approach, especially in relation to program implementation in Tanzania Mainland. They suggested that SIDA should put more pressure on the GoT to identify and address bottlenecks slowing down LANES implementation, and take a stronger stand on quality control. The need for more direct involvement from SIDA was noted repeatedly in relation to the LANES Teacher In-service Training that is currently underway in Tanzania Mainland with funding from the GPE grant.

These different perspectives on the nature and extent of the SE's involvement in GPE grant implementation point to differences in underlying philosophies about how aid organizations should be involved in program oversight, based on an assumed trade-off between either: a) focusing on building national capacity and ownership, and in doing so, accepting that progress may be comparatively slow and not necessarily linear; or b) focusing on fast, effective and efficient grant implementation with an emphasis on results.

## Coordinating Agencies

**Finding 7. In Mainland Tanzania and Zanzibar the roles of the respective Coordinating Agencies are not well-understood. This appears to be due to the lack of clarity about the intended functions of the DPG Chair and the CA, rather than the performance of these agencies.**

According to the GPE Charter (2013), the role of the Coordinating Agency (CA) is to:

- a) Serve as the communication link between the government of the developing country partner and the Development Partner Group (DPG) (including the SE or ME) and the Secretariat;
- b) Foster and further develop the relationship between DPG and the developing country partner government, and promote the inclusion of other NGOs in the work of the LEG;
- c) Lead, and otherwise facilitate the DPG in its role of supporting and monitoring the development, endorsement and implementation of the education sector plan;
- d) Facilitate the timely and efficient disbursement of all funds supporting the implementation of the education sector plan;
- e) Report on progress of education sector plan implementation, including on funding commitments and disbursements to the developing country partner, the Board of Directors and the Partnership through the GPE Secretariat.

In Tanzania, there are two GPE Coordinating Agencies (CAs).

- In Mainland Tanzania, Canada (CIDA) was the CA until the end of 2012, when the UK (DfID) took over the role.
- In Zanzibar, UNESCO was the CA until mid-2013, when UNICEF took over the role.

In Mainland Tanzania Canada acted as both the Chair of the Development Partner Group (DPG) and as Coordinating Agency for GPE, from 2011 to the end of 2012. When the UK took on the role of CA in January 2013 it did not wish to also act as DPG chair, and the role was assigned to USAID.<sup>35</sup> Since

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<sup>35</sup> At the time of the site visit the Chair of the DPG was being handed over to another, not yet determined, agency.

then, the division of labour among DPs has been less clear and DPG and government stakeholders widely agree that having a DPG Chair and a separate CA is superfluous and confusing. For example, the DPG chair (USAID) has taken the lead in coordinating Joint Sector Reviews in Tanzania and the CA has not been needed or visible in this regard.

In Zanzibar, consulted government stakeholders and representatives of UNICEF (the CA) noted that the absence of a separate DPG in Zanzibar has limited the CA's ability to play a visible role in facilitating dialogue between the government and DPs. Overall, consulted CA and government representatives indicated that UNICEF has been more visible and highly valued in its role as a development partner supporting basic education than in its function as the CA.

## Support from the Global Partnership for Education Secretariat

**Finding 8. Since Tanzania started the process of joining the Global Partnership in 2012, the GPE Secretariat has provided valued, timely, and relevant technical support to national partners, the SE and the CAs.**

From 2012 to late 2014, the Country Lead responsible for Tanzania within the GPE Secretariat remained the same and was able to support the process of GPE grant application and approval. (At the time of the evaluation site visit a new officer had recently been appointed.)

Feedback on the technical support provided by the GPE Secretariat throughout the process of Tanzania joining GPE in 2012 was unanimously positive.<sup>36</sup> Consulted government, SE and CA representatives in both Mainland and Zanzibar stated that the GPE Country Lead consistently provided valuable insights and suggestions, in particular in the three Quality Assurance Reviews (QAR) conducted during the design of the respective programs. In Tanzania Mainland, the QAR I and II reports resulted in the need for major revisions of the draft application document and thus delayed the submission of the application.<sup>37</sup> While government representatives were not happy about the delay at the time, consulted individuals involved in the process acknowledged that the Secretariat's comments had helped them arrive at a better and more realistic program than would have been the case without them.

Government partners in both jurisdictions described the GPE Secretariat as being available if and as needed, while – appropriately - leaving day to day oversight issues to the Supervising Entity and national stakeholders. Similarly, consulted stakeholders (including DPs and civil society representatives) agreed that GPE guiding documents that they used to prepare the grant proposal and program document had been helpful and clear.

### 3.3 Synergies with the Global Partnership at the Global Level

The evaluation explored the extent to which and how GPE regional and global level activities and achievements affect change processes at the country level. This pertained to both the global GPE governance structure and to GPE activities around global and regional level research, advocacy, and capacity development.

<sup>36</sup>This support started with a familiarization visit by the country lead in May 2012 to explain the requirements of GPE grant application. The Secretariat later provided written feedback through Quality Assurance Review reports 1-3 as well as verbal input during regular country visits, and via teleconferences.

<sup>37</sup> The GPE Secretariat comments were trying to straddle the tension between ensuring that the GPE-funded program clearly supported the existing national sector plan(s), while trying to mitigate the fact that the existing plans had considerable weaknesses.

**Finding 9. Consulted government stakeholders in both Tanzania Mainland and Zanzibar feel appropriately represented in and heard by the GPE Board.**

In both jurisdictions, regular engagement with the GPE Board member for the GPE “Africa 1” constituency<sup>38</sup> is the responsibility of the Department for Policy and Planning (DPP) in the respective Ministry of Education.

Consulted DPP staff members in Zanzibar were well aware of who the current Board member for their constituency was and how to engage with him both during and outside of constituency meetings. They described in-person constituency meetings as helpful and important for understanding and contributing to ongoing GPE Board discussions and decisions, and welcomed the recent GPE Board decision to allocate dedicated funding to ensure regular constituency meetings for developing country members.<sup>39</sup> They also indicated that the Board member did an adequate job of reporting major decisions from Board meetings.

Consulted DPP staff in Mainland Tanzania were less vocal about their involvement in and with the GPE Board. They felt appropriately informed about Board decisions and mechanisms to provide input to upcoming discussions, but indicated that information about constituency meetings may not have been shared consistently outside of the DPP.

**Finding 10. Government and DP stakeholders had attended and valued the Global Partnership supported regional information and learning events. They were considerably less aware, however, of the Partnership’s global research and advocacy work.**

Several consulted government representatives, development partners, and civil society representatives had attended one or more GPE-supported regional events, both GPE-specific information sessions, as well as thematic working sessions (see sidebar).

In November 2014, GPE co-funded and organized a regional workshop in Zanzibar to discuss how to operationalize and bring to scale quality Early Childhood Education programs in Africa. The event brought together representatives from 13 countries and their development partners

All stakeholders noted that the events had been very valuable in terms of their content, as well as in bringing together actors from across the region in a valuable forum for sharing experiences. This mutual learning related to both national experiences with GPE application and grant implementation to date, as well as to specific education (sub)sector questions.

Consulted representatives from government, DPs and CSOs had limited or no awareness of GPE’s global work as regards research or advocacy on specific education issues. While a couple of DPs had heard about the Global and Regional Activities (GRA) fund, they were not aware of specific research initiatives funded under the program or its potential relevance for Tanzania. Similarly, none of the consulted stakeholders expressed particular interest in or identified need for insights, global norms or standards in specific areas that could derive from GPE’s advocacy work. One DP was unaware of the existence of the CSEF, despite the fact that her agency is currently considering providing financial support to civil society organizations in Tanzania, including to (current CSEF grantee)

<sup>38</sup> The “Africa 1” constituency is currently represented by Board Member Daniel Nkaada, Commissioner for Basic Education for the Government of Uganda. This constituency includes: Eritrea, Kenya, Lesotho, Madagascar, Malawi, Mozambique, Rwanda, Somalia (Somaliland and Puntland), Tanzania (Tanzania and Zanzibar), Uganda, Zambia, and Zimbabwe.

<sup>39</sup> Replacing previously available funding from the German Backup Initiative that had supported a number of constituency meetings

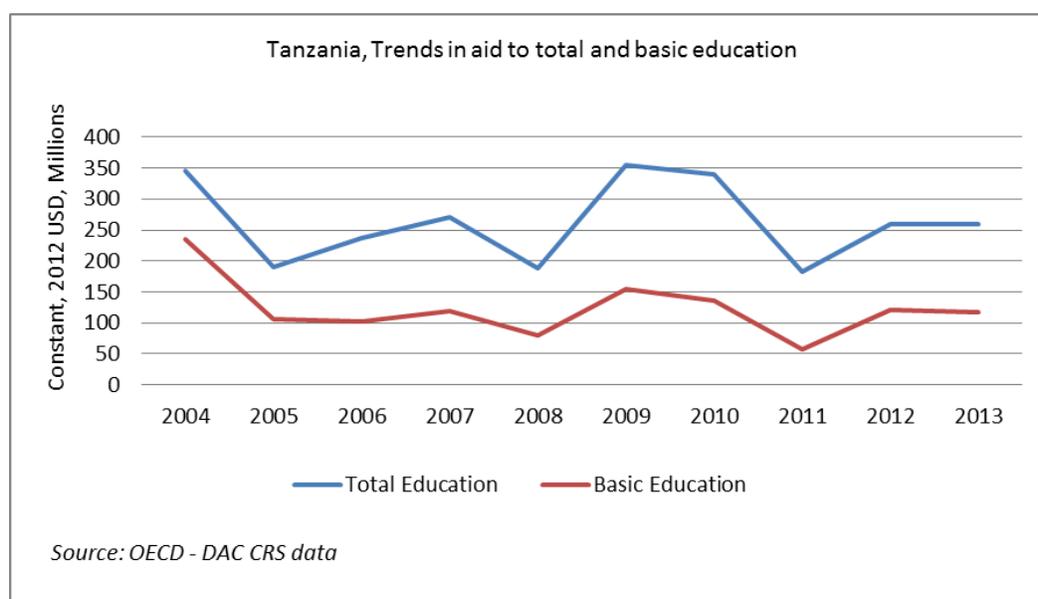
TEN/MET. The only global level event that several government and donor representatives were aware of was the 2014 GPE replenishment conference.<sup>40</sup>

### 3.4 The Global Partnership's effects on availability and use of resources for the education sector

**Finding 11. Funding from the Global Partnership is considered additional insofar as it appears to have increased the total volume of aid available in the education sector in both Zanzibar and mainland Tanzania. However, it remains unclear whether the Global Partnership has influenced Tanzania's financial commitment to education.**

Despite a history that has seen Tanzania receive a considerable amount of aid for both basic and total education, Tanzania has not been immune to broader declines in education financing (see Exhibit 3.2). Such trends mirror global trends quite closely, with aid peaking in 2009 and subsequently declining.

**Exhibit 1.6 Aid to Education in Tanzania, 2004-2013**



In addition to the reduction in the total volume of aid, Tanzania has seen a recent shift in funding modality, as donors have moved away from general budget support and towards project-based funding. This trend corresponds to global trends away from on-budget support and towards project-based funding, and is expected to accelerate due to the recent accusations of corruption within the Central Bank.<sup>41</sup>

Despite some fluctuations in the volume of external support, domestic contributions to education have remained relatively stable, with education expenditure as percentage of total government budget ranging from 17.38% to 19.13% over the past decade (see Exhibit 3.3), in line with the

<sup>40</sup> The GPE Pledging Conference was attended by the Tanzania (Mainland) Minister of Education, the MoEVT Permanent Secretary and Deputy Permanent Secretary for Zanzibar, and the Supervising Entity.

<sup>41</sup><http://www.theguardian.com/global-development/2014/oct/13/uk-and-international-donors-suspend-tanzania-aid-after-corruption-claims>

average in Sub-Saharan Africa. Notably, at the 2014 GPE Replenishment Conference, Tanzania committed to increase and maintain education expenditure at 20% of the total government budget.<sup>42</sup>

**Exhibit 1.3 Domestic Expenditure as Percentage of Total Government Budget<sup>43</sup>**

2009/10	2010/11	2011/12	2012/13	2013/14
18.3%	18.9%	17.86%	19.13%	17.38%

Even taking into account some redistribution in recent years, which was part of a concerted national effort to support secondary education, primary education receives the majority of domestic resources within the sector (see Exhibit 3.4). With the exception of 2011/12, the absolute amount of funding allocated to primary education increased each fiscal year since 2003/4.

**Exhibit 1.4 Trends in domestic Support to Education 2003-2014 (in millions Tsh)**

Year	Education Sector	Education Sub -Sectors							
		Primary, Non-Formal, Other Education Institutions and Supporting Services		Secondary Education		Teacher Education		Technical & Higher Education	
		Total	%	Total	%	Total	%	Total	%
2003/04	487,729	361,425	74.1	32,464	6.7	7,700	1.6	86,140	17.7
2004/05	504,745	322,196	63.8	92,045	18.2	6,189	1.2	84,315	16.7
2005/06	669,537	418,455	62.5	104,483	15.6	8,540	1.3	138,059	20.6
2006/07	958,819	618,534	64.5	119,987	12.5	10,439	1.1	209,859	21.9
2007/08	1,100,188	618,828	56.2	174,227	15.8	19,257	1.8	287,876	26.2
2008/09	1,430,372	966,633	67.6	133,058	9.3	25,250	1.8	305,431	21.4
2009/10	1,743,900	1,211,332	69.5	108,323	6.2	47,586	2.7	376,695	21.6
2010/11	2,045,400	1,272,584	62.2	201,147	9.8	28,895	1.4	542,774	26.5
2011/12	2,283,000	1,159,526	50.8	465,979	20.4	35,892	1.6	621,603	27.2
2012/13	2,890,149	1,613,346	55.8	509,783	17.6	47,172	1.6	719,848	24.9
2013/14	3,171,631	1,758,840	55.5	491,753	15.5	55,303	1.7	865,735	27.3

According to the Program Implementation Grant application, the gap in funding for education is projected to remain large – more than 800 million USD each year of the grant. GPE funding is expected to play an important role in closing the projected funding gap, though this calls into question the feasibility of full implementation of the current education sector plan.

<sup>42</sup><http://www.globalpartnership.org/docs/replenishment/2014/Pledge-Tanzania-EN.pdf>

<sup>43</sup> Source: MoF budget speech, MoEVT budget speech, sectors budget books and LDAs.

While it proved difficult to elicit detailed information on the question of additionality, all of the stakeholders queried in Mainland and Zanzibar consider GPE financing as “additional” to the financial resources that would have been provided where the Partnership is not present.

In Zanzibar, SIDA remains the major bilateral donor engaged in the education sector. Consulted donors and government representatives indicate that GPE funds have not negatively affected the quantity or quality of other funding. The GPE grant is by far the largest external contribution to the education sector, and the government is counting on that funding to be continued (i.e., it is seen as a reliable and predictable source of funding).

In Mainland Tanzania, where more donors are active and GPE funding represents a relatively small percentage of external aid to education (expected to be less than 10% in 2013-14<sup>44</sup>), stakeholders indicated that GPE funding is likely, though not assuredly, additional to other resources.<sup>45</sup> The Ministry of Finance indicated that while the level of external financing directed towards education (and basic education) is taken account when making domestic resource allocation decisions, the total volume of education resources directed towards basic education has increased as a result of GPE, suggesting at least some degree of additionality.<sup>46</sup>

Tanzania’s adherence or failure to meet its 2014 Replenishment pledge will provide another important data point. If the commitment is met, it would lend credence to the notion that the presence of GPE has led to the mobilization of additional domestic resources.

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<sup>44</sup> According to the Program Implementation Grant and OECD-DAC data (assuming same volume of 2013 external aid to education)

<sup>45</sup> However, it was also noted that a number of bilateral donors, including Denmark and Norway, that contribute to GPE at the global level have ended their bilateral support to education in Tanzania.

<sup>46</sup> GPE funding has been ring-fenced for implementation of the activities agreed-upon in the GPE plan.

## 4 Conclusions: Linking the Tanzania Case to the Global Partnership for Education Reforms since 2010

This section provides observations on linkages between global GPE reforms introduced since 2010 and the evaluation findings deriving from the case study of Tanzania.

Changes in the Global Partnership since 2010	Observations in Tanzania
<p>Creation of a new, constituency-based Board structure with equal representation of development country partners (DCP) and donor governments (2010)</p> <p>Support to enable effective DCP participation through regular constituency meetings (2014)</p>	<p>Government actors in both Mainland Tanzania and Zanzibar feel well represented on the GPE Board and are aware of mechanisms in place that allow them to bring forward concerns and suggestions through their Board member.</p> <p>The regular in-person constituency meetings that were initially supported by the GIZ-funded Backup Initiative, and now through dedicated resources from the Partnership, are useful and valued events that allow exchange among constituency members.</p>
<p>The World Bank no longer acts as the default Supervising Entity (2010 and ongoing)</p>	<p>Sweden (SIDA) is the Supervising Entity for GPE grants in both Tanzania Mainland and Zanzibar.</p> <p>Tanzania is the only country in which Sweden currently plays this role.</p> <p>The Tanzania experience indicates that there appears to be considerable room for interpretation of the SE role, resulting in diverging stakeholder views on the 'right' amount of SE involvement (e.g., hands-on/directive approach vs. hands-off, as needed approach) in GPE grant implementation.</p>
<p>Expansion of the GPE Secretariat Country Support Team (CST) (2010 and ongoing) and greater focus on country missions and outreach activities; development of tools to strengthen country level processes, including grant guidelines, Education Sector Plan (ESP) development guidelines, appraisal guidelines, and country-level process guide, all aiming to ensure that the LEG is at the center of country level decision processes</p>	<p>At the time of Tanzania's entry into the Global Partnership, the revised Education Sector Plan (ESP) appraisal guidelines had not yet been approved by the GPE Board. The appraisal therefore used the old (2006) guidelines, which provided less clarity and allowed for more room for disagreement among DPs on what constituted a 'good' ESP.</p> <p>Two DPs expressed their approval that the new GPE funding model will place stronger emphasis on the quality of ESPs as a funding condition.</p> <p>The newly introduced three-phase Quality Assurance Review (QAR) process helped make planning products more focused and realistic, and also contributed to strengthening country ownership by forcing LEG members to jointly address the QAR comments.</p> <p>Changes within the GPE Secretariat's CST have not yet translated into notable changes for Tanzania. While a new country lead was recently appointed, it is too early to assess what, if any, implications this change has.</p> <p>The process of developing the GPE grant applications and program documents was participatory and involved diverse stakeholders. The resulting programs are widely considered to be nationally owned and are led by the respective government.</p> <p>While the LEG played a visible and important role during grant and program development, its ongoing role and influence on program implementation is not clear. Similarly, the envisaged role of civil society during grant implementation has not yet translated into action.</p>

Changes in the Global Partnership since 2010	Observations in Tanzania
Adoption of a Strategic Plan (SP) and related implementation plan (2012) that defined four GPE strategic goals, five objectives, and ten thematic focus areas for the period 2012-15. The SP indicated a newly sharpened focus on, amongst others, education quality (learning for all children).	<p>Prior to joining the Partnership, both Mainland Tanzania and Zanzibar had made considerable progress in enhancing access to education, but had identified the urgent need to improve the quality of education. In this view, GPE's emphasis on learning outcomes, early grade reading and numeracy, as defined in the 2012-2015 Strategic Plan, were highly relevant.</p> <p>Issues of inclusion and equal access to education are acknowledged in both GPE-funded programs, but are not a clear priority in either of them.</p> <p>In both jurisdictions, MoEVT stakeholders, as well as some civil society representatives and DPs, noted the need to not only strengthen access to and quality of (early) primary education, but also pre-primary and secondary levels, as well as Vocational and Technical Education.</p>
<p>Creation of a single GPE fund (2011)</p> <p>Development of the Needs and Performance Framework, and publication of indicative country allocations (2012)</p> <p>New funding model (2014 and ongoing) that includes results-based element.</p>	<p>The publication of indicative country allocations, which noted up to USD 100 million as being set aside for Tanzania, is likely to have contributed to the renewed interest of the two governments to apply for GPE funding (compared to early FTI days when there was no mention of possible grant levels).</p> <p>The criteria outlined in the 2012 Needs and Performance Framework were used by Development Partners to decide on the division of the overall country allocation between Mainland and Zanzibar.</p> <p>There appears to be an increasing focus on results achievement in Tanzania, pushed for not only by DPs but also by the national government, as illustrated through the Big Results Now (BRN) initiative. Donor support to the BRN through the Payment for Results program will be using conditionality mechanisms to release funding, linking payment to performance. As such, the new GPE funding model (that will shape the next round of grants for Tanzania, should the country re-apply) mirrors an already existing trend in Tanzania. Several DPs and government representatives welcomed the strengthened focus on results.</p>
Initiation of the Global and Regional Activities program (2010)	The Tanzania case study does not provide evidence of complementarity between GPE country-level interventions and the Global and Regional Activities Program (or of GPE's engagement in global advocacy work and think tanks).
Encouragement for LEG to use the most aligned modalities, including use of sector budget support and maximum use of country systems (since 2010)	The chosen financing modality for the GPE grant in Mainland Tanzania is ring-fenced sector support, while in Zanzibar it has been labelled as ring-fenced program support.

## Appendix 1 Consulted Stakeholders

	Names	Title and Organization
Tanzania Mainland		
Government of Tanzania (Mainland)		
	John Senzighe	LANES Programme Coordination Unit, Ministry of Education and Vocational Training (MOEVT)
	Agripina Habicht	Coordinator, LANES Programme Coordination Unit, Ministry of Education and Vocational Training (MOEVT)
	Consolata Mгимба, Deputy Permanent Secretary	Ministry of Education and Vocational Training (MOEVT)
	Anthony G. Tarimo, Chief Accountant	
	Basilina Levira Assistant Director, Adult and Non-Formal Education	
	Salum Mnjagila, Agt. Commissioner and Director for Adult and Non-Formal Education	
	Richard Mkumbo, Director of Policy and Planning	
	Marystella M. Wassena Chief Inspector of Schools	
	Mr. Benjamin Kulwa Assistant Director, Special needs Education	
	Sarah Mlaki, Agt Director For Primary Education	
	Salum S. Salum, Acting Director for Secondary Education	
	Dr. Leonard D. Akwilapo	Director, Tanzania Institute for Education (TIE) – under MoEVT
	Bernard M. Makali	Director of Education Coordination Prime Minister's Office- Regional Government and Local Administration (PMO RALG)
	Anna Maembe, Permanent Secretary	Ministry of Child Development, Gender & Community
	Rose Minja, Ag. Director for Child Development	Ministry of Child Development, Gender & Community
	Neema Ndoboka, Ag. Director for Community Development	
	Stephen Saro, Principal Officer, Folk Development Colleges	

	<b>Names</b>	<b>Title and Organization</b>
	Atupele Mwambene- Acting Policy and Planning Director	
	Mameltha K. Mutagwaba	Commissioner for Bilateral Aid Ministry of Finance
	Prisca Kimario	Accountant General Department Ministry of Finance
	Mr. Mbise	Ministry of Finance
	Emmanuel Tutuba <sup>47</sup>	Assistant Commissioner - Expenditure Budget Tracking Ministry of Finance
<b>Supervising Entity and Coordinating Agencies</b>		
	Rebecka Alffram	Sweden (SIDA), Supervising Entity
	Stella Mayenje	Sweden (SIDA), Supervising Entity
	Ian Attfield <sup>48</sup>	Education Adviser, DFID Tanzania, Coordinating Agency
	Cecilia Baldeh	UNICEF Tanzania Country Office
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	Othman I. Othman - Deputy Director, M & E	
	Issa Rashid Hamid - Deputy Director, Procurement	
	Hamisi Yusuf - Accountant	
	Ramla Farhani, Deputy Director, Pemba	
	Omar S. Ali	Director of ICT in Education Ministry of Education and Vocational Training, Government of Zanzibar
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	Mohamed Hassan	Ministry of Finance
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Global <sup>50</sup>		
	Margarita Focas Licht	Former GPE Secretariat country lead
	Lucinda Ramos Alcantara	Current GPE country lead
	Stellan Arvidsson Hyving	Senior Policy Specialist – Education, Swedish International Development Agency (SIDA). Representing SIDA in Tanzania’s education sector during period 2010 – 2013.

<sup>49</sup> Via telephone

<sup>50</sup> By telephone.

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## Acronyms

<b>BOET</b>	Bureau of Education and Training
<b>BTC</b>	Belgian Development Agency
<b>CA</b>	Coordinating Agency
<b>CSEF</b>	Civil Society Education Fund
<b>CSO</b>	Civil society organization
<b>DP</b>	Development partner
<b>DOET</b>	Department of Education and Training
<b>DPG</b>	Development Partners Group
<b>EFA</b>	Education for All
<b>ESDP</b>	Education Sector Development Plans
<b>ESG</b>	Education Sector Group
<b>FTI</b>	Fast Track Initiative
<b>GBS</b>	General Budget Support
<b>GPE</b>	Global Partnership for Education
<b>GRA</b>	Global and Regional Activities fund
<b>JSR</b>	Joint Sector Review
<b>LEG</b>	Local education group
<b>MIC</b>	Middle-income country
<b>MOET</b>	Ministry of Education and Training
<b>MOF</b>	Ministry of Finance
<b>MOLISA</b>	Ministry of Labour, Invalids and Social Affairs
<b>MPI</b>	Ministry of Planning and Investment
<b>NGO</b>	Non-governmental organization
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>PISA</b>	Programme for International Student Assessment
<b>SE</b>	Supervising Entity
<b>SEDS</b>	Socio-Economic Development Strategy
<b>SEDP</b>	Socio Economic Development Plan
<b>SEQAP</b>	School Education Quality Assistance Program
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children's Fund

## Acronyms

<b>VCEFA</b>	Vietnamese Coalition for Education for All
<b>VNEN</b>	Vietnam Nueva Escuela
<b>VVOB</b>	Flemish Association for Development Cooperation and Technical Assistance, Belgium

## 1 Introduction

### 1.1 Basis for Selection of Vietnam

Vietnam was selected as an evaluation case study based on the following criteria: It is an East Asia Pacific, lower-middle income country, and not a fragile state; it was one of the first groups of countries invited to participate in the FTI in 2002, and was included as a desk study in the 2010 Evaluation of the FTI.

The case study focuses on the period 2010 to February 2015, with emphasis on developments since 2003, when Vietnam obtained GPE membership.

### 1.2 Case Study Methodology

#### Sources of data and methods for data collection

The evaluation team employed both primary and secondary data collection as outlined below.

**Stakeholder interviews:** During the field mission to Hanoi, Vietnam, the evaluation team conducted individual and small group interviews with GPE stakeholders, including senior government officials, Supervising Entity (SE) and Coordinating Agency (CA) representatives, other Development Partners active in the education sector, civil society organizations, and private sector school representatives as noted in the sidebar. The team also visited three schools: one was the only official Vietnam Escuela Nueva (VNEN) school within the Hanoi city area (Ta ThanhOai VNEN school), while the other two (Doan Thi Diem Primary School and Ban Mai School System) were private schools that had informally adopted GPE-VNEN practices.

Government (MoET): 27
Government (MoF): 1
Other government: 1
SE/CA: 3
Civil society: 4
Development Partners: 8
GPE Secretariat: 2

In addition, telephone interviews were conducted with GPE Secretariat staff members, including both the current GPE focal point and one former representative. In total, the evaluation team spoke with 47 individuals. The list of persons consulted can be found in Appendix 1.

**Document review:** The evaluation team reviewed relevant documents on the history and evolution of Vietnam's involvement in the Global Partnership for Education. A list of documents reviewed and websites consulted is included in Appendix 2.

## 2 Context

### 2.1 National context

Vietnam, a lower middle income country, has a population of 89 million and GDP per capita income at PPP (current USD) of USD 5,294 as of 2013. Its growth in the past three decades has been rapid: economic reforms initiated in the 1980s have led to a drastic reduction in the percentage of people living in poverty (60% in the 1990s to under 10% by 2013) and the attainment of five of the ten Millennium Development Goals. Vietnam's growth rate has averaged roughly 6.4% in the last decade, with its strong export sector significantly contributing to its growth.<sup>51</sup> The country achieved middle income status in 2009, which has subsequently influenced funding from the international donor community (as discussed in Section 3.4).

Despite this, however, challenges remain, with the World Bank indicating there is room to improve its competitiveness, and the corresponding need to increase skills levels. There is also opportunity for the country to address climate change concerns as well as inequalities, particularly those faced by ethnic minorities who now account for around 65% of the poorest 10% of the population.<sup>52</sup>

### 2.2 The Education Sector in Vietnam

#### Government structure

Vietnam's Ministry of Education and Training (MOET) was formed in 1990, following the combination of the Ministry of Education and the Ministry of Higher Education. It is responsible for overseeing and setting the policy strategy for all levels of the education sector, with a number of departments within the MOET responsible for different functions.

Increasing decentralization has meant that responsibility for finances, infrastructure, and teachers has shifted to Department of Education and Training (DOET) in the provinces and the Bureau of Education and Training (BOET) at the district level. There is a growing level of autonomy and

#### Education sector government stakeholders in Vietnam<sup>53</sup>

Ministry of Education and Training (MOET): Designs education policy and strategy for all education levels; oversees the education sector; directly manages universities and higher institutions; ensures state management at all other education levels.

Department of Education and Training (DOET): Subordinate body under MOET; manages upper secondary education and professional secondary schools at the provincial level

Bureau of Education and Training (BOET): Subordinate body under DOET; manages lower secondary schools and primary schools at the district or commune level.

In addition, the center for Curriculum Development and Methodology of General Education (under the National Institute for Education Science) is responsible for developing the national curriculum and research. The Educational Publishing House (a MOET agency), the Institute for Education Science, and the Councils of Subjects jointly select authors for textbooks.

Ministry of Planning and Investment (MPI) and the Ministry of Labour, Invalids and Social Affairs (MOLISA) also play a role in investment and planning and vocational training respectively.

<sup>51</sup>World Bank.Vietnam Overview. Accessed from: <http://www.worldbank.org/en/country/vietnam/overview>

<sup>52</sup>World Bank. Vietnam: Achieving success as a middle income country. April 12, 2013. Accessed from: <http://www.worldbank.org/en/results/2013/04/12/vietnam-achieving-success-as-a-middle-income-country>

<sup>53</sup>UNESCO. Secondary Education Regional Information Base: Country Profile Vietnam. 2007. Accessed from: <http://www.uis.unesco.org/Library/Documents/Viet%20Nam.pdf>

UNESCO. World Data on Education VII Ed. 2010/11

accountability at local levels, with a corresponding ability to raise revenue and make decision.<sup>54</sup> The sidebar captures the key stakeholders in greater detail.

## Policy Frameworks

Vietnam's National Education for All Action Plan 2003-2015 (EFA Action Plan) was finalized in June 2003. The plan outlines five key strategic goals, namely to (i) moving from quantity to quality, (ii) complete universal primary and lower secondary education (iii) providing lifelong learning opportunities, (iv) mobilizing full community participation for education, and (v) ensuring effective resource management and utilization. This EFA Action Plan sets objectives, targets, and action programs for four target groups, specifically early childhood care and education, primary education, lower secondary education, and non-formal education. Importantly, the EFA Action Plan provided stronger direction to existing policy and planning documents.<sup>55</sup>

Vietnam's 2001-2010 Education Development Strategic Plan was updated in 2012, with the Education Development Strategic Plan 2011-2020 detailing efforts to both increase enrollment at every educational level and improve the quality of education.<sup>56</sup> Vietnam's Socio-Economic Development Strategy (SEDS) 2011-2020 and Socio Economic Development Plan (SEDP) 2011-2015, also focus on the importance of relevant, quality education.

In addition, important resolutions have also been issued in recent years to continue to reform the education sector. This includes Resolution 29 in 2013 (Resolution on "Fundamental and Comprehensive Innovation in Education, Serving Industrialization and Modernization in a Socialist-Oriented Market Economy", which was focused on reform and innovation in education) and Resolution 44 in 2014 (Resolution on the "Promulgation of Action Programme of the Government in Furtherance of the Resolution No. 29-NQ/TW dated November 4<sup>th</sup>, 2013 at the 8<sup>th</sup> Conference of the 11<sup>th</sup> Central Executive Committee on Radical Changes in Education and Training to Meet Requirements of Industrialization and Modernization in a Socialist-Oriented Market Economy in course of International Integration ", to further Resolution 29 and which focused on education and training initiatives). Circulars have also been issued to ensure the rights to education for children with disabilities, and the country is implementing national programs to support children from ethnic minority groups.

## Key education sector developments

Primary and lower secondary school (grades 1-9) is compulsory in Vietnam, with tremendous progress seen in enrollment rates in the past few decades. The net enrolment rate in primary education was 98.1% in 2012, up from 90.3% in 2005. The transition rate from primary to secondary school was 93.1% in 2012, although there was variation by gender (87.1% for females versus 100% for males).<sup>57</sup> In 2012, Vietnam also participated for the first time in the Programme for International Student Assessment (PISA) test, scoring better than the OECD average.

Despite the progress however, lower secondary school completion rates stand at 81.1% in 2013<sup>58</sup>, indicating that attention now needs to shift to this level. Additionally, there is a growing focus on

<sup>54</sup>UNESCO. Secondary Education Regional Information Base: Country Profile Vietnam. 2007. Accessed from: <http://www.uis.unesco.org/Library/Documents/Viet%20Nam.pdf>

<sup>55</sup>VietNam National EFA Plan 2003-2015

<sup>56</sup>United National Economic and Social Council.Education Strategic Development Plan.2011-2020. Vietnam. 2013. Accessed from: <http://webapps01.un.org/nvp/indpolicy.action?id=2805>

<sup>57</sup>UNESCO.Vietnam Data Centre.

<sup>58</sup> World Bank

increasing educational opportunities for vulnerable and disadvantaged groups (in particular ethnic minorities), as well as ensuring quality and relevance in education to meet the demands of the labour market.

## 2.3 The Global Partnership for Education in Vietnam

### Vietnam and the FTI (now the Global Partnership for Education) prior to 2010

Vietnam was one of the first countries invited to join the FTI and became a formal member in 2003. It did not develop an FTI proposal, but instead submitted a pre-existing EFA action plan which was endorsed in late 2003. This pre-existing plan was the National Education for All Action Plan 2003-2015, which was finalized in June 2003.<sup>59</sup>

The mid-term evaluation conducted in 2010 noted that the focus in Vietnam is on the EFA and the EFA Action Plan, and not on the FTI. The FTI itself was therefore not well known in Vietnam at the time of the mid-term evaluation. Similarly, Vietnam had already begun developing one of its main initiatives to support primary education even prior to joining FTI (the primary education for disadvantaged children (PEDC) project was being planned in 2001-2002), and at the time of joining the FTI, already had a primary school completion rate of approximately 95%.<sup>60</sup> As a result, the mid-term evaluation found that the FTI had not had a significant impact on primary education in Vietnam, and concluded that the FTI had had very little influence on education policy, planning, finance, or aid effectiveness.

### Vietnam and the Global Partnership since 2010

Since the mid-term evaluation was conducted, Vietnam received its first and only GPE grant in 2012, which was a Program Implementation Grant (PIG) for USD86.4 million to implement an adaptation of the Escuela Nueva model<sup>61</sup> in Vietnam between 2012 and 2016 (the Vietnam Escuela Nueva (GPE-VNEN) project).<sup>62</sup> The project seeks to reform teaching and learning practices in 1,447 primary schools, particularly targeting children in the most disadvantaged areas. Priority areas include: (i) development of learning guides and other materials for pedagogy reform, (ii) training of teachers and provision of materials, (iii) school level support for VNEN implementation, and (iv) project and knowledge management. Ultimately, the GPE-VNEN project intends to achieve systemic, wide-scale transformation.<sup>63</sup> The World Bank is the Supervising Entity (SE) for the grant, and UNESCO has been the Coordinating Agency (CA) for the duration of the grant to date. The Local Education Group, referred to in Vietnam as the Education Sector Group (ESG), consists of a number of additional donors and NGOs including UNICEF, BTC Vietnam (Belgian Development Agency), VVOB (Flemish Association for Development Cooperation and Technical Assistance, Belgium), and

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<sup>59</sup> FTI Mid Term Evaluation. 2010

<sup>60</sup> FTI Mid-term Evaluation. 2010

<sup>61</sup> The Vietnam Escuela Nueva program came into being due to the allocation of GPE financing. Funds from other sources were used to kick off the program while the government of Vietnam was waiting to receive GPE funding after the application was submitted, but this was with the understanding that GPE funds were on the way.

<sup>62</sup> The Escuela Nueva model originated in Colombia in the 1970s. It is a learner-centered model, designed to improve the quality, effectiveness and relevance of schools.

<sup>63</sup> GPE. Accessed from: <http://www.globalpartnership.org/country/vietnam>

World Bank. Accessed from: <http://www.worldbank.org/projects/P120867/vietnam-global-partnership-education-vietnam-escuela-nueva-project?lang=en>

Plan International; in addition to the Vietnamese Coalition for Education for All (VCEFA) which represents civil society organizations within the ESG.

#### Exhibit 1.7 GPE Program Implementation Grant to Vietnam

Program Implementation Grant	Supervising Entity	Fund Status as of 09/30/2014	Grant Approval Date	Grant Agreement and/or Start Date	Closing Date	Grant Amount (in USD)
1	World Bank	Active	7/31/2012	1/9/2013	5/31/2016	86,400,000
<b>Total</b>						<b>86,400,000</b>

#### Exhibit 1.8 GPE Disbursements and Aid to Basic Education (millions, constant 2012 USD)

	2007	2008	2009	2010	2011	2012	2013	2014
<b>Program Implementation Grant 1</b>							33.9	32.46
<b>Total GPE Disbursement</b>							33.9	32.46
<b>Aid to basic education</b>	166.7	93.2	199.1	127.9	83.8	64.9	104	NA
<b>GPE as % of total</b>							25%	NA

The chosen financing modality for the GPE grant is project funding support (as opposed to sector support), with a Project Implementation Unit housed within the MOET responsible for overseeing the implementation of the project. The MOET has signalled that it prefers this approach to managing the project funds in order to provide the GPE-VNEN project full visibility within the MOET and to ensure the project adheres to the tight implementation schedule.<sup>64</sup>

Vietnam has also been receiving Civil Society Education Fund (CSEF) grants since 2012, which are channelled to VCEFA, which was created in 2012.

In 2009, Vietnam became a lower middle-income status country. Its steady economic growth coupled with rising primary completion rates and subsequent focus on secondary education has implications for future GPE funding, as Vietnam may likely no longer be eligible for further funding following the completion of its first grant.<sup>65</sup>

<sup>64</sup> Global Partnership for Education, Vietnam Program Implementation Grant Application; World Bank Project Appraisal Document on a Proposed Global Partnership for Education Funded Grant... for the Global Partnership for Education – Vietnam Escuela Nueva Project.”

<sup>65</sup> According to the new funding model, GPE funding is available to all lower income countries, and to certain lower-middle-income countries that also demonstrate educational vulnerability and fragility, such as those with a low primary school completion rate (PCR). However, Vietnam will no longer be eligible for funding due to its higher income and high PCR. Source: 2014-02 GPE Board Meeting Minutes on Funding Model Principles

### 3 Main Findings and Analyses

#### 3.1 The Global Partnership for Education's contributions to strengthening national capacity to formulate and implement education sector policy

##### 3.1.1 The Global Partnership's influence on education sector policy planning

**Finding 1. Through the GPE-VNEN project, the Global Partnership for Education's influence has led to more focused and explicit planning around pedagogy and broader curriculum reform, as well as increased cohesion between policy documents.**

The mid-term evaluation of the FTI in Vietnam found that, "FTI has not been effective as it has had very little influence on education policy, planning, finance or aid effectiveness. The education sector already had a well-articulated education plan developed in response to EFA which included many of the elements put forward by FTI."<sup>66</sup> However, at the time of the mid-term evaluation, FTI involvement in Vietnam was limited in that the country had not received any form of grant. Since then, Vietnam has received a GPE grant for the GPE-VNEN project, which according to stakeholder consultations has led to improved education sector planning in three key ways.

First, the Global Partnership for Education's support of the GPE-VNEN project has helped to focus education policy planning on the issue of pedagogy reform, specifically at the primary level but also beyond. Due to the success of the VNEN project, and with support from the CA and SE, the MOET is now actively planning to adapt and implement the program at the lower-secondary level. The GPE-VNEN project obtained the government's full buy-in, and as a result has contributed to more focused and explicit policy planning around the issues of pedagogy reform in Vietnam. More broadly, one development partner noted that GPE has supported a shift in the government's mindset away from planning solely around the quantity of education projects and education inputs, to more of a focus on planning around the *quality* of projects and the quality of education.

Second, several interviewed stakeholders within the government noted that the VNEN project was the impetus behind a recent initiative led by the MOET to "renovate" the entire education curriculum<sup>67</sup> with the goal of making it more focused on teaching critical thinking and creative skills. The reforms also seek to transition the role of teachers away from transmitters of information, to active facilitators supporting student-centered learning techniques. According to consulted government stakeholders, this approach is heavily influenced by the design and successes of the GPE-VNEN project.

Third, the CA and broader Education Sector Group (ESG) have supported the government to submit a proposal to review and update the Education Sector Planning light of the ongoing curriculum reforms. As mentioned above, when Vietnam became a member of FTI/GPE, FTI endorsed its existing EFA Action Plan (National Education for All Action Plan 2003-2015) [see Exhibit 3.1]. One

<sup>66</sup>FTI Mid-term evaluation. 2010.

<sup>67</sup> Resolution 29 was issued in 2013 (Resolution on "Fundamental and Comprehensive Innovation in Education, Serving Industrialization and Modernization in a Socialist-Oriented Market Economy") and Resolution 44 was issued in 2014 (Resolution on the "Promulgation of Action Programme of the Government in Furtherance of the Resolution No. 29-NQ/TW dated November 4<sup>th</sup>, 2013 at the 8<sup>th</sup> Conference of the 11<sup>th</sup> Central Executive Committee on Radical Changes in Education and Training to Meet Requirements of Industrialization and Modernization in a Socialist-Oriented Market Economy in course of International Integration.")

development partner within the ESG noted that the previously endorsed plan is somewhat out of date in light of the new education curriculum reforms being led by the government. To a certain extent, the Global Partnership for Education is therefore supporting cohesive education sector policy planning by seeking to ensure that the government's various sector plans and reform strategies speak to one another. Interestingly, consulted development partners described this process as being very much driven by the CA, UNESCO. It is therefore difficult to determine whether this process is truly driven by the Partnership as a whole, or whether it is driven by UNESCO as a result of its own initiative.

Comparisons between the GPE strategic objectives and Vietnam's National Education action plan priorities show that these are aligned. Of most significance is the focus on quality that underpins both the GPE Strategic Plan and Vietnam's action plan, which seeks to move from quantity to quality.

**Exhibit 1.9 Comparing the Global Partnership for Education and national education sector priorities from Vietnam's National Education for All Action Plan 2003-2015 (EFA Action Plan)<sup>68</sup>**

<b>GPE Strategic Objectives</b>	<b>Key priorities of the current Vietnamese education policy (Vietnam Education for All Action Plan 2003-2015)</b>
<i>SO1: Fragile and conflict-affected states able to develop and implement their education plans.</i>	N/A
<i>SO2: All girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment.</i>	<i>Strategic goal 2: Complete universal primary and lower secondary education. Emphasis on providing access to affordable and quality primary education and lower secondary education for all children, especially from ethnic minority, disadvantaged groups and for girls. (Action Program 2.3 and 3.3)</i>
<i>SO3: Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3.</i>	<i>Action program 2.5 and 2.8: Curriculum reform and Improvement of quality of the learning environment and learning outcomes</i>
<i>SO4: Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education.</i>	<i>Action program 2.6 and 3.6: Teacher development and training</i>
<i>SO5: Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education.</i>	<i>Action programs 2.12 and 3.12: mechanisms and capacity building for efficient resource utilization and affordable cost sharing</i>
<i>Other (not part of the GPE strategic objectives)</i>	<i>There is also a focus on non-formal education, lifelong learning, and early childhood care and education.</i>

<sup>68</sup><http://www.globalpartnership.org/content/vietnam-national-education-all-action-plan-2003-2015>

### 3.1.2 The Global Partnership's influence on national capacity for education sector policy implementation

#### **Finding 2. All consulted stakeholders in Vietnam noted the very strong national ownership and commitment from the MOET for the GPE-VNEN program.**

Consultations with government representatives, development partners, and civil society organizations (CSOs) revealed near unanimous agreement that the MOET has full ownership of the GPE-VNEN program, with many remarking that the MOET is leading and implementing GPE-VNEN. Notably, one ESG member went even beyond that, to note that the GPE-VNEN project resonates personally with the Vice Minister, and it is his leadership that has helped contribute to the success of the initiative. Moreover, a handful of development partners remarked that the VNEN program was not particularly innovative or technically sophisticated when compared to other pedagogy-reform initiatives that have been developed and implemented by NGOs in the country, but the difference has been the political buy-in and ownership from the highest levels of government.

The high levels of government ownership and commitment are illustrated through the following:

- (a) As noted in the 2010 mid-term evaluation, Vietnam submitted its pre-existing EFA action plan to the FTI. The plan was already in preparation prior to Vietnam's invitation to join the FTI in 2002, indicating a pre-existing commitment to the education sector as a whole.<sup>69</sup> Government representatives consulted remarked that, together with support from development partners, the MOET considered a number of different options for GPE funding, with analysis indicating that the VNEN option was the best one, as it was most aligned with its priorities. Importantly, it appears that the MOET was purposeful and thoughtful about this decision, and a MOET stakeholder consulted noted that they selected a project with a "direct impact" on Vietnam's education sector. Multiple government stakeholders also commented that although the Escuela Nueva model originated in Colombia, the government was careful to facilitate multiple study visits to determine how the program may be adapted to Vietnam's conditions and contexts.
- (b) Multiple MOET representatives highlighted that the government's commitment to VNEN was reflected in the accelerated timeline for the project's launch. Specifically, the MOET was eager to kick-off the project prior to formal GPE approval, given its pressing importance on the country's education sector. The MOET therefore successfully harnessed the momentum from the GPE proposal to borrow funds from the World Bank and other agencies to initiate the work on a more rapid timescale. Additionally, grant funds were exceptionally well managed, and stakeholders consulted noted that "savings" or efficiencies generated from the project have also been used to pilot the VNEN model in 48 lower secondary schools.

#### **Finding 3. MOET and ESG stakeholders agree that financial and technical support from the Global Partnership for Education has contributed to systematic transformation of teaching and learning methodologies at the primary level.**

Following the tremendous achievements made in the universalisation of primary education in Vietnam (net enrollment rates in primary education stood at 98.1% in 2012, with a 101% completion rate), the focus in primary education has now shifted to achieving equity, both to boost quality and increase access to disadvantaged groups. The report on Vietnam's 2013 Millennium Development Goals (MDG) indicated that "the speed of improvement in the educational sector has lagged behind national economic growth and a fast changing society," with inequality in access and

<sup>69</sup>FTI 2010 midterm evaluation. 2010.

seen along ethnic and geographic lines.<sup>70</sup> The UNDP in Vietnam also highlights that quality is a pressing concern, and there is a need for more “diverse, relevant and flexible learning opportunities [to support] critical, creative, and innovative thinking.”<sup>71</sup>

Indeed, there was consensus among the majority of stakeholders interviewed that the issue surrounding quality is one of the key challenges facing Vietnam’s education system. The curriculum remains academic and relatively inflexible, based on a tradition of rote learning, and there was a perceived need both among donors and the MOET representatives to encourage a more student-centric approach to teaching and learning. One donor commented that there is a need for “more independent, critical, creative and innovative thinking”, and that teachers “need more preparation for active teaching and learning” while learners’ assessment needs to prioritize competencies.

The GPE-VNEN project precisely targets these dual issues of equity and quality in primary education and there was agreement from the majority of consulted stakeholders that the project’s objectives and focus areas are highly relevant given Vietnam’s needs. The project seeks to reform teaching and learning practices in 1,447 primary schools, particularly targeting children in the most disadvantaged areas. Ultimately, the GPE-VNEN project intends to achieve systemic, wide-scale transformation.<sup>72</sup>

A vast number of MOET and ESG stakeholders note that such systemic transformation in teaching and learning at the primary level would not have been possible without GPE’s financial and technical support. Multiple MOET representatives and ESG partners consulted specifically highlighted the valuable technical assistance provided by both UNESCO (the CA) and the World Bank (the SE), through the entire course of the undertaking from the proposal process to implementation.<sup>73</sup> One MOET representative described in depth the specific details of the positive transformation in the classroom – for instance, changes in the class seating arrangements to create a new climate and allow for greater group work – as well as the increased participation of parents and communities in the classroom, noting that the model is “a bright spark” in Vietnam’s education.

### 3.1.3 The Global Partnership’s influence on (sub)sector coordination

**Finding 4. The Global Partnership has had some influence on sub-sector coordination, though this has been primarily limited to its role in bringing about and implementing a Joint Sector Review.**

All consulted development partners affirmed that the most significant impact the Global Partnership for Education has had on sub-sector coordination was through its role as the impetus for the Joint Sector Review (JSR) conducted in 2013-2014. This was the first of its kind to be implemented, and while it may at first have been perceived by the Government as a task to be done simply because it was required by the Partnership, two development partners explicitly stated that

<sup>70</sup>UNDP. Achievements and Challenges in the Progress of Reaching Millennium Development Goals of Vietnam. MDG Full Report 2013. Accessed from: [http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Viet%20Nam/MDG\\_Full\\_Report\\_Final%20approved.pdf](http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Viet%20Nam/MDG_Full_Report_Final%20approved.pdf)

<sup>71</sup>UNDP.Vietnam MDG overview. Accessed from: <http://www.vn.undp.org/content/vietnam/en/home/mdgoverview/overview/mdg2.html>

<sup>72</sup>GPE. Accessed from: <http://www.globalpartnership.org/country/vietnam>

World Bank. Accessed from: <http://www.worldbank.org/projects/P120867/vietnam-global-partnership-education-vietnam-escuela-nueva-project?lang=en>

<sup>73</sup>The CA/SE support will be described further in Section 3.2

it was a step in the right direction in terms of fostering increased sector dialogue and wished to see the process repeated again. Development partners who had been involved in the ESG prior to the GPE grant, noted that the JSR was the most active period of engagement since 2006-2007 (see section 3.2 for the evolution of the LEG). The goal of the JSR was to “enhance national capacities in evidence-based planning and monitoring in the primary education sub-sector and to expand stakeholder engagement and coordination for development of education in Vietnam.”<sup>74</sup> It successfully brought together various key stakeholders, both from within the government and the ESG, providing opportunities for them to engage in open debate and share written input on drafts. One development partner from the ESG noted that while the methodology was transparent and participatory, there could have and should have been better reporting on the outcomes of the JSR shared with all relevant stakeholders. According to the Coordinating Agency, the JSR included a mapping of ESG support to education in Vietnam and found that ESG support fully aligns with national priorities.

While the JSR therefore had a positive impact on sub-sector coordination in the primary education sector, stakeholder consultations with ESG members suggested that the influence on sub-sector coordination more broadly in Vietnam appears limited. As will be analyzed in the section below, the ESG already existed informally prior to Vietnam becoming a formal member of FTI/GPE and engaged in active dialogue with each other regarding education sector planning and priorities long before the first GPE grant.

Similarly, there was general consensus among ESG development partner members that there remains room for improved coordination, dialogue, and communication at the sub-sector level. A handful of ESG development partner members noted that the actual design of the GPE-VNEN project itself is not

“The Ministry is very good at implementing pedagogy reform, but not at building on previous pedagogy reform.” – Interviewed development partner and member of the ESG.

particularly innovative or technically sophisticated when compared to other pedagogy-reform initiatives that have been developed and implemented by NGOs in Vietnam over the past few years. The key difference is that this project has the political buy-in from the government. It was noted by one member that it sometimes appears that the MOET is “drawing on blank paper” and instead needs to (i) build on previous pedagogy reform, and (ii) coordinate with similar programs, such as the School Education Quality Assistance Program (SEQAP). The SEQAP project was described by another development partner as being very similar to the VNEN project, yet “the two Project Management Units don’t talk to each other.” Similarly, a consulted member of the ESG noted that while their organization attempts to share information regarding overlaps between their projects and other projects being run either by the MOET or by other development partners, the MOET shows little interest in drawing on these lessons learned or in taking over the initiative. There was a sense among some of the development partners that the MOET often proposes new projects when organizations are already implementing very similar projects, and lessons from those projects are not incorporated into the design of new, Ministry-driven projects. That said however, one MOET official noted that in their view, the VNEN project built on the experience of previously-implemented, smaller, NGO-led projects.

These comments and reflections suggest the perceived need for increased coordination, collaboration, and communication between different actors and initiatives in the primary education sector, particularly between the MOET and other development partners and INGOs in the ESG. Some saw this as an area where the ESG could play a greater role, in further engaging the MOET to

<sup>74</sup>UNESCO Office in Hanoi. *MOET and UNESCO Hold National Planning Workshop on Education Joint Sector Review*. 12 October 2013. Accessed from: [http://www.unesco.org/new/en/hanoi/about-this-office/single-view/news/moet\\_and\\_unesco\\_hold\\_national\\_planning\\_workshop\\_on\\_education\\_joint\\_sector\\_review/#.VRl3aY54oSM](http://www.unesco.org/new/en/hanoi/about-this-office/single-view/news/moet_and_unesco_hold_national_planning_workshop_on_education_joint_sector_review/#.VRl3aY54oSM)

draw on the lessons and experiences of work of ESG members. While the government's ownership over GPE-VNEN is commendable, these findings suggest that it may currently be at the cost of building on previous experience within the sector.

### 3.2 The Global Partnership for Education's country level governance and management

#### Local Education Group

**Finding 5. While the Global Partnership for Education has not had an influence on the creation of the Local Education Group (referred to in Vietnam as the Education Sector Group), it has helped to formalize and enhance the group's status with the MOET.**

In Vietnam, education sector dialogue mechanisms were in place prior to the country joining the Global Partnership for Education. These mechanisms included both government representatives and donors, and the GPE does not appear to have had influence on the creation of these mechanisms. However, the Partnership appears to have influenced the *composition* of the ESG, as discussed below in Finding 6.

Two consulted donor members of the ESG noted that the group had in fact existed since 2003, while not as a formally endorsed entity, but as an informal yet active dialogue mechanism for development partners. Many of the donors who now comprise the ESG in Vietnam collaborated in what was known as the "like-minded donor group." They noted that the local education sector group was at its most active and engaged during the period of 2006-2007, even before Vietnam received its GPE grant. Development partners who had been involved in this group described the period of active engagement as a time when they engaged with each other regularly through technical working groups that addressed different sub-sectors or themes, for example teacher training, HIV and education, education management, etc. These groups would then report back to the MOET, summarizing what had discussed. Consulted stakeholders identified two key drivers behind this period of active engagement. The first was that ESG activities used to be funded through contributions by development partners. The second was that an active and committed individual from one development partner organization took responsibility for running the process. Interviewed stakeholders noted that the departure of this individual and the cease of funding for ESG activities have contributed to a slow-down in the extent of dialogue and active engagement within the ESG.

Currently, consulted development partners noted that there are two ESG meetings each year, but that they are fairly limited to information sharing and do not offer opportunities for deep dialogue and engagement. One development partner attributed this to the fact that there are no longer sub-sector working-groups by themes or topic areas, which had previously allowed for direct dialogue with technical staff in the relevant departments within the MOET. These discussions were then fed into broader meetings with the ESG as a whole. Now that ESG meetings are limited to broader meetings only, this limits the extent to which meaningful dialogue and exchange can realistically take place. This suggests that the Global Partnership for Education could potentially have a greater impact on ESG dialogue and exchange if it facilitated sub-sector working groups around more specific technical areas.

While the Global Partnership may not have had an influence on the creation of the ESG (at least in practice, even if it was not formally recognized as such), the Partnership has had an influence on the ESG in the sense that it has given the ESG a formal stamp of approval from the MOET, which the "like minded donor group" did not have. Consulted ESG stakeholders remarked that the ESG has

therefore been formalized through GPE's activities in Vietnam, but as a result, its activities are also now primarily focused on the GPE-VNEN project, with only a secondary emphasis on broader issues within the sector. Interviews with the CA appear to confirm this, as they note that the Partnership has been a priority of the ESG's agenda in the past three years, with the ESG particularly engaged in the following:

- 1) Coordinated and consolidated support to the preparation of the VNEN project proposal in the form of comments and suggestions, through consultative meetings, workshops, and emails.
- 2) Technical comments regarding the implementation of GPE-VNEN, through joint missions (conducted twice each year), workshops, and meetings.
- 3) Substantial inputs to Vietnam's participation in the GPE Second Replenishment Conference, including inputs to the pledge and preparation of the materials and documents used during the conference.

Some discrepancies in the description of the ESG's activities and degree of engagement emerged, however, through stakeholder interviews. With the exception of the JSR, consulted development partners suggested that while their input and engagement is sought, this process could potentially be more meaningful. For example, a consulted member of the ESG remarked that while various members of the ESG provided significant input during the design phase of the GPE-VNEN managed by the CA, this input ultimately was not reflected in the project design, which proved disappointing to those who had provided feedback. Another interviewed member of the ESG noted that the schedules and details of meetings and missions are not always communicated enough in advance, thereby limiting the extent to which ESG members are able to meaningfully participate.

**Finding 6. The Global Partnership for Education has contributed to strengthening the voice and representation of civil society organizations in the ESG. Member CSOs, however, expressed a desire for direct participation in GPE activities at the national level.**

In contrast to the relative lack of influence the Global Partnership for Education has had on the creation of the ESG, it *has* had an influence on the composition of the ESG, through giving an increased voice to civil society organizations as a result of the creation of the VCEFA, which joined the ESG in 2012. VCEFA receives CSEF funding, and in turn provides grants to member CSOs to conduct advocacy and research activities. VCEFA is also responsible for representing the voice and views of its member CSOs at ESG meetings.

However, those CSOs interviewed indicated that they would prefer to have some direct involvement in ESG meetings or other opportunities for direct engagement with the MOET moving forward (as opposed to indirectly through Coalition representatives). Given that each CSO is focused on a different sub-area within education (e.g. Early childhood development (ECD), education for ethnic minorities, education for people with disabilities, etc.), the CSOs consulted believed they are well positioned as individual organizations to offer specific recommendations and input to the MOET along these technical areas. However, to date these organizations have not had an opportunity to connect directly with the MOET and relevant development partners to share their findings. This suggests that the notion of a national coalition model, while appreciated by the member CSOs, also was perceived to have some limitations as a representative body.

## General findings related to CA/SE

**Finding 7. In Vietnam, the CA (UNESCO) and SE (World Bank) were selected by the MOET and have retained their positions to date. Although interviews with ESG members suggested that the process was not fully transparent, there have been no efforts to change the status quo as a result of their positive performance.**

Consulted development partners noted that UNESCO and the World Bank were selected as the CA and SE respectively for the GPE-VNEN project by the MOET during an ESG meeting. There was strong country ownership over this process in the sense that the selection was made entirely by the government. On the other hand, interviews with ESG members suggested that this process was not as transparent as it potentially could have been, with development partners noting that formal elections had not really occurred. According to one development partner, the decision regarding the selection of the CA and SE was “transparently communicated once the decision had been made.”

Similarly, interviewed development partners within the ESG commented the formal re-elections for the positions of CA and SE had not taken place either, but that as a result of the overall positive performance of the World Bank and UNESCO (see findings 8 and 9), there has been no reason to change or challenge the status quo. Overall, development partners do not feel strongly enough to advocate for renewed elections.

While it was not a pervasive view, one of ten interviewed development partners commented that there appeared to be room for increased coordination between the roles of the CA and SE, in particular prior to communications being sent out to the ESG. Another development partner remarked that more formal communication regarding the roles and responsibilities of the SE and CA (and how these are differentiated from each other) would be helpful, and that they had not seen any such communication. The fact that this comment was made by a recently joined member of the ESG suggests that more formal communication could be beneficial for the sake of new staff members representing organizations within the ESG who may not have the same degree of institutional memory as other members.

## Supervising Entity

**Finding 8. Government representatives expressed wide appreciation for the support provided by The World Bank in its role as the SE, to the GPE-VNEN project. Overall, development partners expressed generally positive feedback on the SE's performance.**

All consulted stakeholders were aware of the World Bank's role as the Supervising Entity (SE) for the GPE-VNEN project. Interviewed government representatives were unanimously very positive about the World Bank's role as SE. They noted that a World Bank expert was dispatched to Vietnam to support the development of the project proposal, and since the project's approval, the World Bank has played a strong role within the country and within the ESG. According to MOET representatives, the World Bank provided not just a channel for GPE financial support, but also intensive technical support both from the project lead based in Washington D.C. and local staff based in the Hanoi World Bank office. With Vietnam becoming ineligible for future GPE funding as a result of its middle-income country status, consulted government stakeholders also noted that the World Bank was playing an active role in supporting them to seek out new sources of funding.

While the view of the SE among interviewed development partners was also generally positive, it was suggested that by one development partner that despite the reform attempts to distinguish between the roles of the GPE and the World Bank, the GPE-VNEN project is still perceived as a World Bank project. The fact that the project lead from the World Bank is based remotely was also

raised by two consulted stakeholders as a slight challenge to ensuring coordination and engagement between the World Bank and other development partners. However, interviews with government representatives seemed to contradict this, underscoring widespread appreciation for the support provided by the World Bank, as well as the fact that the VNEN-project has been very much communicated and understood by stakeholders as a GPE project, administered through the World Bank.

## Coordinating Agencies

**Finding 9. UNESCO has played an extremely active role as Coordinating Agency, which has been widely appreciated by consulted stakeholders. However, it has also faced challenges in fulfilling its role as a result of limited human and financial resources.**

All interviewed stakeholders were aware of the role of UNESCO as the CA, and noted that UNESCO was very visible within the ESG. All consulted government representatives agreed that UNESCO has played a very supportive role as CA and that there was a strong working relationship between the MOET and UNESCO. Consulted stakeholders noted that UNESCO provided technical support during the proposal development stage for the GPE-VNEN project, and played a pivotal role in coordinating and supporting the Joint Sector Review. The commitment and effort of the individuals driving forward UNESCO's work as CA was repeatedly highlighted, particularly by development partners, as a key asset to the GPE program in Vietnam and as instrumental to UNESCO's impact as CA. Moreover, the amount of work that UNESCO has led as CA was seen as commendable given that it has been primarily driven by one individual UNESCO staff member.

All consulted development partners expressed the view that UNESCO was going above and beyond the defined role of CA, regardless of whether or not any funding was received for the role (indeed, some donor representatives were unaware of whether the CA received any funding from GPE for the role or not). The significant challenges to carrying out the role of CA effectively without a designated budget were raised not only by the CA but also by other interviewed development partners within the ESG.

While the role of UNESCO as CA was commended by interviewed development partners, one area for suggested improvement related to communications: several interviewed development partners commented that communication from the CA to the ESG could be more systematic. In particular, there was a suggestion that communication could be more frequent, with more notice given for meetings and details like agendas and draft documents shared in advance.

## Support from the GPE Secretariat

**Finding 10. With five Country Leads in the past four years, consistent communication and support to national stakeholders in Vietnam has not been provided.**

A considerable number of ESG stakeholders noted that the turnover within the GPE Secretariat has directly hampered the consistency and quality of support. There appeared to be a high level of frustration with the high level of turnover, and it is clear that there has been difficulty in fostering strong relationships. Feedback from the consultations with the SE and CA indicate that communication with the Secretariat tends to be related to coordination and provision of information and data, in addition to management of logistical support for missions to the country.

Nearly all MOET representatives noted that technical support has come from UNESCO and the World Bank in their role as CA and SE, rather than from the Secretariat or GPE Country Lead. This view was reinforced by the respective organizations themselves as well as other development

partners. For instance, although the Global Partnership for Education provided the impetus for the primary education sub-sector Joint Sector Review (as described in Section 3.1.3), consultations with UNESCO indicated that the ESG was instrumental in guiding and facilitating its implementation. One development partner noted that they would have appreciated more information and guidance from the Secretariat on the process and methodology for conducting a JSR. The ESG also provided input to Vietnam's participation in the GPE's second replenishment conference, providing guidance on the pledge and supporting the preparation of materials and documents. Development partners remarked that UNESCO appeared to be guiding this support from the ESG, with one stakeholder remarking that there appears to be little direct support to the ESG from the Secretariat.

Consultations with ESG members reveal a desire for increased communication from the Secretariat, with improved mechanisms to share best practices and lessons. Although there appears to be regular communication between the CA and the current country lead, other ESG members appear eager for communication as well. Remarks indicated an interest in increased visits from the country focal point, with a desire to form a "real relationship" with the Global Partnership for Education.

### 3.3 Synergies with the Global Partnership for Education at the global level

The evaluation explored the question to what extent and how GPE regional and global level activities and achievements are affecting change processes at the country level. This pertains to both issues around the global GPE governance structure, as well as to GPE activities around global and regional level research, advocacy, and capacity development.

**Finding 11. Consulted government and ESG stakeholders appreciated regional workshops and global events organized by the Global Partnership for Education. However, many expressed a desire for more global and regional activities and specific interest in sharing project-level knowledge and good practices.**

The 2014 Second Replenishment Conference in Brussels was cited by both MOET and ESG stakeholders as a particularly important event. Vietnam was represented by the Minister of Education and Training and the Director General of Primary Education, and used the event to reiterate its commitment to allocating at least 20% of the state budget to the education sector.

Both ESG and MOET representatives were also involved in the Training Workshop on Education Policy Formulation and Monitoring, led by UNESCO Bangkok, held in May 2013. The five day training workshop was designed for government officials and managers, and was intended to strengthen capacity in developing and implementing education policies and reforms. UNESCO remarked that as CA, they supported the participation of two MOET representatives in the event, and used this mechanism as a way to build the capacity of the MOET staff.

"No one has paid attention to [Vietnam's] success stories" – ESG member in Vietnam

A large number of MOET representatives consulted noted that study trips to countries such as Colombia – where the Escuela Nueva model originated – were organized to share knowledge, and international experts were also invited to share their experiences and insight. MOET representatives remarked that they are eager to

share lessons from other countries, and believe that this could be better facilitated by the Global Partnership.

Overall, consulted stakeholders felt that there has not been a sufficient opportunity to share knowledge and good practices. One ESG member remarked that even at the 2014 Second Replenishment Conference, "no one paid attention to [Vietnam's] success stories", and the transformation underway in society as a result of the reformed teaching and learning

methodologies. More broadly, another ESG member remarked that although very valuable, documenting lessons is not prioritised, and that it would be beneficial to have guidance from the Global Partnership in this area.

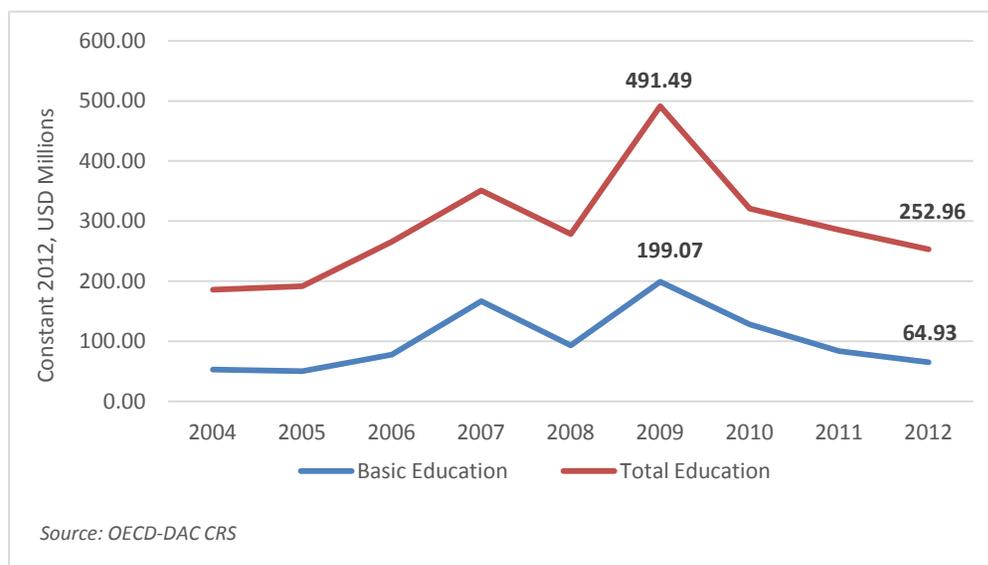
When asked to comment on the Global Partnership's contributions to the generation or sharing of knowledge at global and regional levels, none of the consulted stakeholders volunteered information on, for example, the GPE Communities of Practice/Technical Reference Groups, the regional component of the CSEF, the Annual Results for Learning report, or the Global and Regional Activities Program (GRA).

### 3.4 The Global Partnership for Education's effects on availability and use of resources for the education sector

#### Finding 12. Overall, both MOET and ESG representatives do not believe that the Global Partnership has had an effect on obtaining additional funding.

Aid to basic education increased in Vietnam from 2004 to 2007, and following a slight dip, peaked in 2009 (see Exhibit 3.2 below). This slide in basic and total education aid mirrors broader global trends. The latest figures show that in 2012, aid to basic education decreased by 23 percent from the previous year.

Exhibit 1.2 Aid to education in Vietnam



Nearly all respondents consulted referenced the changing donor landscape and specific challenges faced with Vietnam obtaining middle-income country (MIC) status and its ineligibility for further GPE funding. It was remarked that Vietnam should not be “penalized” for its performance and rapid economic growth, and that transitional support from the Global Partnership, even at reduced levels from its current commitments, is needed for long-term sustainability of the GPE-VNEN reforms. Indeed, stakeholders noted that this progression to MIC status is going to happen in more countries – particularly the ones most committed to effective development policies – and that the Global Partnership needs to consider some mechanism to account for this changing context.

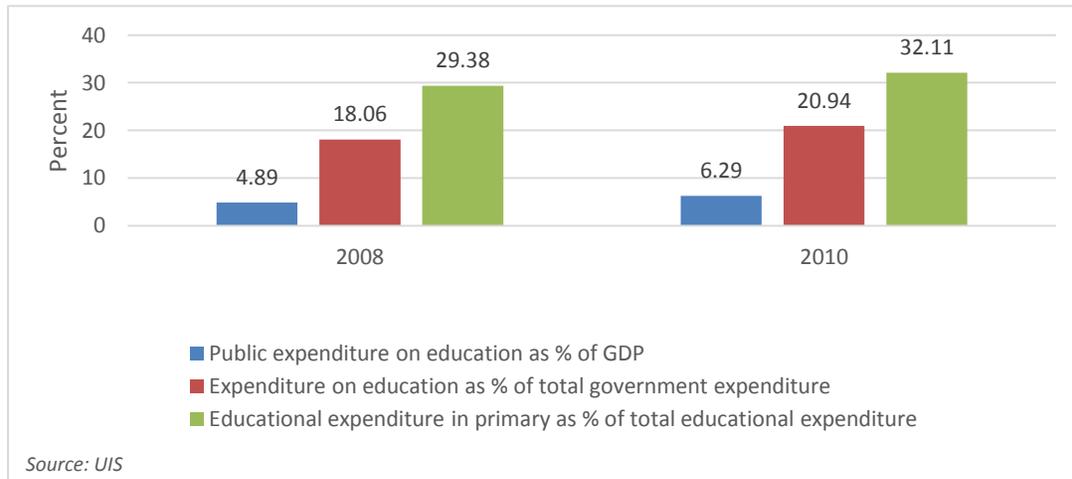
In addition to frustration over the ineligibility for further GPE funding, MOET representatives consulted remarked that the Global Partnership for Education was also not supporting them in mobilizing further financial resources or providing technical capacity in this regard. Instead, it

appears that the World Bank is taking the initiative in facilitating connections with potential other funders, with the MOET expressing hope that the Asian Development Bank or the World Bank itself may be able to provide support to implement the VNEN project at the lower secondary level.

Development partners consulted echoed this view, noting that they do not believe that the Partnership’s influence has led to an additional flow of resources. Indeed, one development partner even hinted that some degree of substitution may be taking place, and remarked that they would have added “maybe even more” resources if not for the Partnership. However, it is important to note that these are individual perceptions, with no data available to substantiate these impressions.

Meanwhile, domestic commitments have remained steady, after a slight increase in 2010 (Exhibit 3.3). As seen in Exhibit 3.3, expenditure in education as a percentage of total government expenditure rose from 18% in 2008 to 21% in 2010. At the Second GPE Replenishment conference in 2014, the MOET pledged to commit at least 20% of the state budget for education over the next three years. Importantly, MOET representatives consulted noted that GPE funding has not been a replacement for government funding, and instead, it has supplemented government resources. For instance, state budget funding has been used to expand the reach of the GPE-VNEN model. Although only 1,447 schools were initially targeted, 300 additional schools were reached in 2013-2014, with an expected 600 additional schools to be reached in 2014-2015. Indeed, one MOET representative remarked that the Global Partnership created “the initial foundation” upon which domestic financial resources were then used to provide in-kind support to students (e.g. provision of rice for lunch in schools).

**Exhibit 1.3 Vietnam education expenditure indicators**



## 4 Conclusions: Linking the Vietnam Case to the Global Partnership for Education Reforms since 2010

This section provides observations on linkages between global GPE reforms introduced since 2010 and the evaluation findings deriving from the case study of Vietnam.

Changes in the Global Partnership since 2010	Observations in Vietnam
<p>Creation of a new, constituency-based Board structure with equal representation of DCP and donor governments (2010). Support to enable effective DCP participation through regular constituency meetings (2014).</p>	<p>Government actors in Vietnam did not express familiarity with the structure or composition of GPE's board, nor awareness of who represented them.</p>
<p>The World Bank no longer acts as the default Supervising Entity (2010 and ongoing)</p>	<p>The World Bank continues to act as the Supervising Entity for the GPE grant in Vietnam. This selection was made by the MOET, and there does not appear any effort on the part of the government or development partners to change the status quo given the World Bank's positive performance.</p>
<p>Expansion of the GPE Secretariat Country Support Team (CST) (2010 and ongoing) and greater focus on country missions and outreach activities; development of tools to strengthen country level processes, including grant guidelines, ESP development guidelines, appraisal guidelines, and country-level process guide, all aiming to ensure that the LEG is at the center of country level decision processes.</p>	<p>The most significant impact GPE has had on sub-sector coordination was through its role as the impetus for the Joint Sector Review conducted in 2013-2014. However, influence on sub-sector coordination more broadly in Vietnam appears limited. With five country leads in the past four years, a considerable number of ESG stakeholders noted that the turnover within the Country Support Team (CST) has hampered the consistency and quality of support. The Global Partnership does not appear to have had influence on the creation of LEG mechanisms as these were already in place prior to Vietnam joining the Partnership. Importantly however, GPE influence has helped formalize the ESG with the MOET, as well as the roles of UNESCO as CA and the World Bank as SE with regard to the GPE-VNEN project, both of whom have provided meaningful support to the MOET. The Partnership has also had an influence in an increased voice being given to civil society organizations as a result of the creation of the VCEFA, which joined the ESG in 2012.</p>
<p>Adoption of a Strategic Plan (SP) and related implementation plan (2012) that defined GPE goals, as well as objectives for the period 2012-15. The SP indicated a newly sharpened focus on, amongst others, education quality (learning for all children).</p>	<p>When Vietnam became a member of FTI/GPE, FTI endorsed its existing EFA Action Plan (National Education for All Action Plan 2003-2015). The mid-term evaluation therefore found that the Plan was more focused on EFA than on FTI/GPE priorities. However, since the adoption of the EFA Action Plan, the Local Education Group (LEG) (known as the Education Sector Group in Vietnam) has supported the government to submit a proposal to review and update the Education Sector Plan in light of recent curriculum reforms. In addition, the Global Partnership has had a stronger and more visible influence on education sector planning in Vietnam since the implementation of the GPE-VNEN project, in that the project has led to more focused and explicit planning around pedagogy reform and broader curriculum reform, as well as increased cohesion between policy documents.</p>

<b>Changes in the Global Partnership since 2010</b>	<b>Observations in Vietnam</b>
<p>Creation of a single GPE fund (2011). Development of the Needs and Performance Framework, and publication of indicative country allocations (2012). New funding model (2014 and ongoing) that includes results-based element.</p>	<p>The creation of a single GPE fund, development of the Needs and Performance Framework, and publication of country allocations were not raised as having had a significant impact in Vietnam.</p> <p>The new funding model that includes a results-based element is not relevant for Vietnam given that it will no longer be eligible for GPE funding, even though consulted ESG and government stakeholders noted they felt Vietnam was ready for this type of funding model, and that the World Bank is already funding one results-based early childhood education project in Vietnam.</p>
<p>Initiation of the Global and Regional Activities program (2010)</p>	<p>The case of Vietnam does not provide evidence for the complementarity of the Global and Regional Activities Program (or of the Global Partnership's engagement in global advocacy work and think tanks) and GPE country level interventions.</p>
<p>Encouragement for LEG to use the most aligned modalities, including use of sector budget support and maximum use of country systems (since 2010).</p>	<p>The chosen financing modality for the GPE grant is project funding. While the Global Partnership does not use sector budget support in Vietnam, the GPE-VNEN project was seen by consulted government and ESG stakeholders to have high levels of national ownership and use of country systems.</p>

## Appendix 1 Consulted Stakeholders

The table below lists all stakeholders consulted during the evaluation country visit to Vietnam during the period January 26-30, 2015.

#	Names	Title and Organization	Stakeholder Category
1	Nguyen Vinh Hien	Vice Minister	Ministry of Education and Training (MOET)
2	Pham Ngoc Dinh	Director General of Primary Education Department, in charge of GPE-VNEN	
3	Bui Hong Quang	Vice Director General, Department of Planning and Finance	
4	Tran Dai Hai	Director, Project Management Office; Head of ODA Division of the Department of Planning and Finance (Government representative in the LEG)	
5	Nguyen Thu Ha	Vice Head of ODA Division of the Department of Planning and Finance	
6	Dang Tu An	Chief Technical Advisor, GPE-VNEN PMU	
7	Nguyen Xuan Thanh	Director General, Department of Secondary Education	
8	Vu Hong Son	Director General, Department of Continuing Education	
9	Ms. Huong	Literacy Development Division Official	
10	Lien Anh	International Relations Division Official	
11	Nguyen Thi Hieu	Vice Director of Department for Early Childhood Development	
12	Vu Thi Thu Hang	Early Childhood Education Expert, Department for Early Childhood Development	
13	Nguyen Hai Thap	Deputy Director, Department of Teachers and Educational Administrators	
14	Nguyen Quang Nhu	Vice Head of Administrators Division, Department of Teachers and Educational Administrators	

#	Names	Title and Organization	Stakeholder Category
15	Nguyen Thi Hoang Yen Tran Thi Thai Ha Pham Diep Hue Huong Do Tien Dat Luong Viet Thai	Professor of Education and Vice Director General and various representatives, Vietnam National Institute of Educational Sciences (NIES)	
16	Doan Van Ninh	Head of the Standing Unit, Committee for Curriculum Reform	
17	Mai Nhi Ha	Member of the Standing Unit of the Curriculum and Textbook reform Committee, Staff member of Primary Education Department	
18	6 representatives	Included Vice Director, Head of Administration Office, Consultant, Head of Education Quality Assurance, Head of Education Department, Vietnam National Institute of Education Management (NIEM)	
19	Suhas Parandekar	World Bank	Supervising Entity
20	Sun Lei	Education Sector Coordinator, UNESCO	Coordinating Agency
21	Katherine Muller Marin	Representative and Head, UNESCO Ha Noi Office	
22	Joyce Patricia Bheeka	Chief, Education Section UNICEF	Members of the Education Sector Group (ESG)
23	Le Thi Minh Chau	Education specialist, UNICEF	
24	Nguyen Minh Nhat	ECD officer, UNICEF	
25	Hans Lambrecht	Budget Support Advisor Education Sector, BTC Vietnam, Belgian Development Agency	
26	Tran Xuan Nhi	President, Viet Nam Coalition for Education for All	
27	Nguyen Thanh Thuy	Acting National Coordinator, Viet Nam Coalition for Education for All	
28	Filip Lenaerts	Education Advisor, VVOB (Flemish Association for Development Cooperation and Technical Assistance, Belgium)	
29	Le Thi Bich Hanh	Education Manager, Plan International	
30	Pham Thi Bich Diep	Vice Chairwoman, Hanoi Association of People with Disabilities	Civil society representatives (recipients of CSEF funding)

#	Names	Title and Organization	Stakeholder Category
31	Nguyen Vo Ky An	Center for Education Research and Human Potential Development	
32	Nguyen Chi	Director of the Center for Education Advice and Technology Transfer (DHA)	
33	Nguyen Xuan Phuong	Deputy Director, Study Promotion Association	
34	Ragnhild Dybdahl	Counselor/Deputy Head of Mission Norway Embassy	Other: non-ESG donor and non-MOET government representatives
35	Duong Quynh Le	Director of International Institutions Division, Department of External Finance and Debts Management, Ministry of Finance	
36	Trinh Mai Lan	Focal point for VNEN-GPE project, Ministry of Education	
37	Aya Kibesaki Doug Lehman	Current GPE Country Lead Former GPE Country Lead	Global stakeholders (by telephone)

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## Acronyms

<b>AfD</b>	<i>Agence Française de Développement</i>
<b>BAD</b>	<i>Banque Africaine de Développement</i>
<b>BID</b>	<i>Banque Islamique de Développement</i>
<b>CA</b>	Coordinating Agency
<b>CGE</b>	<i>Comité de Gestion d'École</i>
<b>CIDA</b>	Canadian International Development Agency
<b>COSYDEP</b>	<i>Coalition des Organisations en Synergie pour la Défense de l'Éducation Publique</i>
<b>CSO</b>	Civil society organization
<b>CST</b>	Country Support Team
<b>DAGE</b>	<i>Direction de l'Administration Générale et de l'Équipement</i>
<b>DFATD</b>	Department of Foreign Affairs, Trade and Development (Canada)
<b>DFID</b>	Department for International Development (UK)
<b>DP</b>	Development partner
<b>DPG</b>	Development Partner Group
<b>CSEF</b>	Civil Society Education Fund
<b>EFA</b>	Education for All
<b>ESDP</b>	Education Sector Development Plan
<b>FTI</b>	Fast Track Initiative
<b>GDP</b>	Gross domestic product
<b>GPE</b>	Global Partnership for Education
<b>IA</b>	<i>Inspection d'Académie</i>
<b>IDEN</b>	<i>Inspections départementales de l'éducation nationale</i>
<b>IEF</b>	<i>Inspections d'éducation et de formation</i>
<b>LEG</b>	Local education group
<b>MEN</b>	<i>Ministère de l'Éducation Nationale</i>
<b>MIRADOR</b>	<i>Management des ressources axées sur la dotation rationnelle</i>
<b>M&amp;E</b>	Monitoring and evaluation
<b>OIF</b>	Organisation internationale de la Francophonie
<b>PALME</b>	<i>Partenariat pour l'Amélioration de l'Apprentissage des Mathématiques et des Sciences</i>
<b>PAQUET</b>	<i>Programme d'Amélioration de la Qualité, de l'Équité et de la Transparence dans l'éducation (2013-2025)</i>
<b>PDEF</b>	<i>Programme décennal de l'éducation et de la formation</i>
<b>PDG</b>	Program development grant
<b>PIG</b>	Program implementation grant

## Acronyms

<b>PTF</b>	<i>Partenaires Techniques et Financiers</i> (Development Partner Group)
<b>SE</b>	Supervising Entity
<b>SYPROS</b>	<i>Syndicat des Professeurs du Sénégal</i>
<b>TOR</b>	Terms of reference
<b>TVET</b>	Technical and Vocational Education and Training
<b>UEMOA</b>	<i>Union des États Monétaire Ouest Africains</i>
<b>UIS</b>	UNESCO Institute for Statistics
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children’s Fund
<b>USAID</b>	United States Agency for International Development

## 1 Introduction

### 1.1 Basis for Selection of Senegal

Senegal was selected for a case study based on the following criteria: It is an African lower middle income country, not a fragile state; it was an early GPE joiner (2006); its Supervising Entity is the World Bank; and it was included as a case study in the 2010 Evaluation of the FTI.<sup>75</sup>

The case study focuses on the period 2010 to February 2015.

### 1.2 Case Study Methodology

#### Sources of data and methods for data collection

The sources of data (people and documents) and methods of data collection are outlined below.

**Stakeholder interviews:** During the field mission to Senegal the team conducted individual and small group interviews with GPE stakeholders, including senior government officials, Supervising Entity (SE) and Coordinating Agency (CA) representatives, other Development Partners active in the education sector, civil society organizations, and private sector school representatives as noted in the sidebar. In addition, telephone interviews were conducted with the GPE Secretariat staff members and one former SE representative. In total, the evaluation team spoke with 66 individuals. The list of persons consulted can be found in Appendix 1.

**Document review:** The evaluation team reviewed relevant documents on the history and evolution of Senegal's involvement in the Global Partnership for Education. A list of documents reviewed and websites consulted is included in Appendix 2.

#### Stakeholders consulted

Government (Ministry of Education):	30
Government (Ministry of Finance and Economy):	2
Supervising Entity/Coordinating Agency:	5
Civil society:	19
Development Partners:	7
Private Sector:	2
GPE Secretariat:	1

<sup>75</sup> The other seven case-study countries are: the Democratic Republic of Congo, Ethiopia, Nicaragua, Rwanda, Tanzania, Vietnam, and Zimbabwe.

## 2 Context

### 2.1 National Context

Located in West Africa, Senegal is a country with a population of approximately 14 million. Over the past ten years, Senegal has recorded an average annual economic growth of 3.9%; the average for sub-Saharan Africa is 4.7%. Its economy is based mainly on the trade of groundnuts, fishery and services.

The average annual per capita income in 2013 was USD 1737, which classifies Senegal as a lower middle income country. However, poverty remains a challenge for Senegal. Between 2003 and 2013, the poverty rate decreased slightly, from 48.5% to 46.7%, and the extreme poverty rate decreased from 17% to 15%. More than 30% of the population live permanently in chronic poverty and cope with high food insecurity and child malnutrition. According to various indicators, inequality appears to have increased between 2006 and 2011. The fertility rate, the population growth (2.8%) and the reports of dependence remain high, but are falling slowly. In the 2013 UNDP human development index report, Senegal was ranked 154 out of 186 countries.

### 2.2 The Education Sector in Senegal

#### Government structure

The Constitution of the Republic of Senegal stipulates that the State is responsible for developing and implementing the education policy. The mission of the State is driven by the *Loi d'Orientation* 91 22 signed on 16 February 1991. It contains the three following principles:

- Ensure that the national education policy promotes development of the country
- Ensure that the education policy promotes the values of Senegal
- Raise the education level of the population.

The government structure for the education sector is divided into three ministries: the Ministry of Education; the Ministry of Technical Education, Vocational Training, Literacy and National Languages; and the Ministry of Family and Early Childhood.

The education sector in Senegal is decentralized. At the central level, the sector is organized into 13 *directions nationales*, six of which are dedicated to different levels of education. At the decentralized level, the *inspections d'Académie* (IA) are responsible for coordinating the implementation of the education policy in each of the 11 regions of the country. At the department level, the *inspections départementales de l'éducation nationale* (IDEN) are in charge of the implementation of education and training policies in their own districts.

The education system is divided into two sectors: the formal and non-formal. The formal education sector covers many levels and types of education. It is composed of kindergarten, elementary education, secondary education and general secondary education, technical education and vocational training, and higher education. In addition to publicly funded schools, there are private schools funded by partnerships at each of these levels and these have significantly diversified and developed in recent years. Inclusive education and education for girls are increasing priorities to reduce disparities. Indeed, stronger attention is being paid to vulnerable children, especially poor children and girls. Thus, massive enrolment of girls in school is now perceived as a strategy for ensuring more equitable and inclusive education.

The non-formal education sector, under the responsibility of the Ministry of Technical Education, Vocational Training, Literacy and National languages, includes literacy, basic community schools and Franco-Arab schools.

## Policy Frameworks

In 2012 the Government of Senegal developed a new Education Sector Development Plan (ESDP) for 2013-2025. The Program for quality improvement, equity and transparency in the education sector (known in French as the *Programme d'Amélioration de la Qualité, de l'équité et de la transparence dans l'éducation* (PAQUET)) focuses on the eight following priorities:

- Implementing a policy of universal access to basic education in compliance with the Universal Right to Education;
- Adapting vocational and technical training to the needs of economic development, in partnership with the private sector;
- Improving the quality of teaching and learning;
- Promoting the development of the teaching of science, technology and innovation;
- Pursuing and strengthening decentralization of the management at different levels for a more effective governance;
- Strengthening the effectiveness of the education sector;
- Improving the productivity of teachers as well as civil servants within the education system; and
- Developing gradually the use of national languages of Senegal in schools.<sup>76</sup>

The PAQUET succeeded the ten-year program of education and training (*Programme décennal de l'éducation et de la formation* (PDEF) which was implemented between 2000-2011 and aimed at providing access to education for all through the construction of schools.<sup>77</sup>

## Key education sector developments

The education sector in Senegal has undergone profound changes in the last decade. Following the adoption of the Dakar Declaration at the World Forum on Education in 2000, the Senegalese government took on a series of measures to improve the national system of education.

The implementation of the PDEF enabled the country to achieve significant progress in access to education. While the numbers in Senegal are slightly below some of the education targets identified in the MDGs, they are encouraging.

Between 2004 and 2011, Senegal almost doubled its literacy rate, from 27% to 50%, and more than doubled the literacy rate for women, from 18 to 39%. In 2012, the adult literacy rate was close to 49.7%.<sup>78</sup> A few challenges remain, particularly in rural areas, where parity in education is lagging, with only 20% of young women having reading skills needed for everyday life, against 65% of young men.

<sup>76</sup>Balanta-Ganja, Hassaniyya, Jola-Fonyi, Mandinka, Mandjak, Mankanya, Noon (Serer-Noon), Pulaar, Serer, Soninke, and Wolof are Senegalese languages that have the status of 'national languages'.

<sup>77</sup>Further details about the PDEF may be read at: <http://www.education.gouv.sn/root-fr/upload/pièces/telecharger%20le%20document%20du%20pdef-ept.pdf>

<sup>78</sup> More data may be found in the UNICEF Portal: [http://www.unicef.org/infobycountry/senegal\\_statistics.html](http://www.unicef.org/infobycountry/senegal_statistics.html)

In primary education, the gross enrolment rate reached 94% in 2011 and the rate of student repetition of grades decreased from 13% to 3% from 2004 to 2011. In the same period, the transition rate from primary to secondary school increased from 46% to 90%. The success rate at primary school is 65%. Amongst the issues affecting the education sector, quality of education and quality of teachers are the most frequently cited. The pupil/teacher ratio in primary schools has dropped by at least 20% since 2000.

In terms of allocation of resources, Senegal has demonstrated a strong commitment to the education sector over the past few years. In 2011, the Government invested approximately one-quarter of its total national resources in education, which was equivalent to approximately 6.2% of GDP (the average in sub-Saharan Africa was 4.5%).

### 2.3 The Global Partnership in Senegal

Senegal joined the Fast Track Initiative (and thus the Global Partnership for Education) in 2006. During the period covered by this evaluation, Senegal developed an education sector plan for 2013-2025 (the PAQUET) without any grant support from the Global Partnership. According to all stakeholders interviewed during the country visit, the PAQUET<sup>79</sup> was developed in a highly participatory way.

The Government of Senegal has benefitted from two GPE program implementation grants (PIG) for a total of USD 128.4 million. In 2009, the government received a grant of USD 81.5 million to finance the construction of school infrastructure for the basic education subsector. Following the evaluation of the PDEF in 2012, Senegal received a grant of USD 46.9 million to support the implementation of the PAQUET (Exhibit 2.1).

**Exhibit 1.10 GPE Program Implementation Grants to Senegal**

Program Implementation Grant	Supervising Entity	Fund Status as of 09/30/2014	Grant Approval Date	Grant Agreement and/or Start Date	Closing Date	Grant Amount (in USD)
1	World Bank	Active	12/10/2007	07/29/2009	09/30/2014	81,500,000
2	World Bank	Active	05/21/2013	11/22/2013	05/31/2017	46,900,000
<b>Total</b>						<b>128,400,000</b>

The first PIG was approved in 2007 and started in 2009. Due to the government's emphasis on school construction, the largest portion of the grant was disbursed in 2012. As of 30 September 2014, the Global Partnership had disbursed nearly 94% of the total amount of the first PIG to Senegal (Exhibit 2.2).

<sup>79</sup>The PAQUET may be found at the following link: <http://www.gouv.sn/Programme-d-Amelioration-de-la.html>

**Exhibit 1.11 GPE Disbursements in USD**

<b>PIG</b>	<b>Grant Approval Date</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>30 September 2014 YTD</b>	<b>Total</b>
1	12/10/2007	9,325,970	11,860,427.1	9,464,893	32,747,579.64	6,989,617	6,154,141	76,542,627
2	05/21/2013					-	238,798	238,798
Total		9,325,970	11,860,427.1	9,464,893	32,747,579.64	6,989,617	6,392,939	76,781,425

The priority areas for the second PIG include improving quality of education through teacher training, curriculum revision, providing learning materials, and building safe inclusive school environments. This program specifically aims to improve the accountability chain to improve the quality of learning in the early grades of primary education through performance-based contracts between different administrative levels of the education system.

The World Bank is the supervising entity (SE) for both grants. Since 2010, Senegal has had three Coordinating Agencies (CA) for the Global Partnership: Canada (2010-2011), USAID (2011-2015), and UNICEF (as of 1 March 2015).

### 3 Main Findings and Analyses

#### 3.1 The Global Partnership for Education's contribution to strengthening national capacity to formulate and implement education sector policy

##### 3.1.1 The Global Partnership's influence on education sector policy planning

**Finding 1:** Although Senegal did not use a Global Partnership for Education grant for the development of its education sector policy, its current education sector policy reflects the principles that underpin the Partnership.

In 2012, the Government of Senegal developed the PAQUET for the period 2013-2025 with no support from the Global Partnership for Education. Rather, the GPE grants have been used for the implementation of the education policy with the view to achieve the eight priorities stated in the PAQUET.

The majority of consulted stakeholders noted that the GPE objectives as described in the GPE Strategic Plan are closely aligned with the PAQUET, as illustrated in the table below.

GPE Strategic Objectives	Key areas and priorities of the current Senegalese education policy (PAQUET)
<i>SO1:</i> Fragile and conflict-affected states able to develop and implement their education plans.	N/A
<i>SO2:</i> All girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment.	<i>First priority:</i> establish universal basic education in accordance with universal right to education
<i>SO3:</i> Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3.	<i>Fourth priority:</i> promote the development of the teaching of science, technology and innovation (STI) <i>Eighth priority:</i> gradually increase the use of national languages in the education system, beyond functional literacy.
<i>SO4:</i> Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education.	<i>Third priority:</i> improve the quality of teaching / learning <i>Seventh priority:</i> enhance the productivity of teaching and non-teaching staff
<i>SO5:</i> Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education.	<i>Fifth priority:</i> continue to strengthen decentralization / devolution of management of educational programs for more effective governance, efficient and inclusive <i>Sixth priority:</i> strengthen, in the short and medium term, the efficiency of the sector
<i>Other (not part of the GPE strategic objectives)</i>	<i>Second priority:</i> adapt, in partnership with the private sector, the provision of vocational training and youth and adult technical needs of economic development

Of most significant importance is the focus on quality that underpins both the GPE Strategic Plan and Senegal's PAQUET which seeks to improve the quality of both education curriculum and teachers.<sup>80</sup>

In addition, the development of the new education sector plan (PAQUET) considered the context of the education sector in Senegal and the conclusions of the Assises nationales de l'Education et de la Formation. The will of the Senegalese government to integrate Daaras (i.e. Koranic schools) in the formal education system and implementation of Act III of decentralization reflect the government's efforts to adjust the GPE mechanisms to the national context. In short, policies and actions related to the Global Partnership for Education integrate the specific contextual characteristics of the education sector in Senegal.

### 3.1.2 The Global Partnership's influence on national capacity for education sector policy implementation

**Finding 2: In Senegal, the first Global Partnership for Education grant strengthened the government's capacity to effectively implement education sector policies. It reinforced existing political and technical dialogue mechanisms in the education sector and consolidated consensus on the policy options and strategic development of national education policies.**

Consulted stakeholders unanimously reported that the national government is fully committed to the implementation of the education sector policies. The Government of Senegal demonstrates strong leadership in educational policy that reflects its own priorities rather than the preferences of international donors. As the main actor, the government took the lead in the development and implementation of its education sector policy (PAQUET). It consulted the majority of stakeholders and based its strategic guidance on lessons learned and recommendations identified in the evaluation report of the previous sector plan.

The process of developing the GPE program proposal and, later on, of the implementation plan, was largely driven by national stakeholders, and implementation of the program is led by the national government. As the Supervising Entity, the World Bank also contributed to the design and development of the PAQUET. The GPE programs are not perceived as stand-alone initiatives, but as integral parts of the government's strategy to address education sector reform. Government stakeholders noted positively that the Global Partnership for Education insists on using existing country processes.

Although Senegal is investing a large amount of money in education, the Global Partnership is serving as a complement to the country's investment and this is particularly true of the period 2009 to 2013 where access to education was a key priority. When one talks about access, one needs to have classrooms built and the first GPE program implementation grant complemented Senegal's efforts to build infrastructure. All stakeholders interviewed recognized how the grant served to build classroom and other education facilities. The GPE grant received in 2009 has been used to build a total of 3164 classrooms (with an additional 1196 still under construction), to provide access to water in 795 schools and to construct 460 latrines. Interviews with senior representatives from the Ministry of Education and the Ministry of Public Works confirm that such results could not

<sup>80</sup> More particularly: vocational training and vocational education for youth and adults; integrated development of early childhood; teaching of sciences, mathematics and technology; initial and continuous training for teachers; improvement of equity through a better support of the excluded and marginalized populations; correction measures to reduce disparities between boys and girls; establishment of a 10-year long basic education cycle; the promotion of transparent and inclusive governance.

have been achieved without the GPE grant. Such investments have allowed Senegal to reach its target of providing access to all.

The longevity and stability of the education focal point in government, the Director of Planning and Reforms in Education (DPRE) of the Ministry of Education, has been a positive factor for both planning and implementation of the education sector policy. The DPRE played a key role in the last four years in strengthening the capacity of government to design and implement the adequate projects in line with the objectives of the education sector policy. The leadership and commitment of the DPRE over the last four years, as well as his role as a GPE Board Member, represent a key factor in ensuring the continuity of the reforms and the achievement of the objectives defined in the PAQUET.

Finally, it is too early to say whether the second GPE grant allocated in 2013 for the implementation of the PAQUET has had any influence on national capacity for policy implementation.

**Finding 3: The Senegal government adheres to and applies the monitoring and evaluation requirements of the Global Partnership for Education to ensure the transparency and accountability of its activities.**

The interviews conducted during the field mission revealed that the national government now has the technical capacity in monitoring and evaluation, as well as the transparency and accountability, to meet the standards of international donors.<sup>81</sup> This capacity has been built over the past years in partnership with the Global Partnership for Education. All the departments of the Ministry of Education have developed principles and obligations for monitoring and evaluation, as requested by the Partnership. The existence of the *Directions de l'Administration Générale et de l'Équipement (DAGE)* and the adoption of performance-based contracts (*contrats de performance*) demonstrate the commitment of the Senegalese government authorities to transparency and accountability.

### 3.1.3 The Global Partnership's influence on (sub)sector coordination

**Finding 4: The Global Partnership for Education has had limited influence on subsector coordination as the Government of Senegal has decentralized the education system and is coordinating efforts. In addition to the transfer of both financial and human resources, results-based management tools and accountability have been integrated at all the levels of the education system.**

The decentralized structure of the education system in Senegal illustrates the strong capacities of the national government to transfer responsibilities to regional and local authorities (i.e. *inspections académiques et inspections d'éducation et de formation*). Through the PAQUET, the government intends to increase the accountability of the *Inspections d'Académie* and the *Inspections d'Éducation et de Formation* and the local communities, and empower schools through direct funding.

Furthermore, the central government has encouraged the standardization of performance contracts for schools at all levels of the education system. The Global Partnership for Education is playing an important role in this regard through the current grant, which contributes approximately USD 2 million to fund the development of standardized performance contracts. It has also encouraged the standardization of accountability mechanisms, dissemination of results and the effective use of results-based management tools for the monitoring of the education policy at both the strategic and operational level. In its intervention strategy, the Director of Planning and

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<sup>81</sup>Further details may be found in the document "Gouvernement du Sénégal: Normes et standards de qualité en éducation et formation description des systèmes d'information"

Reforms in Education (DPRE) of the Ministry of Education has ensured the distribution of a financial envelope for 421 schools across Senegal to implement the PAQUET. In other words, everywhere at the local level, the representatives of the schools work in close collaboration with the State to achieve the goals set in the education policy.

The Senegalese government is also making efforts to coordinate the management of human resources. New human resources management software, called MIRADOR (*Management des ressources axées sur la dotation rationnelle*), was introduced in 2014 and serves as an interface between the Minister of Education, the Minister of Economy and Finances, and the Minister of the Public Service for common management of staff, career development and financial resources.

In addition, the DPRE ensures that the *Normes et standards de qualité en éducation et formation description des systèmes d'information* developed in July 2014 are followed in the education system at all levels. These standards have two central objectives: i) produce a reference tool necessary for the adequate management of the educational structures; ii) put in place a system of information by level of responsibility (schools, *inspections académiques*, administration at the central level) to control the educational system from these norms and standards of quality.<sup>82</sup>

At the GPE replenishment conference in Brussels in 2014, the Senegalese Ministry of Education reaffirmed its commitment to strengthen political dialogue about education, decentralize responsibilities for education, and ensure transparent management. Nearly 30 billion CFA Francs were mobilized for financing of performance-based contracts of school directors and inspectors with a view to improving the quality of school curricula and teaching. These resources were also used for the organization of annual reviews of the education sector policy, to discuss the data and results with all categories of actors.<sup>83</sup>

Finally, the performance-based contracts, the creation of the MIRADOR application, and the use of monitoring and evaluation tools as well as annual reviews contribute to more efficient management of the education system. In spite of the progress made, the decentralization of responsibilities to local education actors might benefit from faster money transfers. The inspectors consulted during the field visit indicated that there had been delays in money transfers from the central government, which resulted in delayed achievement of activities at the local level.

### 3.2 The Global Partnership for Education's Country Level Governance and Management

This section examines the performance of the coordinating, supervising and managing entities, as well as the performance of GPE Secretariat country support team. It also seeks to understand the effects of changes since 2010 on the scope and configuration of GPE activities in Senegal.

#### Local Education Group

**Finding 5: In Senegal, the *Groupe des Partenaires Techniques et Financiers (PTF)*, which was established prior to the country joining the Global Partnership in 2006, functions as the Local Education Group (LEG) for both planning and implementation of the education sector policy.**

<sup>82</sup>More details may be found in page 5 of the DPRE, Quality Standards Document, 2014.

<sup>83</sup> More details may be found in the document of Contribution of Senegal, written by the Senegalese Ministry of Education at the occasion of the GPE Board meeting in Brussels, June 26, 2014.

Although the *Groupe des Partenaires Techniques et Financiers* (PTF)<sup>84</sup> was created before Senegal joined GPE in 2006, it fulfills the responsibilities of the Local Education Group (LEG) that is normally put in place in GPE member countries. Most interviewees acknowledged that the functioning of the PTF is positive and GPE principles and funds have enabled the strengthening of the social dialogue between the national government and other key stakeholders (such as civil society organizations, teachers unions, associations of parents, private companies) in both the planning and implementation of the education sector policy.

The consulted PTF members feel involved in the implementation of the education sector policy and trust the government, even though they reported areas for improvement. In their opinion, the PTF has enabled more inclusive participation in the execution of the national policy and has helped the government reach consensus with education sector stakeholders about key priorities, mainly the improvement of education quality and the integration of marginalized populations into the education system.

Considering the priorities expressed by the PTF and following the construction of more than 100 Franco-Arabic schools with the support of the first GPE grant, the Global Partnership for Education has contributed to the establishment of a modernization program in the Daara (i.e. Koranic schools) located in areas where the communities are resistant to the classic education model.<sup>85</sup> These daaras are now in the process of being selected. In addition, the Civil Society Education Fund enabled civil society organizations (CSOs) to play a stronger role in progress monitoring and providing essential information to the national government with a view to defining sound educational policies. GPE has also contributed financially through its second program implementation grant in 2013 to the construction of a headquarters office for the *Fédération Nationale des Associations des Parents d'Élèves du Sénégal* (FENAPES), which produces reports and gains visibility among the other stakeholders in the education sector.

Consulted teachers unions recognized that GPE has significantly strengthened the dialogue between the government and the CSOs, but regretted that they were not included in the planning and decision-making process, for example in the development of the PAQUET in 2012. Rather, their participation has been limited to attending information sessions and meetings.

While the PTF is a good opportunity for the promotion of inclusive and transparent governance, from the perspective of some consulted donors, the nature of the LEG as designed by the Global Partnership seems to be dogged by its normative and prescriptive design. They feel it is important to make it more flexible so that it can be adapted to the diversity of contexts and situations of different countries. Rather than a single and standardized model, the Global Partnership for Education would benefit from guidance from a more diverse LEG and should define indicators that can translate sound governance (inclusive and transparent) to the particular context of the political and technical dialogue in the countries.

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<sup>84</sup>UNICEF currently chairs the PTF for a two-year mandate. Donors are organized into three groups: basic and secondary education, chaired by USAID; technical and vocational education, chaired by Luxembourg; and higher education, chaired by the French Cooperation (*Coopération Française*). Ministerial departments and donors work together in four technical groups: (i) reading, chaired by USAID; (ii) out-of-school youth and Koranic schools, chaired by the Islamic Development Bank; (iii) textbooks, chaired by CIDA; and (iv) decentralization of the education system, also chaired by CIDA. The mandate of these technical groups is to deepen analyses and information sharing in these areas.

<sup>85</sup>This statement is based on the views expressed by key respondents interviewed during the field mission and on data obtained from the document review.

## Supervising Entity

**Finding 6: The World Bank, as the Supervising Entity (SE) in Senegal, has provided effective and widely appreciated support to the Senegalese government and has fulfilled its role as per the Global Partnership for Education mandate. The GPE Fund is still perceived as a World Bank project.**

The choice of the World Bank as the SE was unanimously described as appropriate given the Bank's long-standing support for the education sector in Senegal, in particular its continued engagement in basic education and for its ability to conduct the fiduciary responsibilities.

The World Bank met all the criteria to be selected as SE in Senegal, as shown in the sidebar.

In Senegal, the World Bank has fully carried out its responsibilities in overseeing and reporting on the use of the funds and keeping other members of the PTF informed of implementation progress. As the Trustee for the GPE Fund, the World Bank fulfilled its responsibilities in managing transfer arrangements, as well as performing the *"maintenance of books, records, documents and other evidence in accordance with its usual accounting procedures to sufficiently substantiate the use of the transferred funds"*.<sup>87</sup>

In spite of GPE attempts to distance itself from the World Bank, development partners interviewed noted that the Global

Partnership is still perceived as a World Bank project that is no different from any other Bank projects. While the Partnership and its mechanisms are clearly understood by the stakeholders that are directly involved in the planning and implementation of the education policy, the Partnership suffers from a lack of visibility among local stakeholders, as well as some donors and development partners.

Indeed, a lack of clarity as regards the roles of the Supervising Entity and Coordinating Agency within GPE governance in Senegal was reported throughout the field mission. The stakeholders who were closely involved in the PTF were aware of the World Bank's role as the Supervising Entity (SE) and of USAID's role as the Coordinating Agency (CA) but other stakeholders were not. The World Bank should clarify its role as the SE and also systematically communicate to local stakeholders in Senegal that GPE funding comes from many donors, not just the World Bank.

### Criteria for Supervising Entities, as described in the GPE Terms of Reference for Supervising Entities:<sup>86</sup>

- Readiness to work with the developing-country partner to prepare the program;
- The ability to discharge fiduciary and administrative responsibilities in relation to the GPE Fund;
- The ability to support the government in implementing the education sector plan;
- The ability to offer technical resources;
- The nature and performance of the agency's education portfolio in the country;
- Previous experience in working collaboratively with the government and other development partners;
- The ability to work through the most aligned development assistance modality appropriate for a given context (see CLPG, section 3.4.5); and
- Agreement within the SE agency at the highest appropriate level to take on the role as SE in the given context.

<sup>86</sup> Further details about the role and responsibilities of the World Bank as the Supervising Entity in Senegal may be read in the Terms of Reference for the Supervising Entities, available online:

<http://www.globalpartnership.org/content/terms-reference-supervising-entities>

<sup>87</sup> Further details are developed in page 4 of the Terms of Reference for the Supervising Entities, available online:

<http://www.globalpartnership.org/content/terms-reference-supervising-entities>

## Coordinating Agency

**Finding 7: The role and the responsibilities of the Coordinating Agency (CA) are well understood by the other members of the PTF in Senegal. The three successive agencies that have fulfilled this mandate over the last five years have mobilized different approaches and capacities that have resulted in mixed success for facilitating the communication and fostering a stronger PTF group.**

Overall, consulted government representatives and development partners have a clear understanding of the CA's actual and expected role.

One of the roles of the CA is to facilitate communication among the members of the PTF (which serves as the local education group in Senegal). The PTF includes representatives of the French Development Agency (AFD), USAID, the World Bank, DFATD (merged with the former Canadian International Development Agency, CIDA), the Japanese International Cooperation Agency (JICA), the African Development Bank, the Islamic Development Bank, UNICEF, UNESCO, the Italian Cooperation Agency and the Korean Cooperation Agency.

As the Coordinating Agency from 2006 and 2011, CIDA was considered by development partners as an ideal CA. USAID, the CA from 2011 to 2015, became progressively less active and visible within the education sector group in Senegal. Government representatives and development partners noted that USAID played a very supportive role at the beginning of its mandate, in particular during the proposal development stage for the education sector plan (PAQUET) between 2011 and 2013. However, they noticed a change in USAID's role in the last two years, when the representative of USAID left his position. As of 1 March 2015, the CA role was being turned over to UNICEF.

In this context, consulted development partners shared the following areas for improvement and recommendations as regards the role of the CA and coordination mechanisms.

- The Government of Senegal could play a more active role in donor coordination.
- The GPE Secretariat should consider developing a tool to assess the PTF to ensure it is working properly.
- There is currently no holistic approach that encourages coordination between technical and financial partners.
- The consulted development partners and donors acknowledged aid harmonization, but more efforts are needed. According to UNICEF, there is a strong need for better coherence between the Global Partnership and national strategic plans.
- Several development partners noted that communication from the CA to the technical and financial partners could be more systematic and reach all the actors engaged in the education sector in Senegal. For instance, Italian cooperation, UNESCO and UNICEF, among others, regretted that they were not sufficiently informed about government priorities and the interventions of development partners.
- The CA must ensure neutrality in the decision-making process. A certain distance between the CA and the Senegalese Government must be kept at all times.
- Communication among donors could be enhanced. As the new CA, UNICEF should restore a structure and mechanisms to ensure a good communication among the technical and financial partners. Besides, UNICEF will do a self-evaluation of the role of donor coordination, including consultations with development partners.

**Finding 8: The existence of a Coordinating Agency and the involvement of the PTF in the planning and the implementation of the new education sector plan (PAQUET) resulted in better harmonization and alignment of aid in the education sector.**

According to the development partners, the Global Partnership for Education plays a central role in the coordination and harmonization of international aid in the education sector. The ownership and leadership of the Senegalese government in the definition of a clear and realistic education policy and the existence of the PTF coordinated by the CA have resulted in stronger alignment of interventions in the education sector.

In 2009, the donors signed a letter of agreement that defined their relationship according to the principles of the Paris Declaration and that helped develop a common understanding of needs and priorities as requested by the national government. Most agree that cooperation is functioning smoothly, both among the donors and with the government. All donor interventions are aligned to support the program of the government. Although donor disbursement arrangements are different, the implementation of activities and reports are coordinated. The project funded by the Catalytic Fund of the Fast Track Initiative<sup>88</sup> complemented the work of other development group partners. For instance, it was in harmony with the work of USAID, which tried to implement the project in the national administrative system between 2009 and 2012.

All development partners use the same terms, mechanisms and systems of management and reporting. There is a high level of complementarity between the Global Partnership and DFATD (which encompasses the former CIDA), which provides additional resources; and with JICA, which provides technical assistance for the implementation and operation of the new, decentralized school-based management system (*Comités de Gestion d'École* (CGE) in which the resources for development are being channelled. The Ministry of Education and the PTF meet monthly to monitor progress on the implementation of the PAQUET.

Moreover, the Global Partnership helped the Government of Senegal to strengthen its capacities and have greater ownership of its national policy. The PTF played a decisive role in supporting the development of the new education sector policy (PAQUET). After the conclusion of the review process, the policy dialogue that continued between the Development Partners Group and the Government was very constructive. The PTF met with the following high-level officials after they were appointed to the Government:

- The Minister of Education (December 2012);
- The Minister of Vocational Education and Training (December 2012);
- The Minister of Higher Education (January 2013);
- The Minister of the Economy and Finance, together with four ministers with responsibility for the education sector (February 2013).

Consulted stakeholders noted the importance of the GPE design and governance in ensuring the harmonization and alignment of aid in the education sector.

- The bilateral and multilateral Development Partner Group in Education regularly participates in annual sector reviews, together with the Senegalese administration, represented by central and decentralized department chiefs, local communities, social partners and civil society.

<sup>88</sup>More details may be found on the official webpage: <http://documents.worldbank.org/curated/en/2009/07/11701857/senegal-education-all-fast-track-initiative-efa-fti-catalytic-fund-project>

- The annual review of June 2012 was preceded by technical supervision meetings organized as part of a process of pluralistic dialogue between civil society, the Development Partner Group, and local communities. A joint analysis conducted by the Government and the Development Partner Group concerning the preliminary results of an assessment of the PDEF and its contribution to the new education sector plan (PAQUET), culminated in an aide-memoire that was submitted to the Minister of the Economy and Finance and to the education sector ministries.
- Government representatives reported that GPE procedures for harmonizing efforts led to economies of scale and improved the effectiveness and efficiency of projects. For example, while the first GPE grant focused primarily on building schools, the harmonization and coordination between development partners and the local education group resulted in economies of scale that financed the building of colleges and renovation of high schools across the country.
- Donors have encouraged the Government of Senegal to run its operations under performance-based contracts. Consulted government representatives commented that these contracts have contributed to significant improvements in efficiency and effectiveness in the management of projects.
- All donor interventions are aligned to support the Government's education sector plan. Although disbursement modalities vary, activities implementation and reporting arrangements are coordinated.

Finally, GPE governance, through the existence of a Coordinating Agency, seeks to harmonize the interventions of development partners and align aid to the objectives of the national education sector plan. As a lesson learned, it is important not to apply standard procedures and uniform mechanisms in all the GPE countries. Rather, the Partnership should take into account the specific context and the particular structure and operational rules of each country. The experience of the PTF group in Senegal shows that transparent and efficient support to developing country partners is best acquired when all development partners work together under the leadership of governments, thereby assigning roles and responsibilities within mutually agreed processes. It is crucial to clarify the mandate of each entity pertaining to the GPE governance, so as to avoid any confusion or misalignment of the interventions.

## **Support from the Global Partnership for Education Secretariat**

**Finding 9: Since the 1990s, Senegal has acquired significant experience and consolidated its capacities in developing and implementing education policies. This resulted in limited need for support from the Global Partnership for Education Secretariat.**

Feedback on the technical support provided by the GPE Secretariat was unanimously positive. However, the technical support provided by the GPE Secretariat was not essential to Senegal's success in establishing a strong education plan, as the Senegalese government has demonstrated strong leadership in the development and implementation of its education sector plan.

Nevertheless, the Country Lead of the GPE Secretariat has provided valuable insights and suggestions, especially in the development of the PAQUET. It has contributed to building the Ministry of Education's capacity for detailed and results-oriented planning and monitoring. Government partners described the GPE Secretariat as being available if and as needed, while leaving day to day oversight issues to the Supervising Entity and national stakeholders.

As a result of the limited interaction with the GPE Secretariat, several associations of civil society, some technical services of the Ministries and local governmental authorities do not know the GPE's operating modes (guidelines, processes and procedures, financing, governance) and its links with ongoing programs in the country.

### 3.3 Synergies with the Global Partnership for Education at the Global Level

This section examines the extent and type of involvement of country representatives in GPE Board constituency, national stakeholder awareness of and/or contributions to global level discussions, and national stakeholders benefits from and contributions to global learning (including on innovation in education) facilitated by the Global Partnership for Education.

**Finding 10: Consulted education sector stakeholders in Senegal felt appropriately represented on and heard by the Global Partnership Board. This is due to the presence and active involvement of three nationals of Senegal on the Global Partnership Board.**

The GPE Board has 18 members, three of whom are nationals of the Senegalese Republic:

- Mr. Cheikh Mbow, National Coordinator of the *Coalition des Organisations en Synergie pour la Défense de l'Éducation Publique* (COSYDEP), who is the Board member representing the Civil Society Organizations and a Civil Society Education Fund grant recipient.
- Marieme Sakho Dansokho, who is the Board member representing the Civil Society Organizations and the General Secretary of the *Syndicat des Professeurs du Sénégal* (SYPROS), Education International.
- Mr. Sérigne Mbaye Thiam, who is the Minister of Education (*Ministre de l'enseignement préscolaire de l'élémentaire, du moyen secondaire et des langues nationales du Sénégal*).

Interviewed stakeholders commented that the presence of these three persons enables information sharing and participation in the decision-making process of the Global Partnership for Education. It was also reported that they have demonstrated strong involvement within the GPE Board. The involvement of these three Board members in the Global Partnership has reinforced both Africa's and Senegal's visibility in the strategic orientations and decision-making processes within the GPE governance.

**Finding 11: The Global Partnership for Education's governance and geographic structure have helped it to establish synergies and information sharing across countries.**

Consulted stakeholders noted that the GPE governance and the implementation of the GPE activities at the regional level since 2011 have generated remarkable dynamism in sub-Saharan Africa, particularly in the West Africa region.

Since 2011, the GPE Secretariat has organized three consultation meetings for ministers of education and five meetings for experts within the three GPE regional districts in Africa. These meetings have fostered the "South-South Trade" and two key results can be highlighted:

- Better ownership of the Global Partnership by the national governments and an exchange of experiences on topics of common interest: development of sectoral policies, establishment of political dialogue and sectoral reviews, strategies of intervention in situations of emergency, strategic plans, funding models;

- Strengthening the participation of districts of Africa in the functioning of the GPE's governance and decision-making processes (Council and committees). This has resulted in better visibility of Africa, which made its voice heard and expressed its needs and priorities at the global level.

### 3.4 The Global Partnership for Education's effects on availability and use of resources for the education sector

This section deals with the Global Partnership's effects on three dimensions of the availability and use of resources for the education sector, namely: i) the amount of financial resources for basic education and total education, ii) the flow of financial resources, and iii) the quality of financial resources.

**Finding 12: While there are complementarities between bilateral funding and government priorities, it seems that the Global Partnership has not generated any additional funds from the national government or international donors.**

Overall, it proved difficult to elicit detailed information on additionality. None of the stakeholders consulted were able to elaborate on the sub-questions developed by the evaluation team in this regard, and those that were knowledgeable enough to answer some questions only provided their broad perceptions or assumptions. Therefore, the vast majority of remarks were interviewee reflections, and it was not possible to gather empirical data or attribute causality to the GPE.

Rather than evidence on additionality, all consulted stakeholders shared their perceptions about GPE impact on donor funding patterns and national government funding allocations. Overall, they do not believe that the GPE has had an effect on obtaining additional funding.

#### Funds to education sector from Senegalese government

Senegal has historically demonstrated strong commitment to education, including primary education, as it allocates a large share of its national budget to education. Since Senegal joined the Global Partnership, expenditures on education have significantly increased, as shown in Exhibit 3.1.

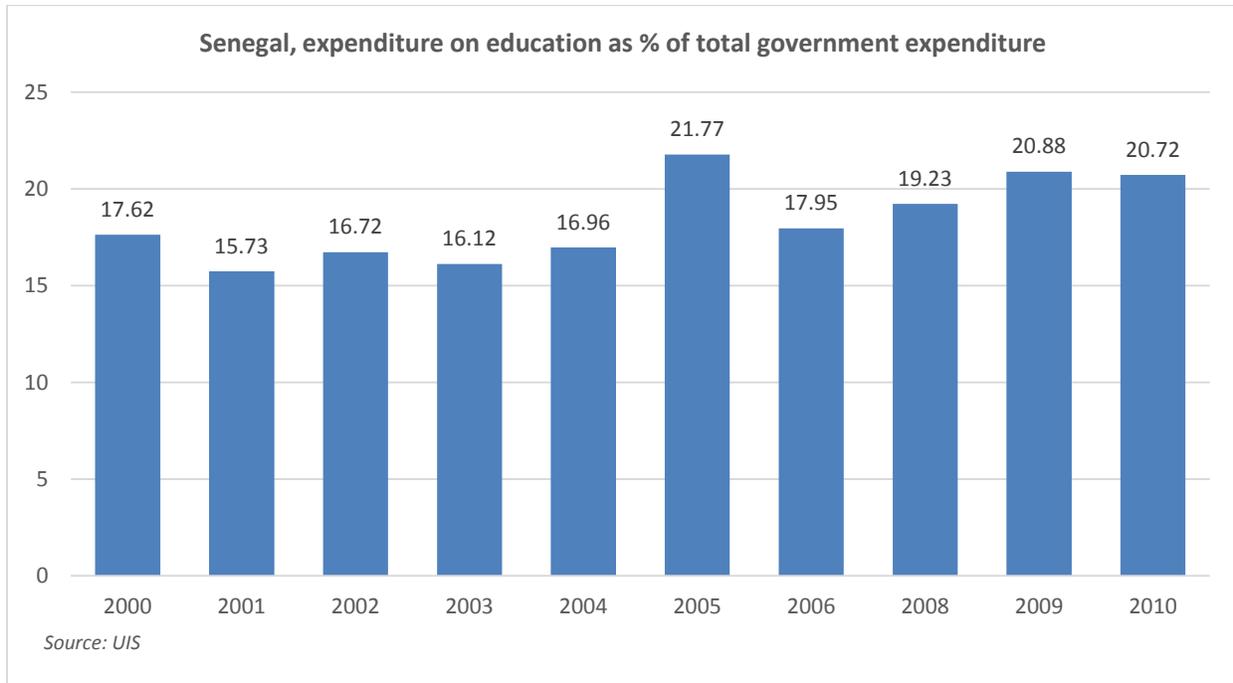
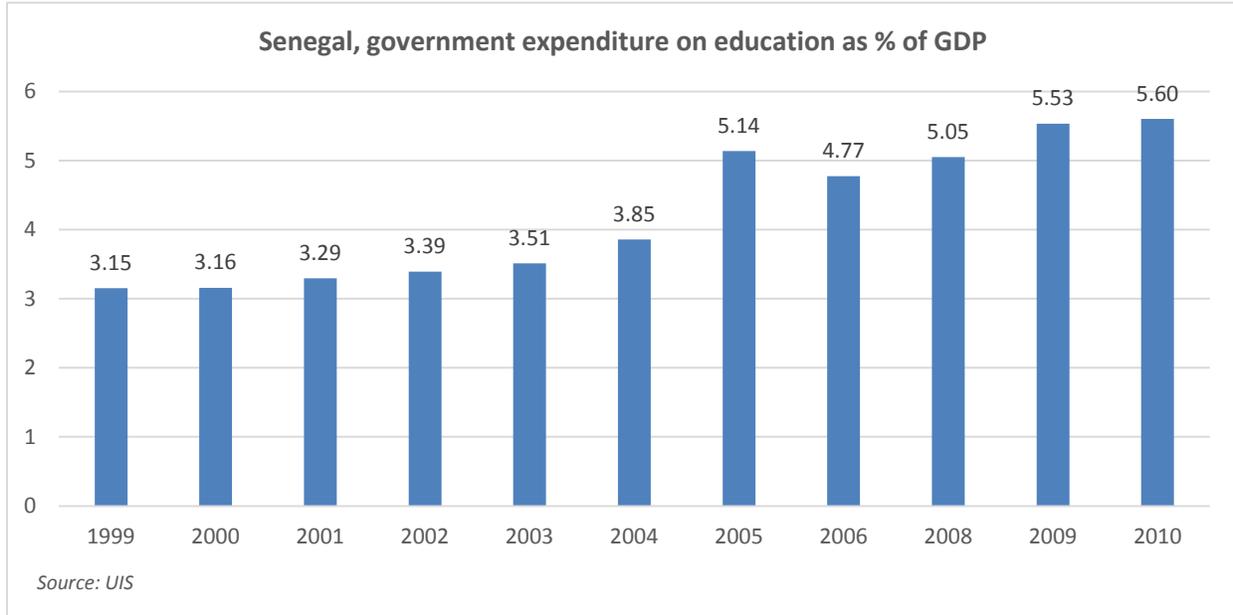
##### Exhibit 3.1 Education Expenditures

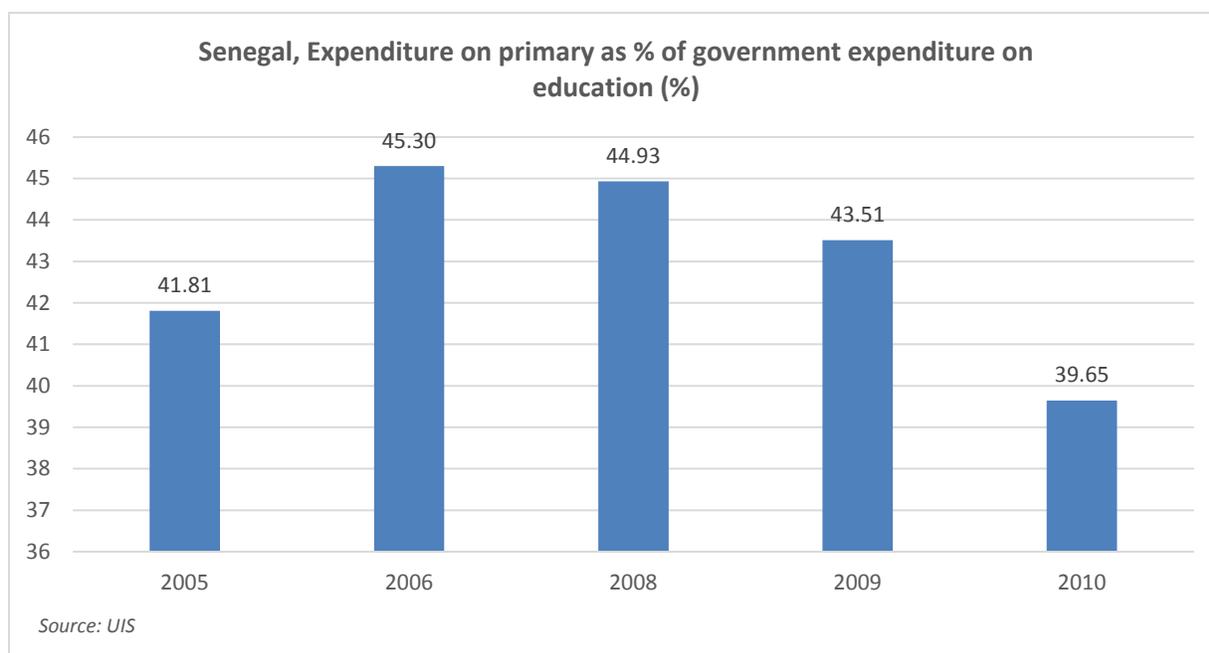
Senegal, Spending on education before and after joining the GPE, 2006				
Indicator	Before	After	Change	
			p.p	%
<i>Government expenditure on education as % of GDP</i>	3.6	5.4	1.8	48.1%
<i>Expenditure on education as % of total government expenditure</i>	17.5	20.3	2.8	16.0%

Source: UIS

In 2011, the Government of Senegal allocated about 24.6% of its total domestic resources to education, equating to about 6.2% of GDP, compared to the sub-Saharan Africa average of 4.5%. An estimated 46% of the recurrent budget contribution to education is allocated to primary education, nearly reaching the recommended Education for All-Fast Track Initiative (EFA-FTI) benchmark of 50%.

**Exhibit 3.2 Senegal Expenditures on Education, 1999-2010**

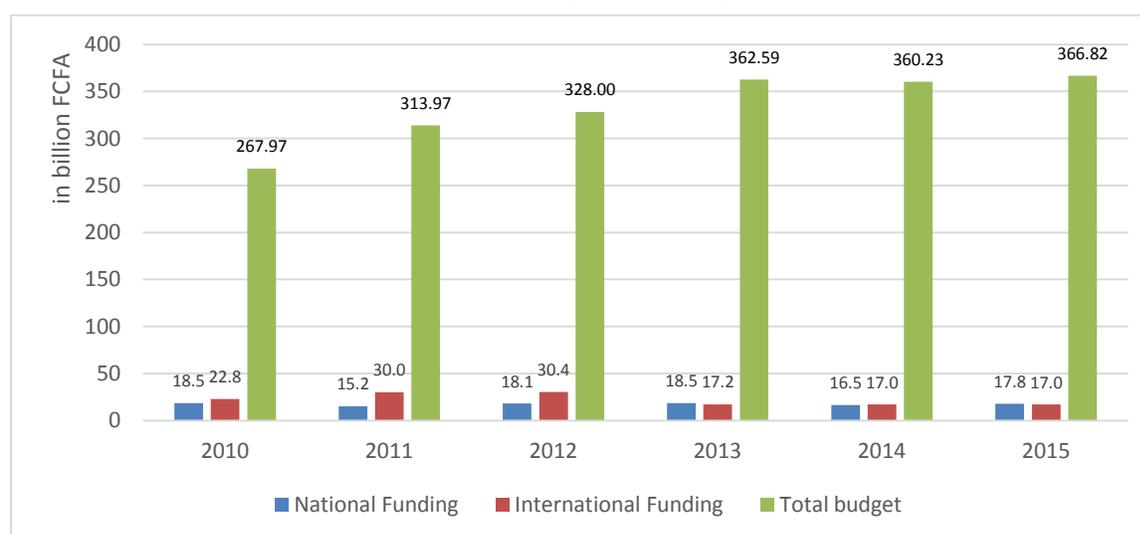




While Senegal allocates a significant part of its budget to education, the results are not necessarily commensurate with the resources invested. This may largely be attributed to the structural inefficiency of a budget in which salaries at the primary level account for 95% of the entire budget. The Government is currently taking measures to correct the situation, but will only be able to report on the results of these interventions over the next two years. In the meantime, allocating further resources to the budget is not the most efficient way of supporting the education sector.

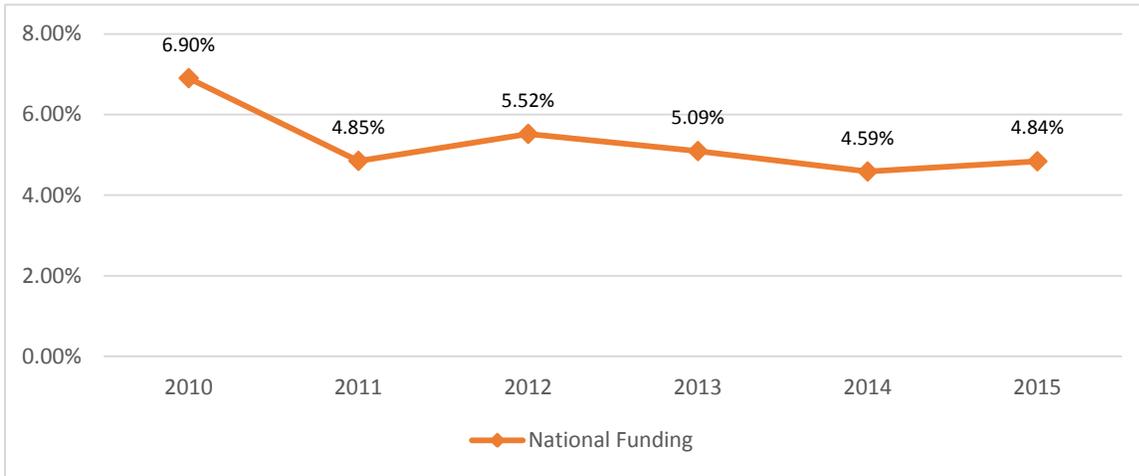
As shown in Exhibit 3.3, national funding for the budget of the Ministry of Education remained stable over the last five years, while international funding fluctuated but decreased significantly overall.

**Exhibit 3.3 National and international funding for the budget of the Ministry of Education**



The share of national funding out of the total budget of the Ministry of Education has decreased from 6.9% in 2010 to 4.84% in 2015 (Exhibit 3.4).

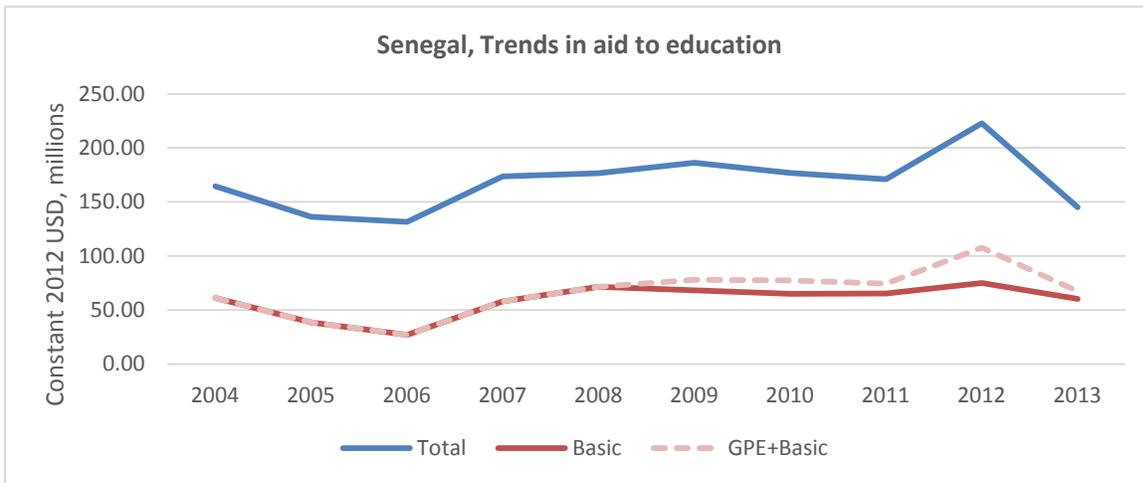
**Exhibit 3.4 National funding as a percentage of the total budget of the Ministry of Education**



**Funds to education from international donors**

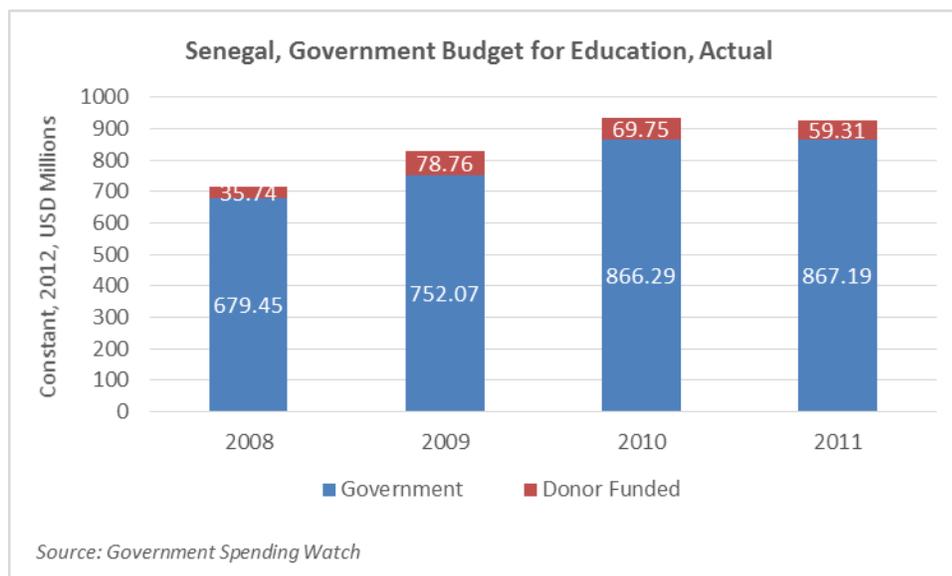
Before Senegal joined the Global Partnership in 2006, international aid to basic education in Senegal had been decreasing. From 2002 to 2005, aid flows averaged USD 44.1 million per year. However, once Senegal joined the Partnership in 2006, aid to basic education increased for the period 2006 - 2012. In 2013, total aid flows for education dipped. Aid in the years after membership averaged USD 67.1 million. The share of basic education as a percentage of total aid to education has also increased.

**Exhibit 3.5 Trends in international aid to total education and basic education, 2004-2013**



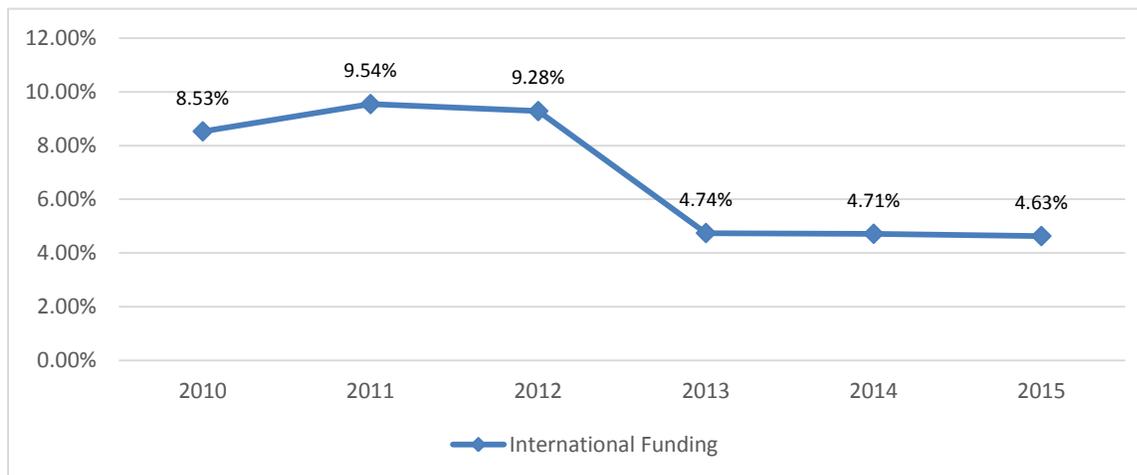
Actual donor funding for education increased significantly from 2008 to 2009 and then decreased between 2009 and 2011 (Exhibit 3.6).

**Exhibit 3.6 Government and international aid to education, 2008-2011**



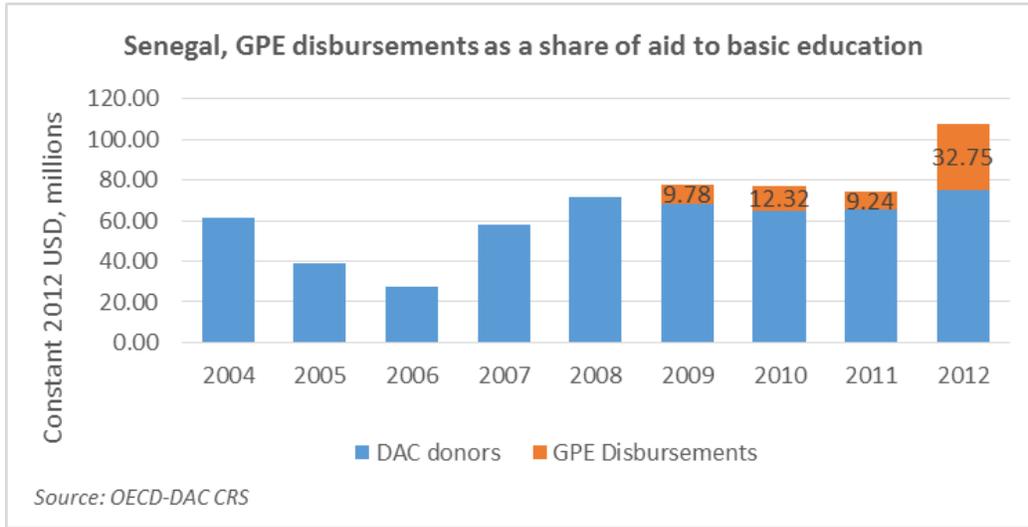
The contribution of international funding to the total budget of the Ministry of Education diminished significantly from 2010 to 2015 (Exhibit 3.7).

**Exhibit 3.7 International funding as a percentage of the total budget of the Ministry of Education**



As shown in Exhibit 3.8, half of the Global Partnership’s contributions to basic education (with a total of US\$ 32.75 million) were disbursed in 2012. In 2012, GPE disbursements represented 30% of total international aid to basic education in Senegal.

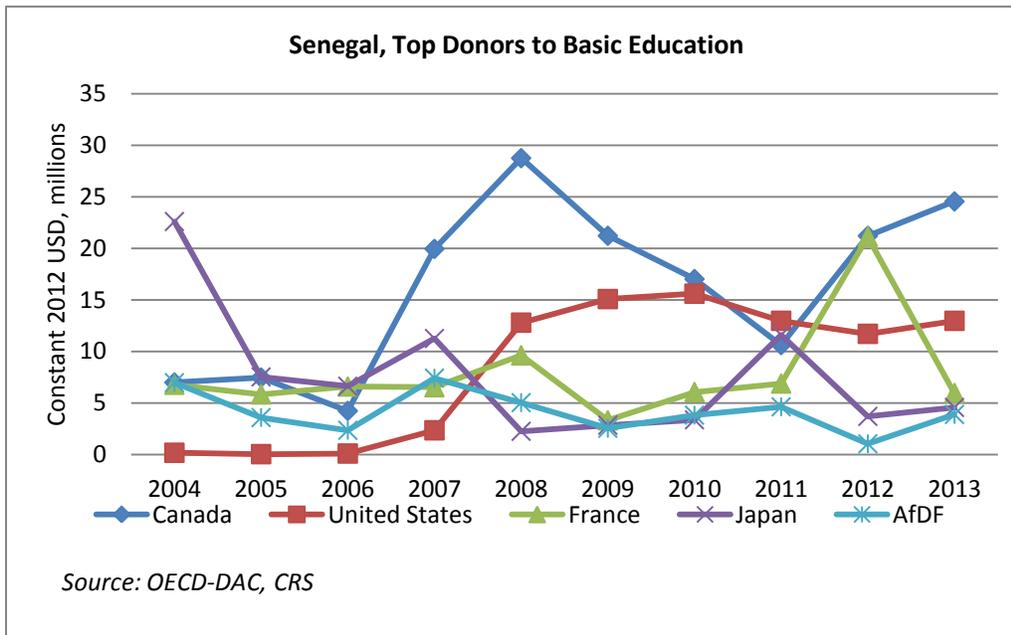
**Exhibit 3.8 GPE disbursements as a percentage of aid to basic education**



**Trends in the top five donors to basic education by donor country for years before and after joining the Global Partnership**

In 2013, Canada, the United States and France were the top three donors to basic education in Senegal. Since 2009, France has been increasing aid to basic education in Senegal. In 2012, aid from France increased by 207%, from 6.8 million to \$US 21.1 million. In 2013, France reduced its aid to basic education in Senegal.

**Exhibit 3.9 Top donors to basic education in Senegal, 2004-2013**



Since 2006, Senegal has been a steady recipient of aid to education. Although aid decreased slightly from 2009 to 2011, it picked up again in 2012. In 2013, Senegal received nearly US\$ 145 million for total education and US\$ 60 million for basic education (OECD-DAC CRS).<sup>89</sup>

In 2014, donors are active in areas where the Global Partnership for Education focuses its efforts and supports the Government of Senegal to encourage the harmonization and the alignment of aid. The six main donors are the following:

- **DFATD (encompassing former CIDA) (Canada)** supports the Government with several instruments with an overall envelope of US\$ 200 million over five years (2013-2017). These provide: i) sector budget support; ii) long-term technical assistance (TA) to strengthen the management capacity of the Ministry of Education at the central level; iii) the supply and distribution of textbooks; and (iv) primary education curriculum reform. CIDA has also provided a recipient-executed trust fund (TF) to the World Bank to reinforce regional and district level education authorities in managing a results-based education system.
- **USAID** supports the improvement of quality in primary education is providing TA to education structures (regional and district – IAs and IEFs) to prepare a comprehensive education quality improvement plan focusing on primary education. It has also helped the middle school level to design a new learning program and materials oriented to science and mathematics. However, there are not enough resources to scale up these initiatives or the necessary policy dialogue to use these instruments to reform the entire system. USAID collaborated with the World Bank to design the *Partenariat pour l'Amélioration de l'Apprentissage des Mathématiques et des Sciences (PALME)* that is the framework within the MOE to improve learning. USAID and World Bank/Global Partnership for Education (GPE)-financed projects are aligned within the PALME and are complementary, using the same key performance indicators and implementation modalities.
- **JICA (Japan)** is providing support to the Government to develop a School-based Management (SBM) system with the involvement of local communities in managing schools and ensuring better performance. The SBM was tested in two districts between 2010 and 2012 and a model is currently being designed for scale-up. There is an agreement between the World Bank, JICA and the Government to provide funds under the World Bank/GPE to scale up the initiative. JICA will continue to provide needed TA for this aspect of the project.
- **AFD (France)** is supporting the education sector by financing the construction of middle schools and school principal training in areas in and around Dakar.
- **Luxembourg** supports the technical and vocational education and training (TVET) development.
- **World Bank** supports access, quality and improvement of management in primary, secondary and higher education.

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<sup>89</sup> Basic and total education are calculated using GMR's methodology. Basic education = 50% of aid education aid at level unspecified + aid to basic education + 10% of general budget support. Total education = 20% of general budget support + total education.

**Exhibit 3.10 Profile of main donor interventions in the education sector in Senegal**

Donor	Estimated contribution	Period	Regions	Sector and intervention type
USAID	\$109,229,874	2012-2017	Nationwide	Basic and higher education: construction of schools, equipment, capacity building, quality enhancement, studies and assessments
CIDA	\$200,000,000	2013-2018	Nationwide	Sector budget support, of CAD125 over 5 years, investment : textbooks, TVET equipment, deconcentration, capacity building at central level
AFD	EUR 12,000,000	2013-2016	Dakar	Middle school: construction of schools, equipment, capacity building, quality enhancement, studies and assessments ;
World Bank + GPE	\$222,100,000	2002-2018	Nationwide	Primary, middle schools, TVET, higher education
ADB		Not yet planned	Dakar	
Luxembourg Cooperation		NA	Dakar, Diourbel, Fatick, Kafrinne, Kaolack, Louga, Matam, ST-Louis	Vocational training structure: construction of schools, equipment, capacity building, quality enhancement, studies and assessments
JICA	\$37,111,205	2012-2017	Primary: national; Vocational training structure: Dakar; Middle school: Dakar, Kaolack, Louga, Thiès	Vocational training structure: construction of schools, equipment, capacity building, quality enhancement, studies and assessments
Italian Cooperation	0	2010-2013	Dakar, Diourbel, Fatick, Louga	Basic Education: capacity building, quality enhancement, others
UNICEF	\$3,500,000	2013-2016	Nationwide	Quality and access to basic education.
UNESCO	\$1,973,667	2012-2013	Dakar, Diourbel, Kolda, Kedougou, Louga, Matam, ST Louis, Sedhiou, Tambacounda, Thies, Zinguinchor	Pre-school, Primary education, Adult Literacy and Youth, Higher Education, Vocational training structure
World Food Programme	\$63,361,092	2012-2016	nationwide (except St Louis)	Canteens and capacity building of MEN, stakeholders, management
BID	270,000 Islamic dinars and \$304,000 for the PALAM program	2012-2016	Nationwide	French-Arabic and Koranic schools

Donor	Estimated contribution	Period	Regions	Sector and intervention type
OIF	EUR 350,000	2012-2014	-	-

In summary, the Global Partnership for Education has not generated additional funding in Senegal. Rather, the PAQUET fully complements the work of the Development Partner Group. The GPE-funded program is thoroughly aligned with the work of USAID, which for the past three years has been trying to implement the project through the national administrative system. All of the development partners employ the same modalities, mechanisms and management and reporting systems. There is a high level of complementarity also with DFATD (CIDA), which supplies additional resources, and JICA, which offers technical assistance for the implementation and operations of the *Comités de Gestion de l'École* (CGEs), the new school-based management system, into which resources for development are being channeled.

## 4 Conclusions: Linking the Senegal Case to the Global Partnership for Education Reforms since 2010

This section provides observations on linkages between global GPE reforms introduced since 2010 and the evaluation findings deriving from the case study of Senegal.

Changes in the Global Partnership since 2010	Observations in Senegal
<p>Creation of a new, constituency-based Board structure with equal representation of development country partners (DCP) and donor governments (2010)</p> <p>Support to enable effective DCP participation through regular constituency meetings (2014)</p>	<p>Both government representatives and civil society organizations in Senegal feel well represented on the GPE Board and are aware of mechanisms in place that allow them to bring forward concerns and suggestions through their Board member.</p> <p>The regular in-person constituency meetings that were initially supported by CIDA (now merged in DFATD) between 2006 and 2011, and then by USAID between 2011 and 2015, and now through UNICEF, are useful and valued events that allow exchange among constituency members.</p>
<p>The World Bank no longer acts as the default Supervising Entity (2010 and ongoing)</p>	<p>The World Bank is the Supervising Entity for GPE grants in Senegal and fulfills its responsibilities as the SE. Some stakeholders still continue to associate the GPE grants with the World Bank alone.</p>
<p>Expansion of the GPE Secretariat Country Support Team (CST) (2010 and ongoing) and greater focus on country missions and outreach activities; development of tools to strengthen country level processes, including grant guidelines, Education Sector Plan (ESP) development guidelines, appraisal guidelines, and country-level process guide, all aiming to ensure that the LEG is at the center of country level decision processes</p>	<p>The Government of Senegal developed its education sector policy (PAQUET) without GPE support. It relied on its national capacities and learning from the previous education sector policy, as well as the active involvement of the main stakeholders.</p> <p>Most of the stakeholders acknowledged the PAQUET was developed in a participatory manner. The Government of Senegal has organized the Assises Nationales sur l'Éducation, so as to gain the insights from the different actors and collectively define the priorities of the new education sector policy. Nevertheless, some CSOs regret not to have been sufficiently involved in the development of the PAQUET in 2012.</p> <p>Changes within the GPE Secretariat's CST have not yet translated into notable changes for Senegal. A new country lead was recently appointed. Representatives of the Senegalese Government are satisfied with the relationship with the GPE Secretariat.</p>
<p>Adoption of a Strategic Plan (SP) and related implementation plan (2012) that defined four GPE strategic goals, five objectives, and ten thematic focus areas for the period 2012-15. The SP indicated a newly sharpened focus on, amongst others, education quality (learning for all children).</p>	<p>Prior to joining the Global Partnership, Senegal had made considerable progress in enhancing access to education. At the end of the PDEF, a program of education and training implemented from 2000-2011, the national government identified the urgent need to improve the quality of education.</p> <p>Issues of inclusion, gender equity and equal access to education are acknowledged in the GPE grant and are clear priority in the PAQUET. Representatives of the Senegalese government, as well as some civil society representatives and donors, noted the need to not only strengthen access to and quality of (early) primary education, but also pre-primary and secondary levels, as well as Vocational and Technical Education.</p>

Changes in the Global Partnership since 2010	Observations in Senegal
<p>Creation of a single GPE fund (2011)</p> <p>Development of the Needs and Performance Framework, and publication of indicative country allocations (2012)</p> <p>New funding model (2014 and ongoing) that includes results-based element.</p>	<p>No data on the impact of the creation of a single GPE Fund in the education sector in Senegal.</p> <p>No data indicates whether criteria outlined in the 2012 Needs and Performance Framework were used by Development Partners to decide on the division of the overall country allocation.</p> <p>There appears to be an increasing focus on results achievement in Senegal, pushed for not only by donors but also by the national government, as illustrated through the Contrats de Performance and the creation of the DAGE. Several donors and government representatives welcomed the strengthened focus on results, transparency and accountability.</p>
<p>Initiation of the Global and Regional Activities program (2010)</p>	<p>The Senegal case study does not provide evidence of complementarity between GPE country-level interventions and the Global and Regional Activities Program (or of the GPE's engagement in global advocacy work and think tanks).</p>
<p>Encouragement for LEG to use the most aligned modalities, including use of sector budget support and maximum use of country systems (since 2010)</p>	<p>In Senegal, the role of the LEG is carried out by the PTF, a group that was created before the country joined the Global Partnership. The involvement of the PTF in the planning and the implementation of the PAQUET resulted in better harmonization of interventions and alignment of aid in the education sector.</p>

In conclusion, the Senegal case study shows that the PAQUET is a solid plan, implemented with minimal support and participation from the Global Partnership. Senegal is an interesting case study for which it is difficult to pinpoint GPE's contribution, given the strong national capacities already in place. These observations may incite further reflection on the types of countries that the Global Partnership should prioritize and the manner in which the Partnership can improve or support the South-South sharing of good practises.

## Appendix 1 Consulted Stakeholders

The table below lists all stakeholders consulted during the evaluation country visit to Senegal from 23 February – 3 March, 2015.

#	Name	Organization
1	Djibril Ndiaye Diouf	DPRE
2	Ibrahima Diome	DFATD
3	Sandra Berberi	MAECD
4	Edèle Thébaud	UNICEF
5	Thiam Haleina Traoré	UNICEF
6	Oumar A, Diongue	USAID
7	Atou Seck	World Bank
8	Mbene Beye	CNEPT
9	Diene Coumba Ndiaye	UDEPLAIC
10	Moustapha Kassé	UDEPLAIC
11	Rosalie Touré	SNCS
12	Francois Xavier Sarr	SNCS
13	Cheikhna Lam	INEADE
14	Abdou Khadre Ndiaye	UAEL
15	Yankhoba Sagna	DAGE
16	Etienne Sarr	DAGE
17	Mohamed Moustapha Diagne	DFC
18	Aissatou Lena Sene	DFC
19	Pape Demba Sy	DEE
20	Moussa Faye	DEE
21	Diamb Balde	DEE
22	Ablaye Niang	DEE
23	Mariama Cissé	DEE
24	Abdou Diao	DEE
25	Saliou Fall	DEMSG
26	Faye Bèye Kassé	DEMSG
27	Ibrahima Thiam	DEMSG
28	Joseph Biaye	DEMSG
29	Alphonse Dione	DEMSG
30	Khady Ndiaye Bèye	DRH

#	Name	Organization
31	Bakary Badiane	FENAPES
32	Bakary Bodian	Inspection des Daaras
33	Chaybatou Ndiaye	Coordination des maîtres coraniques
34	Mamadou Lamine Sarr	Coordination des maîtres coraniques
35	Alé Thiam	DCS
36	Daouda Ndiaye	DCS
37	Bassirou Mamadou Kébé	CNOAS
38	Cheikh Mbow	COSYDEP
39	Mame Marie Sakho	Fondation Secteur Privé
40	Babacar Ndong	Fondation Secteur Privé
41	Nafissatou Gassama	Division de la passation des marchés
42	Mamadou Fall	Division de la passation des marchés
43	Daouda Thiaw	Inspection interne
44	Marième Ndiaye	Inspection interne
45	Ndiogou Faye	IGEN
46	Thérèse Faye Diouf	ANPECTP
47	Massamba Thiane	DRTS
48	Aliou Ly	UNESCO
49	Marième Kahn	KFW
50	Claudia Guidarini	Coopération Italienne
51	Abdoulaye Sow	JICA
52	Ousmane Diop	DCS
53	Papa Fily Ndiaye	CPIA
54	Aboubakry Sarr	Mutuelle des Volontaires et Contractuels de l'Éducation
55	Mame Ibra Ba	INEADE
56	Mamadou Lamine Samb	IEF Almadies
57	Amadou Tidiane Sow	IEF Parcelles Assainies
58	Sérigne Mbaye Thiam	Ministère de l'Éducation Nationale
59	Ibrahima Diallo	AFD
60	Olivier Sagna	MESR
61	Babacar Gueye	MESR
61	Aboubakry Niane	MESR
62	Ndeye Yacine Gueye	MESR
63	Ngary Faye	IA Dakar

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#	Name	Organization
64	Talla Faye	IEF Thiès Ville
65	Zaccaria Dagobert	IEF Thiès département
66	Meskerem Mulatu	World Bank

Prior to the site visit, the evaluation team conducted a telephone interview with the current GPE Secretariat country lead (Mr. Hugues Moussy).

## Appendix 2 Consulted Documents

### 1. ESP

Senegal Appraisal (February 2013)

Senegal Endorsement

Senegal ESP 2013-2015

### 2. JSR

Senegal – JSR – June 2010

Senegal – JSR – June 2011

Senegal – JSR – June 2012

### 3. PDG

Senegal – Program Development Grant Report

Senegal PDG Application

Senegal PDG Assessment

Senegal PDG Budget

### 4. Program Implementation Grant

Senegal – Program Implementation Grant Application – March 2013

Senegal – Program Document

Senegal – QAR Phase III Final Readiness Review Report – March 2013

Senegal – Progress Report French

### 5. Other

World Bank (2014) GPE Project, Annual Report 2013

« Secretariat country visits and engagement ». « May 2013- Secretariat staff went to Senegal to conduct a GPE and Sector Monitoring Initiative workshop for UNICEF Education Officers from West and Central Africa”

2012- Evaluation realized by Civil society education fund- case study of Senegal

Agence Nationale de la Statistique et de la Démographie : Recensement Général de la Population et de l’Habitat, de l’Agriculture et de l’Elevage, rapport provisoire, mars 2014.

Africa Network Campaign on Education For All(ANCEFA): Post 2015 update: Perspectives and synthesis from regional and global consultations and positions, Mai 2014.

Civil Society Education Fund Independent Evaluation: Senegal report, Septembre 2012

Communique de presse : Les Etats-Unis procèdent au lancement d’un nouveau partenariat pour l’éducation.

Consultation thématique mondiale sur l’éducation pour le programme de développement post 2015, Dakar, les 18 et 19 mars 2013.

CSEF, 2013 2015 : Rapport d'avancement pour UNESCO pour la période du 01 juillet au 31 décembre 2013 Soumis Par la Campagne Mondiale pour l'Éducation le 15 mars 2015.

Consortium pour la Recherche Economique et Sociale, Rapport d'évaluation des 10 ans du PDEF, Juillet 2012.

Éducation pour tous – Initiative Fast Track : Etat d'avancement de la mise en oeuvre du programme d'utilisation du fonds catalytique de l'Initiative Fast Track, *Février 2013*.

Gouvernement du Sénégal : Annonce de contributions du Sénégal : Appui de l'Etat à la mise en œuvre des contrats d'amélioration de la qualité des écoles.

Gouvernement du Sénégal : Campagne de reconstitution des fonds du Partenariat Mondial pour l'Education, Bruxelles, 26 juin 2014.

Gouvernement du Sénégal : Etude prospective « SENEGAL 2035 » Rapport Final, juin 2011

Gouvernement du Sénégal : Lettre de politique générale pour le secteur de l'Education et de la Formation, Juin 2012.

Gouvernement du Sénégal : Normes et standards de qualité en éducation et formation description des systèmes d'information.

Gouvernement du Sénégal : Plan Sénégal Emergent.

Gouvernement du Sénégal : Réformes budgétaires et financières : Note technique thématique.

Gouvernement du Sénégal : Répartition des investissements dans le secteur de l'Education et de la Formation, MEF, documents de travail mars 2015.

Global Partnership For Education: Program Development Grant Guidelines.

Mid-Term Evaluation of the EFA Fast Track Initiative: Final Report Volume 1 – Synthesis Report, Executive Summary February 2010.

Partenariat Mondial pour l'Education : Directives relatives au financement pour la préparation du plan sectoriel de l'éducation.

Partenariat mondial pour l'éducation : Requête de Financement pour le développement du plan sectoriel

Partenariat Mondial pour l'Education : Rapport d'endossement du « Programme d'Amélioration de la Qualité, de l'Équité et de la Transparence (PAQUET).

Partenariat Mondial pour l'Education : Un Partenariat mondial pour l'éducation plus ambitieux et plus efficace : Trois priorités pour la prochaine phase de réforme Exposé des organisations de la société civile, mai 2012.

Results agreement with UNESCO International Bureau of Education (IBE) on Quality of Education/Learning Outcomes under the Global and Regional Activities (GRA) program.

Results agreement with Agence Française de Développement (AFD) on Child Literacy: Learning to Read and Write in African Languages and in French in the context of Bilingual Primary Education under the Global and Regional Activities (GRA) program, July 31, 2013.

## 6. Documents consulted on the Internet:

Rapports et documents officiels concernant le secteur de l'éducation : [www.gouv.education.sn](http://www.gouv.education.sn)

Rapports et documents officiels concernant le partenariat dans le monde : [www.globalpartnership.org](http://www.globalpartnership.org)



## Country Case Study - Zimbabwe

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## Acronyms

<b>BEAM</b>	Basic Education Assistance Module
<b>CA</b>	Coordinating Agency
<b>CAMFED</b>	Campaign for Female Education
<b>CSEF</b>	Civil Society Education Fund
<b>CSO</b>	Civil society organization
<b>CST</b>	Country Support Team
<b>DFID</b>	Department for International Development (UK)
<b>DP</b>	Development partner
<b>DPG</b>	Development Partners Group
<b>ECD</b>	Early Childhood Development
<b>ECG</b>	Education Coordination Group
<b>ECOZI</b>	Education Coalition of Zimbabwe
<b>EDF</b>	Education Development Fund
<b>EFA</b>	Education for All
<b>EMIS</b>	Education monitoring information system
<b>EMTP</b>	Education Medium Term Plan
<b>EMTP-OP</b>	Education Medium Term Plan – Operational Plan
<b>EPDG</b>	Education plan development grant
<b>ESP</b>	Education Sector Plan
<b>ETF</b>	Education Trust Fund
<b>EU</b>	European Union
<b>FTI</b>	Fast Track Initiative
<b>GBS</b>	General Budget Support
<b>GoZ</b>	Government of Zimbabwe
<b>GPA</b>	Global Political Agreement
<b>GPE</b>	Global Partnership for Education
<b>GRA</b>	Global and Regional Activities fund
<b>JSR</b>	Joint Sector Reviews
<b>LEG</b>	Local education group
<b>M&amp;E</b>	Monitoring and evaluation
<b>ME</b>	Managing Entity
<b>MOESAC</b>	Ministry of Education, Sports and Culture

## Acronyms

<b>MOFED</b>	Ministry of Finance and Economic Development
<b>MoHTE</b>	Ministry of Higher and Tertiary Education, Science and Technology Development
<b>MoPSE</b>	Ministry of Primary and Secondary Education
<b>MYIEE</b>	Ministry of Youth, Indigenization and Economic Empowerment
<b>OECD-DAC</b>	Organisation for Economic Co-operation and Development – Development Assistance Committee
<b>PDG</b>	Program development grant
<b>PIG</b>	Program implementation grant
<b>QAR</b>	Quality Assurance Reviews
<b>SIDA</b>	Swedish International Development Agency
<b>SNV</b>	SNV Netherlands Development Organisation
<b>SP</b>	Strategic Plan
<b>STERP</b>	Short Term Emergency Recovery Program
<b>TOR</b>	Terms of reference
<b>UIS</b>	UNESCO Institute for Statistics
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children’s Fund
<b>USAID</b>	United States Agency for International Development
<b>WASH</b>	Water, Sanitation, and Hygiene

## 1 Introduction

### 1.1 Basis for Selection of Zimbabwe

Zimbabwe was selected for a case study based on the following criteria: It is an African low-income country, a fragile or conflicted affected state, a “late GPE joiner” (post-2010), has a Managing Entity that is not the World Bank, and was not included as a case study in the 2010 Evaluation of the FTI.

### 1.2 Case Study Methodology

#### Sources of data and methods for data collection

The evaluation team employed two main data sources (people and document) and related methods of data collection as outlined below.

**Stakeholder interviews:** During the field mission to Zimbabwe the evaluation team conducted individual and small group interviews with GPE stakeholders, including senior government officials, Managing Entity (ME) and Coordinating Agency (CA) representatives, other Development Partners active in the education sector, civil society organizations, and teacher unions as noted in the sidebar. In addition, telephone interviews were conducted with GPE Secretariat staff members and one former national consultant. In total, the evaluation team spoke with 46 individuals. The list of persons consulted can be found in Appendix 1.

#### List of Organizations Interviewed:

National Government (MoPSE): 10  
 National Government (non-MoPSE): 6  
 ME/CA: 8  
 Civil society: 10  
 Donor partners: 6  
 Other: 4  
 GPE Secretariat: 2

**Document review:** The evaluation team reviewed relevant documents on the history and evolution of Zimbabwe’s involvement in the Global Partnership. A list of documents reviewed and websites consulted is included in Appendix 2.

## 2 Context

### 2.1 National Context

A low income country with a population of 14.1 million, Zimbabwe continues to recover from the near collapse of the economy in 2008, reached after nearly a decade of negative growth rates. At that point, inflation had reached 66,000% with unemployment reaching 90%.<sup>90</sup> This staggering decline was caused by a number of factors, including drought, loss of investor confidence, lack of fiscal discipline, and economic sanctions.

Zimbabwe's economy has seen modest growth over the past seven years. To kick-start its recovery in September 2008, the Global Political Agreement (GPA) was signed by the three political parties represented in the Zimbabwean Parliament. Following the signing of the GPA, in February 2009, an inclusive government took office and initiated a Short Term Emergency Recovery Program (STERP), intended to stabilize the economy.<sup>91</sup> The STERP and subsequent Medium Term Plan led to rapid improvements, with annual GDP growth topping 10% in 2010 and 2011.<sup>92</sup> Equipped with a multi-currency economy, inflation dropped to normal levels.

However, since 2012, the rate of growth has slowed, creating considerable fiscal pressures and threatening the financing of social and economic programs.

#### Exhibit 1.12 Zimbabwe's GPE Growth, 2008-2014

	2008	2009	2010	2011	2012	2013	2014
GDP growth (annual %)	-18	6	11	12	11	4	3
GDP per capita (current USD)	345	633	723	820	909	953	936

Source: World Bank, World Development Indicators, DataBank (accessed July 2015)

### Key education sector developments

Prior to the decade of decline which led to the collapse of the economy, Zimbabwe's education system was considered among the strongest in Africa.<sup>93</sup> The strength of the system was in large part attributable to heavy governmental investment in education following independence in 1980. The number of primary schools nearly doubled between the years 1979 and 1989, with enrollment (at both the primary and secondary levels) and quality of education increasing considerably. By 1990, universal access to primary education had been achieved.<sup>94</sup>

However, the rapid increase in demand and enrollment, paired with the economic decline, strained the education system and ultimately proved catastrophic. This manifested itself in inadequate remuneration of teachers (causing 20,000 to leave the country between 2007 and 2008), deterioration of infrastructure, and a shortage of classroom materials. Learning outcomes and access to education suffered as a result. Completion rates at primary level dropped. During the

<sup>90</sup><https://www.cia.gov/library/publications/the-world-factbook/fields/2129.html>

<sup>91</sup>[http://www.fanrpan.org/documents/d00685/Zimbabwe\\_STERP\\_March2009.pdf](http://www.fanrpan.org/documents/d00685/Zimbabwe_STERP_March2009.pdf)

<sup>92</sup><http://databank.worldbank.org/data/home.aspx>

<sup>93</sup>[http://www.unicef.org/media/media\\_45950.html](http://www.unicef.org/media/media_45950.html)

<sup>94</sup>UNESCO International Bureau of Education, <http://www.ibe.unesco.org/International/ICE/natrap/Zimbabwe.pdf>

1990s only 20% of students were able to pass five or more subjects at O-level examinations.<sup>95</sup>This progressive weakening of the education system reached its nadir in 2008, when 23 days of school were cancelled (referred to today as the education system's "lost year").

As with the economy, the education system has made substantial gains since 2008. As part of STERP, teacher salaries began to be paid, learning assessments were reinstated and certain learning materials were provided. Domestic and external financing for the sector increased, with annual government spending on education doubling between 2010 and 2012 (primarily for increased teacher salaries). External aid for education increased considerably with the majority of

**Basic Education Assistance Module (BEAM)** is part of the Enhanced Social Protection Programme, housed under the Ministry of Labor. BEAM provides financial support to vulnerable children through a basic education package that covers levies, tuition and examination fees for indigent children. Until 2008, BEAM was entirely funded by the government and is now partly financed by DFID and the Education Development Fund (EDF).

**The Education Development Fund (EDF)** is a multi-donor pooled fund, previously known as the Education Transition Fund II (ETF II) that contributes USD126 million over 3 years to finance multiple EMTP OP objectives. EDF is the largest external source of finance to education in Zimbabwe and aims to "improve equitable access to good quality primary and secondary education for all children in Zimbabwe, by providing the education sector with technical and financial support."

EDF Activities include:

Provision of School Improvement Grants

Support of the education monitoring information system (EMIS)

Training of Education Managers

In-service training for early childhood education (ECD) para professionals

School textbook delivery

these funds being channeled through the multi-donor Education Trust Fund (ETF) and the Basic Education Assistance Module (BEAM), both of which support non-salary expenditures.<sup>96</sup>

As a result of increased available resources, there have been modest improvements in access, as evidenced by higher enrollment rates at the primary and secondary levels. Nevertheless, despite these improvements, quality of teaching and education remains a problem, with the lack of qualified teachers stalling further progress.

Additional improvements are also threatened by a lack of fiscal space. The reasons for constrained fiscal space are

many, including a shrinking revenue base, the amount of budget directed towards teacher salaries (estimated at 98%), the lack of access to external financing, immature financial markets, and a growing domestic debt.<sup>97</sup>

## Policy frameworks

With support from the Education Transition Fund and the World Bank, and driven by a mandate from the Government of Zimbabwe's Ministry of Economic Planning and the Ministry of Finance, the Ministry of Education Sports and Culture (MoESAC)<sup>98</sup> commenced development of the Education Medium Term Plan (EMTP) in 2010. The plan sought and incorporated input from a diverse set of stakeholders across the country, leveraging consultations in all eight provinces. The result of this highly consultative process was strong national ownership for the plan.

<sup>95</sup> GPE Program Implementation Grant Application, 2013

<sup>96</sup> Zimbabwe EMTP-OP

<sup>97</sup> International Monetary Fund – Creating Fiscal Space (presentation), 2015

<sup>98</sup> MoPSE was previously the Ministry of Education, Sports and Culture (MoESAC)

Endorsed by Cabinet in May of 2012, the EMTP covered ECD through Form 6. It provided a situation analysis of the sector and set forth six strategic priorities: to restore the professional status of teachers; revitalize learning quality of relevance; restore and improve conditions of learning, quality assurance and staff development; reinvigorate school and system governance and management; focus resources on those with greatest need; and to revitalize sport, arts and culture. The plan covered the years 2011-2015.<sup>99</sup>

The EMTP was reviewed by the GPE in November 2011. Informed by feedback by GPE, the government, with considerable assistance from the World Bank, created the EMT Operational Plan (EMTP-OP). As described in more detail below, the EMT-OP, which covered years 2013-2015, represents a prioritized implementation plan that elucidates those activities that will accelerate progress in the education sector.

### **Government structure**

There are three main government bodies responsible for education in Zimbabwe: the Ministry of Primary and Secondary Education (MoPSE), Ministry of Higher and Tertiary Education, Science and Technology Development (MoHTE), and the Ministry of Youth, Indigenization and Economic Empowerment (MYIEE).

MoPSE covers ECD, primary and secondary education, while upper-secondary, universities, polytechnics, and teachers' colleges fall under the auspices of MoHTE. MYIEE supports technical and vocation learning for youth and other non-formal education programs.

## **2.2 The Global Partnership for Education in Zimbabwe**

In 2010, the government of Zimbabwe initiated dialogue with the Fast Track Initiative. According to those interviewed, this outreach was part of a concerted resource mobilization effort spearheaded by Minister David Coltart. Coltart, who was named Minister of Education, Sport, Arts and Culture in 2009, recognized that mobilizing external support was critical towards rebuilding the education sector, given the state of current domestic finances. FTI/GPE was also intended as a complement to the recently-acquired ETF and BEAM funds.

As noted in the Program Document and as confirmed with stakeholders, FTI Secretariat recognized the value of Zimbabwe having developed a strategic framework in the form of EMTP. Nevertheless, the Secretariat communicated the need for the government to translate its ambitious sector plan into a more targeted, achievable operational plan. To that end, it made membership of GPE contingent upon the development of either a comprehensive sector plan or targeted plan that focused on the high impact priorities which would accelerate restoration of the education system. The government of Zimbabwe elected to create a targeted, short term operational plan, applying for and receiving an Education Plan Development Grant in June 2012 to do so. The subsequent EMTP-OP qualified under GPE's definition of Transitional Education Plan and was endorsed by development partners in March 2013, at which point Zimbabwe became a GPE member.

After completion of the EMTP-OP, the Ministry developed an application for a program implementation grant (PIG) of USD 23.6 million, the amount indicated by the GPE Needs and Performance Framework, for the years 2014-2016. The PIG was intended to support three areas in the operations plan: professional development for better teaching and learning; supervision and management of teacher performance and development; and strengthened strategic planning leading to the development of an education sector strategic plan. Component 1 of the plan –

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<sup>99</sup> Zimbabwe Medium Term Education Plan, 2011-2015

professional development of teachers – is scheduled to receive USD 16.4 million of the USD 23.6 million.

UNICEF was chosen as the Managing Entity for the grant, with DFID serving as Coordinating Agency. Due to donor preferences emanating from political considerations, GPE funds are prohibited from being channeled through government accounts. For certain activities implemented by UNICEF, such as development of the teacher development information system and development of the education sector plan, UNICEF will use the Direct Agency Implementation Method, as it has done for the ETF. In other instances, district and cluster grant allocations are to be made through dedicated bank accounts.

As of January 2015, US\$ 3.8 million of the \$23.6 million had been spent.

#### Exhibit 1.13 GPE Program Implementation Grants to Zimbabwe

Program Implementation Grant	Supervising Entity	Fund Status as of 09/30/2014	Grant Approval Date	Grant Agreement and/or Start Date	Closing Date	Grant Amount (in USD)
1	UNICEF	Active	05/21/2013	06/04/2013	06/03/2016	23,600,000
<b>Total</b>						<b>23,600,000</b>

#### Exhibit 1.14 GPE Disbursements and Aid to Basic Education (millions, constant 2012 USD)

	2007	2008	2009	2010	2011	2012	2013	2014
<b>Program Implementation Grant1</b>							6.3	0 <sup>100</sup>
<b>Total GPE Disbursement</b>							6.3	0
<b>Aid to basic education</b>	2.2	2.5	11.4	11.8	19.7	52.2	41	NA
<b>GPE as % of total</b>							13%	NA

<sup>100</sup>No GPE disbursements were made in 2014. Implementation delays caused disbursements to be slightly behind schedule.

### 3 Main findings and analyses

#### 3.1 The Global Partnership for Education's contributions to strengthening national capacity to formulate and implement education sector policy

##### 3.1.1 The Global Partnership's influence on education sector policy planning

###### **Finding 1. The Global Partnership for Education has positively influenced sector planning by supporting the formulation of a realistic, specific operational plan.**

Donors and MoPSE officials viewed the process of developing the Education Medium Term Operational Plan (EMTP-OP) – a plan that was necessary for Zimbabwe to gain entry to the Partnership – as highly useful. While stakeholders considered the Education Medium Term Plan (EMTP) as a very important foundational document that cultivated political support and harmonized actors within the education sector, they felt it was overly ambitious, to the point of being unrealistic. According to interviews with stakeholders outside the government, the ambitious document was a product of political dynamics – political dynamics prevented prioritization of certain priorities over others. The final EMTP represented a useful, nationally supported framework, but not a credible plan. The fiscal and financial assumptions it contained were viewed as overly optimistic and not accurately representative of the financial position of government. The EMTP was also undermined by a lack of available and reliable data. These views were expressed by all respondents, including donors and civil society representatives, as well as some MoPSE officials.

The development of the EMTP-OP was funded through an Education Plan Development Grant, and jointly developed by MoPSE and a

“The GPE’s strategic goals and objectives were well-known to us, but did not dramatically affect the design of the Program Implementation Grant, for they were already resonant with Zimbabwe’s priorities.”

-MoPSE Official

World Bank team, taking into account feedback expressed by a diverse set of stakeholders, including UNICEF and the GPE Secretariat. The costing and fiscal space analysis presented in the EMTP-OP was described as particularly important for planning, for it provided a comprehensive, consolidated view of all available financing, mapped to activities and targets. MoPSE representatives also underscored the role that EMTP-OP planning played in highlighting existing data gaps – and the need to reduce such gaps.

In addition, the GPE Coordinator for MoPSE expressed the value in refining the previously identified strategic objectives into operational objectives, citing the example of the strategic priority “Restoring the status of teachers” as articulated in the EMTP. Based on extensive consultations and feedback from the Secretariat, this objective was refined to a more specific and actionable “Strengthen teacher development and management.” Moreover, the objectives of the operational plan are broadly aligned with GPE’s own strategic objectives as seen in the table below.

The process of developing the EMTP-OP forced a prioritization exercise that took into account realistic re-assessment of available resources over the remaining period of EMTP implementation.

Finally, the presence of GPE, with direction from the Secretariat, led to the initiation of the first education sector review in Zimbabwe in October 2014. The joint sector review was crucial insofar

as it brought together a range of actors, including, importantly, the Ministry of Finance to discuss progress, challenges and priorities.

#### Exhibit 1.15 Zimbabwe's EMTP is aligned to GPE strategic objectives

GPE Strategic Objectives	Key areas and priorities of the current Zimbabwe Education Medium Term Plan (EMTP) Operational Plan
<i>SO1:</i> Fragile and conflict-affected states able to develop and implement their education plans.	The creation and adoption of a targeted Operational Plan was intended to support the implementation of the EMTP and to facilitate the recovery of the education system after its collapse.
<i>SO2:</i> All girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment.	<i>Objective Six:</i> strengthen support to those learners with greatest need.
<i>SO3:</i> Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3.	<i>Objective Two:</i> improve learning quality and relevance <i>Objective Three:</i> improve conditions of learning in schools
<i>SO4:</i> Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education.	<i>Objective One:</i> strengthen teacher development and management so that Zimbabwe will have a more professional, better managed teacher cadre and improved classroom teaching by 2015. <i>Objective Four:</i> improve education service quality through improved supervision.
<i>SO5:</i> Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education.	<i>Objective Five:</i> strengthen school/system governance, monitoring and management
<i>Other (not part of the GPE strategic objectives)</i>	<i>Objective Seven:</i> strengthen sports, arts, and culture

### 3.1.2 The Global Partnership's influence on national capacity for education sector policy implementation

**Finding 2. The Global Partnership for Education has strengthened the government's financial capacity to effectively implement the activities in its operational plan. While there have been some delays in implementing the Global Partnership for Education grant in Zimbabwe, there is modest evidence of the strengthening of implementation capacity.**

In Zimbabwe, the GPE program implementation grant provides a significant financial contribution that allows the government to implement education sector priorities for which no other funding was previously available. As explored in the additionality section 3.2, the absorption of the domestic budget by teacher salaries leaves very little scope for national financing of other activities, including those that are being implemented through the GPE program.

Beyond this financial contribution, evidence deriving from consultations with government representatives suggests that the design of the GPE program has contributed to modest development of the technical capacity of MoPSE staff – for example through the appointment of UNICEF focal points to work alongside ministry staff and the convening of technical working groups for each component.

The technical working groups have brought together experts to ensure the technical quality and rigour of each of the components. According to one individual, development of the teacher professional standards involved “unprecedented collaboration” that involved teachers colleges, teachers unions, civil society organizations, and district education officers.

Implementation capacity is also influenced by the degree to which the GPE-supported program is considered to be nationally-owned. Consulted government representatives, development partners and CSO representatives indicated that the GPE-funded program is viewed not as a separate donor program, but as an integral part of Zimbabwe’s attempt to restore the quality of the education system. This sentiment can be most directly attributed to the consultative processes used to develop the EMTP and the EMTP-OP, and the fact that GPE activities were chosen directly from these national plans. In addition, certain sub-components of the program were viewed as “homegrown,” as they had already been piloted in districts with positive returns.<sup>101</sup> There are also ongoing, visible attempts to signal to external actors that the program derives from national priorities, as seen, for example, in the branding of the teacher training materials (which bear the MoPSE insignia rather than the UNICEF brand).

The only negative observation in terms of strengthening capacity was related to the GPE funding modality. Because the GPE funding does not flow through a government system, some stakeholders felt that the Global Partnership for Education was not building government capacity for functions such as procurement and fiduciary oversight. Notably, UNICEF supports the idea of leveraging government systems for payment, because it both streamlines processes and facilitates national efforts to track resource flows.<sup>102</sup> However, donor conditions do not permit this modality.

Despite the creation of an enabling environment to foster the success of the program, there were some initial delays in implementation due to a number of factors, including:

- **Turnover and initial lack of readiness within the ministry:** Each of the five MoPSE focal points has changed since implementation of the program began. This turnover can be attributed to several factors, including promotions, retirements, and reassignment based on skill sets. This lack of continuity has forced UNICEF focal points, who have remained consistent, to retrain new individuals, causing some delays.
- **Delay in hiring the implementation support team:**<sup>103</sup> The GPE program calls for logistical support to be provided by a four-person implementation support team embedded in the MoPSE (comprising a project coordinator, financial manager, M&E administrator and administrative assistant). Delays in hiring this team contributed to an increased administrative workload for both the UNICEF and MoPSE focal points. Moreover, this has contributed to delays in funding requests and acquittals, and led to UNICEF taking on more monitoring and reporting than was originally envisioned.
- **Desire to include diverse stakeholder input:** While stakeholders praised the technical working groups for raising the quality of emerging products and plans, the consensus-driven approach also caused some delays. This issue was particularly acute in the development of teacher professional standards, which collected input from teacher colleges, teachers unions, ministerial staff, and civil society. According to those consulted, this process resulted in a stronger product but took more time than expected.

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<sup>101</sup> The “homegrown” subcomponents were 1.1. Early Reading Initiative and 1.2 Performance Lag Addressing Program

<sup>102</sup> UNICEF informally raised the idea of changing to a Supervising Entity model but such a move was deemed infeasible given donor conditions

<sup>103</sup> As of March 1, 2015 the Implementation Support Team has been hired.

- **Design of the program:** Implementation of the GPE program represents only one of many areas of responsibility for MoPSE staff but accounts for between 30% and 60% of their workload. Given the myriad responsibilities of focal points, it may be that the design of the GPE program did not adequately consider the competing demands.

Despite these delays, implementation has accelerated and several milestones have been reached since January 2014, including: the finalization of modules for the Early Reading Initiative, development of teacher professional standards, and the capture of 100% of teacher qualification data. More procedurally, the Ministry has begun supplying regular reports on progress, to feed into quarterly reports to the Secretariat.

Moreover, all stakeholders asserted that the current cadre of focal points are better capable of implementing the program, both because of the capacity of newly-appointed focal points and because of the interaction between UNICEF focal points and technical working groups.

### 3.2 The Global Partnership for Education's country level governance and management

#### Local Education Group (LEG)

**Finding 3. By ensuring participation of a national civil society network, the Global Partnership has had a positive influence on the composition of the Local Education Group. The design of the GPE grant is also consistent with a prevailing trend towards governmental leadership of the Education Coordination Group (ECG).**

In Zimbabwe, the Education Coordination Group (ECG) predates GPE involvement and is the primary education dialogue structure in the country. It is composed of a wide range of stakeholders, including Ministry representatives, donor partners (including Sweden and DFID), UNESCO, UNICEF, and civil society representatives.

The Global Partnership for Education's most notable influence on the Local Education Group is seen in the expansion of civil society presence. Prior to the GPE grant, civil society representation took the form of two CSOs – CAMFED (the Campaign for Female Education) and SNV Zimbabwe – as observers to the ECG.<sup>104</sup> According to

interviewees, both NGOs were selected by the Ministry. GPE forced a more earnest dialogue about whether the diverse voices of civil society in the country were adequately represented and the Ministry was encouraged to broaden civil society voice by both UNICEF and the Secretariat. As a result, in February 2015 the ECG decided that the Education Coalition of Zimbabwe (ECOZI), an umbrella network of CSOs in the country, would be invited to the LEG, initially as an

ECOZI is a civil society network with over 25 member organizations. Established in 2010 with support from the Civil Society Education Fund, it has executed a number of advocacy campaigns, including around alignment of the Education Act to the new constitution. It has also conducted a situational analysis of the public ECD centers, participated in the National EFA Review, provided inputs into the curriculum review and led efforts to commemorate events such as World Teachers Day and Global Action Week.

observer.<sup>105</sup> The decision to invite ECOZI was also aided by their presence at, and participation in, the joint sector review. ECOZI was viewed by stakeholders as an ideal representative because of its

<sup>105</sup> Several interviewees expressed confidence that ECOZI would soon be invited to be a full participant in the ECG

wide and expanding sectoral network, which includes teachers unions, small Zimbabwean NGOs, and large international NGOs such as Save the Children and Action Aid.

In addition to becoming more inclusive, the LEG has evolved over the past few years into a group that is increasingly ministerial-driven. As noted by consulted donors, in previous years, development partners would give updates on “their” projects. This trend has reversed, such that Ministerial representatives update the group on progress with the EDF, the Global Partnership, etc., and donor partners ask questions of the Ministry. Tellingly, the setting of the meeting has changed – from UNICEF to the MoPSE.

While stakeholders did not attribute this evolution exclusively to the Partnership – it is the product of a number of factors, including Ministerial leadership, strengthening of capacity, donor trust – they affirmed that GPE’s focus on national ownership has supported this evolution.

**Finding 4. Civil society organizations have become increasingly involved in the Global Partnership for Education program, though there is space for further integration.**

Civil society in Zimbabwe is quite robust and encompasses an array of diverse actors.<sup>106</sup> The relationship between civil society and the government is complicated – e.g. with certain CSOs being viewed as supportive of political parties –and has, at times, been marked by mutual distrust. In the education sector, however, there have been positive developments with respect to CSO involvement over recent years. While the normalization of the relationship between civil society and the government is the result of multiple factors, the Global Partnership for Education seems to have supported this progression.

In addition to playing an important role in getting ECZOI observer status at the ECG, the Global Partnership has also supported it through the Civil Society Education Fund (CSEF). ECOZI’s existence is fully dependent on CSEF, which is its only major funder and covers all of its administrative costs.

More broadly, civil society has been involved in implementation of the GPE program in three ways. First, CSOs have participated in the technical working groups. Second, CSOs have been involved in joint monitoring visits, along with Ministry and UNICEF representatives (though it is notable that independent monitoring by civil society is not built into the program design). Lastly, certain CSOs were involved in some discussions regarding the design of the Education Medium Term Plan.

The result of these activities is a much improved relationship between the Ministry and CSOs. While there is room to involve CSOs further, including by elevating their status from observers to participants in ECG meetings, permitting independent monitoring visits, and involving them more prominently in the design of the next program implementation grant design (for which they were only peripherally involved for the first grant), important strides, facilitated by the Global Partnership, have been made.

## **Managing Entity**

**Finding 5. Despite some complaints about its financial allocation processes, UNICEF, in its role as the Managing Entity is viewed as trustworthy and effective.**

All stakeholders were keenly aware of UNICEF’s role as the Managing Entity (ME) and were unanimously positive in their views of the role that it has played.

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<sup>106</sup>[http://eeas.europa.eu/delegations/zimbabwe/documents/press\\_corner/20140711\\_en.pdf](http://eeas.europa.eu/delegations/zimbabwe/documents/press_corner/20140711_en.pdf)

During the preparation for GPE membership, UNICEF was chosen as the ME by the ECG. According to those queried, UNICEF was viewed as the only viable entity with the requisite capacity to serve in this role. Chief among the reasons UNICEF was selected was its experience managing the Education Transition Fund (since 2009). UNICEF was perceived as having managed both funds in an efficient, effective, inclusive manner.

In addition, UNICEF systems (procurement, financial, etc.) were viewed as well-suited for administration of the GPE fund and activities – again with certain functions closely mirroring those executed under the ETF.<sup>107</sup>

Lastly, those queried asserted that the relationship between principals at UNICEF and MoPSE was quite strong, with one characterizing the relationship as one built on “great trust.”

Over one year into implementation, all agreed that this choice had been positive. UNICEF has been praised for the capability of its technical focal points and their positive and willing collaboration with ministerial counterparts. In addition, two stakeholders with the Ministry of Education cited UNICEF’s contributions in broadening the technical working groups to include a diverse set of teachers unions and technical experts.

During the initial stages of implementation, there was some confusion regarding the respective roles of the Ministry and UNICEF, with a lack of clarity regarding responsibilities for detailed sub-planning at the district level, report writing and reporting on utilization of funds. According to discussions with stakeholders, as a result of the open lines of communications between these entities, a deeper understanding of responsibilities has been achieved.

UNICEF was also viewed as having facilitated national ownership and inclusiveness of the program. This can be seen in its influence in getting ECOZI a role as an observer in the ECG meetings and its willingness to play a less visible role in LEG meetings and encouraging the Ministry to take the lead on updating the group.

The most common complaint regarding UNICEF’s performance was around timeliness of payments to district offices. According to UNICEF rules, payments cannot be rendered if payment reconciliations are more than six months in arrears. This has led to delays in paying district education offices, stifling efforts to advance training and other implementation activities.

## Coordinating Agencies

**Finding 6. The presence of the Coordinating Agency has not been during implementation of the Global Partnership for Education program. However, this appears to be due in part to the national context, rather than to the performance of the CA.**

DFID is seen as an important actor in the Zimbabwean context. They are viewed as having considerable technical expertise, and as the only donor with on-the-ground education advisor. Furthermore, the Coordinating Agency is seen as supportive the aims of the GPE program and having played some role in coordinating donor input during the application phase (though this was also done by UNICEF).

However, the role of the Coordinating Agency has not been as evident during the implementation phase. This is partly attributable to the donor context in Zimbabwe, where there are very few development partners, and thus less of a need for a central coordinating agency. In addition, there was some initial, though temporary, uncertainty regarding the relative roles of the CA versus the ME Support from the GPE Secretariat

<sup>107</sup> UNICEF also played an important role in co-designing the PIG, in consultation with the Ministry and team of independent consultants.

**Finding 7. The GPE Secretariat has consistently provided valued, timely, and relevant technical support to national partners. However, considerable turnover within the Secretariat threatens the future consistency and quality of feedback**

Feedback on the support provided by the GPE Secretariat was unanimously positive, with the Monitoring Entity (ME), Coordinating Agency (CA) and ministry officials citing clear lines of communication with Washington. The Secretariat provided useful and rapid technical inputs during the development of the EMTP-OP, pushing the team to ensure that the plan was actionable, reflective of a wide set of partners, and in line with the priorities of the Global Partnership (e.g. learning for all). Secretariat involvement was seen to enhance the technical rigour of the program design.

The ME also noted the value of the Quality Assurance Reviews (QAR) visits from the Secretariat, asserting that the Secretariat asked “the right questions” that helped guide the design process. The Secretariat was also given high remarks for procedural guidance - both during the application and implementation phase (e.g. on matters of reprogramming funds).

The Secretariat’s other major technical contribution, cited by UNICEF, DFID, and MoPSE representatives was in the Joint Sector Review (JSR). In the preparation for, as well as during the JSR, the GPE Country Support Team representative was reported by most stakeholders to have provided excellent, technically-sound guidance anchored in best practices derived from other JSRs. However, one representative noted that the Secretariat representative did not fully understand the nuances and challenges of the Zimbabwean context.

Several stakeholders noted that there has been significant turnover on the Country Support Team (CST), with four CST leads since the time of the GPE application. While this has not caused significant issues, some respondents voiced frustration regarding the need to invest in relationship building with each CST lead, and one respondent noted some temporary uncertainty about where to direct questions.

While the ME provides quarterly reports to the Global Partnership, they are not used as a tool for dialogue or feedback (instead, typically just receiving acknowledgement of the report by the CST) suggesting the need for a more active monitoring function.

### **3.2 Synergies with the Global Partnership at the global level**

The evaluation explored the question to what extent and how GPE regional and global level activities and achievements are affecting change processes at the country level. This pertains to both issues around the global GPE governance structure, as well as to GPE activities around global and regional level research, advocacy, and capacity development.

**Finding 8. Consulted government stakeholders in both Zimbabwe felt appropriately represented by the GPE Board.**

Regular engagement with the GPE Board member for the “Africa 1” constituency is the responsibility of the MoPSE GPE Coordinator.<sup>108</sup>

Pre-Board meetings have been of particular value to those consulted at MoPSE. These have provided venues for dialogue and allowed constituencies to come to consensus positions.<sup>109</sup> As a result, the government constituency feels better prepared for deep engagement in the Board

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<sup>108</sup>One of the 19 main constituencies of the Global Partnership. Africa 1 consists of Eritrea, Kenya, Lesotho, Malawi, Mozambique, Rwanda, Somalia, Tanzania, Uganda, Zambia, and Zimbabwe.

<sup>109</sup>They have also facilitated more informal exchanges about GPE successes and challenges.

meeting, with the MoPSE GPE Coordinator playing an important role in chairing sessions of the most recent Anglo-African pre-Board meeting.

Stakeholders had generally positive views regarding communication on salient Board decisions. The Africa 1 Board representative is said to communicate key takeaways, though often in the form of forwarding the public notes from the meeting. This has, on occasion, been done some time after the meeting, which has caused some minor frustration. Others, particularly government representatives, felt as though they are kept abreast of key Board developments, both by the Board representative and the Secretariat itself.

**Finding 9. Government and development partner stakeholders had attended and valued regional information and learning events supported by the Global Partnership for Education. They were considerably less aware, however, of the Partnership’s global research and advocacy work.**

Several consulted government representatives and ME representatives had attended one or more GPE-supported regional events, both GPE-specific information sessions and workshops. All stakeholders noted that the events had been very valuable in terms of their content, as well as in bringing together relevant actors from across the region, thereby creating a valuable forum for sharing experiences.

The Global Partnership also utilized existing global and regional UNICEF meetings for to provide information on key GPE developments (e.g. the new funding model). Such efforts were noted and appreciated by UNICEF stakeholders.

For example, the ME cited the utility of a regional meeting in Johannesburg, which helped to clarify the role of the Managing Entity (versus the role of a Supervising Entity).

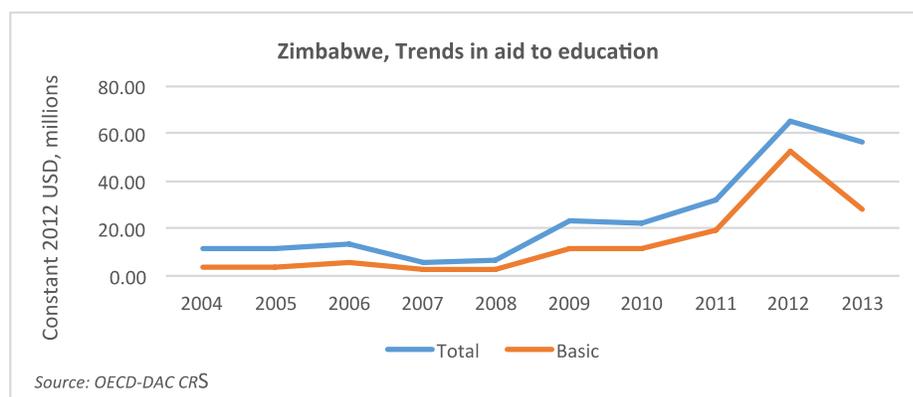
Of particular importance was the 2014 Replenishment Conference in Brussels, which was attended by the Minister and Permanent Secretary. According to two stakeholders (one within the Ministry and another from outside the Ministry), the conference facilitated an enhanced understanding of GPE requirements and strengthened commitment towards the GPE program, thus jumpstarting the search for an implementation support team.

At the same time, consulted representatives from government, donor partners and CSOs had limited or no knowledge of the Global Partnership for Education’s global work with respect to research or advocacy on specific education issues. Awareness of the Global and Regional Activities program was limited to UNESCO, which is directly involved in the Zimbabwe-specific research on national education accounts. None of the stakeholders volunteered information when asked to comment on other areas of GPE knowledge sharing and generation at global and regional levels, such as the communities of practice/technical reference groups.

### 3.4 The Global Partnership for Education’s effects on availability and use of resources for the education sector

**Finding 10. Global Partnership financing is aligned with national priorities and complimentary to donor activities. There is no evidence that it has crowded out additional domestic or external resources towards basic education**

Aid to basic education in Zimbabwe has significantly increased since 2008. Between 2009 and 2012, aid to basic education increased by 356% (from USD 11.45 million to USD 52.2 million). Basic education as a percentage of total aid to education also increased during the same period.

**Exhibit 3.2 Zimbabwe, Trends in aid to education, constant 2012, USD**

Despite the recent increase in aid to basic education, cost estimates of the EMTP-OP indicated a significant funding gap of USD45.4 million. As a result, many stakeholders consider GPE to be filling a funding gap. Given the few available sources of bilateral and multilateral funding it is no surprise that in 2013, GPE was the third largest financier to basic education (after the UK and Germany).

Poor economic conditions and the emphasis on teacher salaries, accounting for 98% of the education budget, have left very little room for non-salary expenditures. As a result, many key components in the education sector, such as teacher development, remain inadequately financed. Yet, despite these significant challenges, Zimbabwe's commitment to education has been commendable. Since 2010, Zimbabwe's budget to education has increased from 23% to 25% of total government budget.<sup>110</sup> The total amount budgeted to MoPSE has also increased since 2013 (see exhibit below). Respondents from the Ministry of Finance however did not think the Partnership had any influence in the government's commitment to education, as GPE's USD23.6 million grant was described as too small to influence any reallocation decision by the Ministry of Finance.

**Exhibit 3.3 Zimbabwe, Trends in expenditure and budget for education, USD**

Trends in the expenditure and budget for Education, US\$					
	2013	2014	2015	2016	2017
Budget to MOPSE	750,137,000	876,269,000	890,137,000	917,053,000	941,151,000
Budget to MOHTE	294,337,000	332,731,000	315,916,000	327,044,000	341,986,000
Education budget	1,044,474,000	1,209,000,000	1,206,053,000	1,244,097,000	1,283,137,000
Total budget	3,860,000,000	4,742,515,000	4,578,400,000	4,635,622,000	4,796,087,000
Education as % of government budget/expenditure	27%	25%	26%	27%	27%

Source: Ministry of Finance and Economic Development, 2014 (Blue Book)

Funding from the Global Partnership for Education is viewed as being highly complementary to the EDF pooled fund, the main channel of external aid to education, and is well aligned with national education priorities. The Partnership is one of a number of funding sources identified in the EMTP-OP. The other major sources of external financing include the EDF, the greatest single funding source at USD125 million, DFID, and the WASH Fund (managed by UNICEF).

It is unlikely that the Partnership has had a catalytic effect in increasing financing for basic education. External factors such as the stability of Zimbabwe's economy and political relationships

<sup>110</sup> Values for 2010 adapted from program implementation grant application. 2014-2017 figures from Ministry of Finance and Economic Development Blue Book, 2014.

between bilateral donors and the government are more likely to influence changes in external financing. Shifts in the donor landscape, such as the EU pulling out from education, are attributable to changes in donor-specific priorities and not to the Partnership. GPE financing, even in a resource scarce country like Zimbabwe, is reported to be too small to have any catalytic influence in the amount or reallocation of financing from donors or the government.

## 4 Conclusions: Linking the Zimbabwe case to the Global Partnership for Education reforms since 2010

This section provides observations on linkages between global GPE reforms introduced since 2010 and the evaluation findings deriving from the case study of Zimbabwe.

Changes in the Global Partnership since 2010	(Likely) reflection in Zimbabwe
<p>Creation of a new, constituency-based Board structure with equal representation of DCP and donor governments (2010). Support to enable effective DCP participation through regular constituency meetings (2014).</p>	<p>Government actors Zimbabwe generally feel well represented on the GPE Board and are aware of mechanisms in place that allow them to bring forward concerns and suggestions through their Board member.  The pre-Board Africa meetings have been noted as an effective vehicle for ensuring that the constituency is prepared for the meetings, and speaks with one voice.</p>
<p>The World Bank no longer acts as the default Supervising Entity (2010 and ongoing)</p>	<p>Zimbabwe has Managing Entity, rather than Supervising Entity, with UNICEF serving in that role for the grant.  Perceptions of UNICEF's performance were universally positive, because of the technical strength of its focal points, its adeptness in managing major multi-donor fund in Zimbabwe and its promotion of national ownership of the program.</p>
<p>Expansion of the GPE Secretariat Country Support Team (CST) (2010 and ongoing) and greater focus on country missions and outreach activities; development of tools to strengthen country level processes, including grant guidelines, ESP development guidelines, appraisal guidelines, and country-level process guide, all aiming to ensure that the LEG is at the center of country level decision processes.</p>	<p>The newly introduced three-phase Quality Assurance Review process helped ensure that the GPE program was closely aligned with the EMTP-OP and that the plan was developed in an inclusive manner. Consulted stakeholders underscored that the application process was transparent, with high marks given to the GPE Secretariat.  With regards to the expanded CST, Zimbabwe has seen four different Country Support Team leads, which stakeholders noted as sub-optimal. However, the CST engendered open lines of communication and provided particularly valuable support during the joint sector review.  The LEG, chaired by the Minister, has remained involved in decision making throughout program implementation, with GPE discussions occurring in each ECG meeting. The largest civil society network in Zimbabwe was recently invited to participate in LEG meetings, though only in observer status, and this is attributable to GPE.</p>
<p>Adoption of a Strategic Plan (SP) and related implementation plan (2012) that defined GPE goals, as well as objectives for the period 2012-15. The SP indicated a newly sharpened focus on, amongst others, education quality (learning for all children).</p>	<p>The GPE program in Zimbabwe's focus on early grade reading and teacher improvement align with two of the objectives articulated in the GPE strategic plan. In addition, GPE's strategic goals of learning for all and building for the future are also reflected in the program design – the latter through the investment in the Teacher Development Information Systems and the development of the next strategic plan.  Other GPE strategic goals such as access to all, are not as directly relevant in the GPE program design.</p>

<b>Changes in the Global Partnership since 2010</b>	<b>(Likely) reflection in Zimbabwe</b>
<p>Creation of a single GPE fund (2011). Development of the Needs and Performance Framework, and publication of indicative country allocations (2012). New funding model (2014 and ongoing) that includes results-based element.</p>	<p>The criteria outlined in the 2012 Needs and Performance Framework were used by Development Partners to decide the country allocation of USD 23.6 million.</p> <p>Government stakeholders consulted regarding the new GPE funding model viewed the results-oriented dimension as positive and in alignment with the government's move towards measurement and performance (as seen in the development of the EMIS). Some stakeholders noted the importance of having some flexibility with regard to achievement of indicators.</p>
<p>Initiation of the Global and Regional Activities program (2010)</p>	<p>Although UNESCO is involved with a GRA-funded activity to develop national education accounts, there was little awareness of the program on the part of LEG stakeholders.</p>
<p>Encouragement for LEG to use the most aligned modalities, including use of sector budget support and maximum use of country systems (since 2010).</p>	<p>As a Managing Entity, UNICEF manages the finances and directly provides payment to implementing organizations. Funding does not pass through the central government.</p> <p>There are mixed views on this funding modality. This has caused some frustration on the part of the Ministry of Finance, who is unable to track financing flows. The ME has also indicated that they would prefer that finances flow through the government in order to ease their administrative burden and to better allow the government to track payments.</p> <p>Nevertheless, certain CSOs commented that this funding modality may be wise, in light of current national capacity and concerns about corruption.</p>

## Appendix 1 Consulted Stakeholders

The table below lists all stakeholders consulted during the evaluation country visit to Zimbabwe during the period February 23-27, 2015.

	Names	Title and Organization
1	Nikhat Shameem, GPE Manager	Managing Entity, UNICEF
2	Saul Murimba	
3	Pharaoh Mavhunga	
4	Bernadette Tachivona	
5	Manager Mhangami	
6	Peter De Vries, Chief of Education	
7	Reza Hosseini, Country Representative	
8	Mr M.Mutema, Acting Chief Economist	Ministry of Finance
9	Mr. Masiwa, Economist	
10	Jacob Gamu, Economist	
11	T.P. Hamadziripi, Principal Accountant	
12	Narbatter Kuhwetwe, Finance Officer,	ECOZI
13	Lydia Madyirapanze, Board Chair person	
14	Simbarashe Moyo, Treasurer	
15	Makarudze Jingay, Vice Chairperson	
16	Shame Mangoma	ZSDA/C
17	Marvita Chivero	ZSDA/C
18	Melanie Seto, Programme Specialist for Education	UNESCO
19	Monica Kithaiya, Statistical Advisor, UIS	
20	Rosalina Maponga, National Professional Officer, Education	
21	Mr. Abdullah	
22	Ms Musoko, ERI Focal Person	Ministry of Primary and Secondary Education
23	Mr Makandigona, PLAP Focal Person	
24	Mr Mutuwira, TPS Focal Person	
25	Mr Mubau, TDIS Focal Person	
26	Ushe Nyika, ESSP Focal Person	
27	Mr Mkwala, ESSP Focal Person	
28	Peter Muzawazi, Director PRD	

	<b>Names</b>	<b>Title and Organization</b>
29	Ms. Betty M Wenjere – Director of Finance	
30	Lazarus Dokora, Minister of Primary and Secondary Education	
31	S.J Utete Masango, Permanent Secretary	
32	Runesu Jephias, NASH Representative of Secondary School Heads	Teacher Unions
33	Ndoro, Ignatius NAPH Representative of Primary School Heads	
34	Ndulovu, Sifisio ZIMTA	
35	Ladiston Zunde, PTUZ	
36	Steve Harvey, Education Advisor	Coordinating Agency, DFID
37	Chansa Ferdinando, DO of Goromonzi district	District Education Officer
38	Juliana Mbofana, Principal, Belvedere Technical Teacher College	Teacher Training Colleges
39	Norbert Ngongomi, Seke Teacher’s College	
40	Gibson Bwomi, Registrar, Seke Teachers College	
41	Elijah Momvura,	District Education Office
42	Lena Forsgren, First Secretary	SIDA
43	Jorge Pereira	EU
44	Peter Buckland	Independent Education Consultant
45	Dough Lehman	GPE Former Country Lead
46	Lucinda Ramos	GPE Country Support Lead

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[http://www.fanrpan.org/documents/d00685/Zimbabwe\\_STERP\\_March2009.pdf](http://www.fanrpan.org/documents/d00685/Zimbabwe_STERP_March2009.pdf)
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# **Country Case Study - Democratic Republic of Congo**

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## Acronyms

<b>AFD</b>	<i>Agence française de développement</i>
<b>APEP</b>	<i>Projet d'appui à l'enseignement primaire</i>
<b>CA</b>	Coordinating Agency
<b>CAT</b>	<i>Cellule d'Assistance Technique</i>
<b>COASCE</b>	<i>Consortium des Organisations et des Acteurs de la Société Civile du Secteur de l'Éducation</i>
<b>CONCEPT</b>	<i>Coalition Nationale de l'Éducation pour tous</i>
<b>CRS</b>	Catholic Relief Service
<b>CSO</b>	Civil Society Organization
<b>DFID</b>	Department for International Development
<b>DSSEF</b>	<i>Document de la stratégie sectorielle de l'éducation et de la formation</i>
<b>EMIS</b>	Education Management Information System
<b>IDA</b>	International Development Fund
<b>IEP</b>	Interim Education Plan
<b>INGO</b>	International Non-Governmental Organization
<b>IRC</b>	International Rescue Committee
<b>HIPC</b>	Heavily Indebted Poor Countries
<b>LEG</b>	Local Education Group
<b>MAS</b>	Ministry of Social Affairs
<b>MEPSP</b>	<i>Ministère de l'Enseignement Primaire, Secondaire et Professionnel (currently EPS-INC – Enseignement Primaire, Secondaire et Initiation à la Nouvelle Citoyenneté)</i>
<b>MESU</b>	Ministry of Higher Education and Universities
<b>MSR</b>	Ministry of Scientific Research
<b>OPI</b>	<i>Ordre de paiement informatisé</i>
<b>PAD</b>	Project Appraisal Document
<b>PFM</b>	Public Finance Management
<b>PROSEB</b>	<i>Projet de Soutien à l'Éducation de base</i>
<b>PRGSP</b>	Poverty Reduction and Growth Strategy Paper
<b>PROVED</b>	<i>Province éducationnelle – Head of education province</i>
<b>PRRIS</b>	<i>Projet de Reconstruction et de Réhabilitation des Infrastructures Scolaires</i>
<b>SE</b>	Supervising Entity
<b>SECOPE</b>	<i>Service de Contrôle et de la Paie des Enseignants</i>

## Acronyms

<b>SERNIE</b>	<i>Service National de l'Identification des Elèves</i>
<b>S/PROVED</b>	<i>Sous-province éducationnelle</i> – Head of education sub province
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children's Fund
<b>USAID</b>	United States Agency for International Development
<b>WB</b>	World Bank

## 1 Introduction

### 1.1 Basis for Selection of DRC

Democratic Republic of Congo (DRC) was selected for a case study based on the following criteria: It is an African low-income country, a fragile and conflict-affected state, a late GPE joiner (post-2010), with a Supervising Entity that is the World Bank, and it was not included as a case study in the 2010 Evaluation of the FTI.

The case study focuses on the period 2010 to March 2015, with emphasis on developments since the DRC pursued and obtained membership in the Global Partnership for Education in March 2012.

### 1.2 Case Study Methodology

#### Sources of data and methods for data collection

The evaluation team employed two main data sources (people and documents) and related methods of data collection as outlined below.

**Stakeholder interviews:** The evaluation team conducted individual and small group interviews with GPE stakeholders, including senior government officials, Supervising Entity (SE) and Coordinating Agency (CA) representatives, other Development Partners active in the education sector, and civil society organizations noted in the sidebar. In addition, telephone interviews were conducted with GPE Secretariat staff members. In total, the evaluation team spoke with 33 individuals. The list of persons consulted can be found in Appendix 1.

**Document review:** The evaluation team reviewed relevant documents on the history and evolution of DRC's involvement in the Global Partnership for Education. A list of documents reviewed and websites consulted is included in Appendix 2.

#### Organizations Interviewed:

National government: 10  
 Faith-based organizations: 3  
 SE/ME: 2  
 Donors: 6  
 INGOs: 3  
 Civil society: 8  
 GPE Secretariat: 1

## 2 Context

### 2.1 National Context

A low income country with a population of 77.43 million, making it the most populous francophone country in the world, DRC continues to recover from decades of ethnic strife and civil war. While the country saw a period of relative peace from 2003-2009, in which there was some improvement in developmental outcomes and economic indicators, 2009 saw a return to major conflict in the eastern part of the country. DRC continues to experience occasional violence by armed groups. In a disputed election in 2011, Joseph Kabila was re-elected to the presidency. As of 2013, DRC ranked 186 out of 187 countries in the Human Development Index.<sup>111</sup>

### 2.2 The Education Sector in DRC

The education system in DRC is characterized by a dual architecture in which faith-based organizations play a substantial role. The 1977 Covenant, signed between State and Churches, instated a hybrid management model of public schools, with schools being classified as *écoles non-conventionnées* (state schools) or *écoles conventionnées* (faith-based schools). Catholic, Protestant, Kimbanguist<sup>112</sup> and Islamic schools constitute 78% of all public schools and enjoy a high degree of de facto autonomy. Faith-based schools are publicly funded and receive salaries and operating costs. As noted in the GPE Project Appraisal Document “the practical manifestation of dual management of the education sector has resulted in a system characterized by layers of administrative offices operating with significant efficiency and accountability deficits.”<sup>113</sup>

The current education sector in the DRC is overseen by four ministries, namely: (i) the Ministry of Primary, Secondary and Professional Education (MEPSP); (ii) the Ministry of Higher Education and Universities (MESU); (iii) the Ministry of Scientific Research (MRS); and (iv) the Ministry of Social Affairs (MAS) which is responsible for literacy programs and non-formal education.<sup>114</sup> Additionally, the Ministry of Health is responsible for the management and training of nurses (as relevant to secondary education) and the Ministry of Youth organizes professional training for adolescents and young people.<sup>115</sup> Notably, parents’ committees play a key role in schools and are “one of the major players” in the administration of the school system.<sup>116</sup>

At the central level, each ministry is managed by a Minister appointed by the President, while at the provincial level, provincial ministers are appointed by respective governors. To manage the country’s education system, the MEPSP divides the country into 30 administrative territories (or “educational provinces”) where the ministry is represented by provincial and sub-provincial divisions. The system consists of nursery (or pre-primary) level, primary level, and the secondary level. Pre-primary education (3-5 years) tends to be optional while primary (6-11 years) is compulsory. Secondary education consists of a ‘short cycle’ (a vocational stream for 4 years, which begins immediately after the primary level) and a ‘long cycle’ which has three streams (general, pedagogical and technical), which is a path to tertiary education.<sup>117</sup>

<sup>111</sup><http://hdr.undp.org/en/content/table-2-human-development-index-trends-1980-2013>

<sup>112</sup>Kimbanduism is an African church, founded by Simon Kimbangu.

<sup>113</sup>The World Bank (2012) Project Appraisal Document.

<sup>114</sup> [http://www.sarua.org/files/publications/MRCIReport/MRCI\\_DRC.pdf](http://www.sarua.org/files/publications/MRCIReport/MRCI_DRC.pdf)

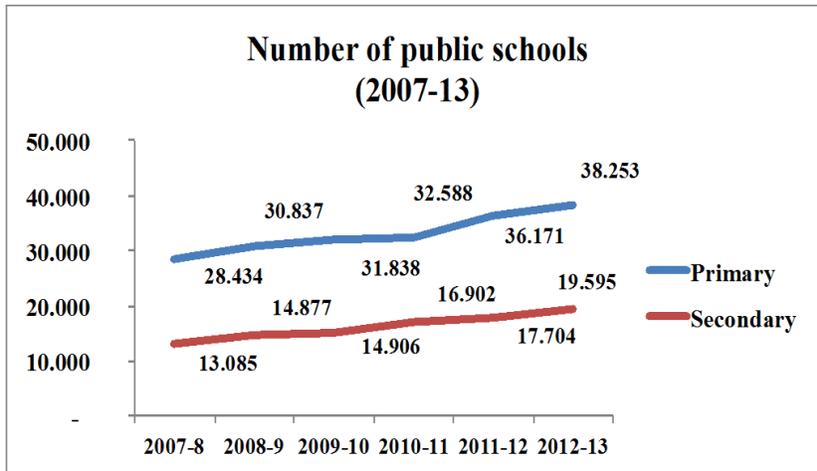
<sup>115</sup> [http://www.afriMAP.org/english/images/report/AfriMAP\\_DRC\\_Edn\\_full\\_EN.pdf](http://www.afriMAP.org/english/images/report/AfriMAP_DRC_Edn_full_EN.pdf)

<sup>116</sup> [http://www.unicef.org/education/files/DRC\\_OOSCI\\_Full\\_Report\\_%28En%29.pdf](http://www.unicef.org/education/files/DRC_OOSCI_Full_Report_%28En%29.pdf)

<sup>117</sup>[http://www.unicef.org/education/files/DRC\\_OOSCI\\_Full\\_Report\\_%28En%29.pdf](http://www.unicef.org/education/files/DRC_OOSCI_Full_Report_%28En%29.pdf) and [http://www.sarua.org/files/publications/MRCIReport/MRCI\\_DRC.pdf](http://www.sarua.org/files/publications/MRCIReport/MRCI_DRC.pdf)

Over the past several years, as the nation recovers from conflict, education statistics have shown some notable improvement. The gross enrollment rate of primary education increased from 54.8% in 2007 to 72.8% in 2012. During the same period, the pupil-teacher ratio in primary education decreased from 38.3:1 to 34.7:1 and the gender parity index in primary education increased from 0.81 to 0.88.<sup>118</sup> Concurrently, there was considerable expansion in the number of schools and teachers in the country, in order to account for increasing enrolment rates (see Exhibit 2.1). This growth has not necessarily translated to quality – many of the schools are unregulated and problems of learning are acute.

**Exhibit 1.16 Growth of public schools in DRC<sup>119</sup>**



In 2010, the Government approved a strategy developed by the *Ministère de l'Enseignement Primaire, Secondaire et Professionnel* (MEPSP) to tackle some of the key outstanding challenges facing the education system in DRC. An Interim Education Plan (IEP) was developed by the government to operationalize the sector strategy between 2012 and 2014, and was endorsed by the

LEG in June 2012. The IEP prioritized the following areas: development of a policy for early childhood education, primary education for all, reform of pre-service and in-service training for teachers and education advisers, restructuring of the MEPSP management at all levels, reform of teacher management, and development of new policies for school construction and textbooks.

### 2.3 The Global Partnership for Education in DRC

In 2012, DRC joined the Global Partnership for Education (GPE), receiving a Program Implementation Grant for the amount of USD 100 million to support the implementation of the IEP, with a specific focus in two provinces (Equator and Kasai-West). The overarching project (entitled *Projet de Soutien à l'Éducation de base* or PROSEB) objectives are to: (a) increase access and equity in primary education, (b) improve learning conditions in primary education, and (c) strengthen sector management and promote greater accountability by introducing new management practices at the local levels.<sup>120</sup>As a result of the post-conflict setting in the DRC, program activities were designed to balance the need to provide essential inputs to address short-term gaps (such as school construction, textbooks, teacher training), with the need for longer-term reform interventions to build a strong foundation for a more accountable and efficient system (such as restructuring of administrative offices and teacher management reforms). Specifically, the GPE program components are as follows: (a) classroom rehabilitation and replacement, (b) procurement and delivery of textbooks, (c) teacher training, (d) reform of the school management offices at district

<sup>118</sup> UNESCO Institute of Statistics

<sup>119</sup>MEPSP Statistics (2014)

<sup>120</sup>The World Bank (2012), Project Appraisal Document.

levels, (e) support for establishing systems for promoting girls' education and (f) support for improving teacher management. The five-year project covers 2012-2016.

Overall project management is the responsibility of the Secretary General.

In light of the current disbursement rate of PROSEB (48.5% as of February 2015) and the advanced level of elaboration of the next strategic plan – the *Document de la strategie sectorielle de l'éducation et de la formation 2014-23*(DSSEF), DRC was deemed eligible to submit a second request for funding from GPE. In May-June 2015, DRC applied for and was approved to receive an education sector plan development grant (ESPDG) of USD 235,875,<sup>121</sup> in order to finalize the development of an implementation plan and monitoring and evaluation framework for the nearly finalized DSSEF, which is being developed with support from the World Bank and UNESCO.

**Exhibit 1.17 GPE Program Implementation Grants to DRC**

Program Implementation Grant	Supervising Entity	Fund Status as of 09/30/2014	Grant Approval Date	Grant Agreement and/or Start Date	Closing Date	Grant Amount (in USD)
1	World Bank	Active	11/20/2012	05/15/2013	08/31/2016	100,000,000
<b>Total</b>						<b>100,000,000</b>

**Exhibit 1.18 GPE Disbursements and Aid to Basic Education (millions, constant 2012 USD)**

	2007	2008	2009	2010	2011	2012	2013	2014
<b>Program Implementation Grant1</b>							5.68	38.56
<b>Total GPE Disbursement</b>							5.68	38.56
<b>Aid to basic education</b>	23.5	37.6	73.3	81.1	64.9	59.1	73.3	NA
<b>GPE as % of total</b>							7%	NA

<sup>121</sup>A country can apply for a grant of USD 500,000 to GPE to prepare an education sector plan with up to USD250,000 to be used for a sector analysis. DRC's education sector analysis was completed in 2014 thanks to UNICEF and Pole de Dakar technical support.

### 3 Main findings and Analyses

#### 3.1 The Global Partnership for Education's contributions to strengthening national capacity to formulate and implement education sector policy

##### 3.1.1 The Global Partnership's influence on education sector policy planning

**Finding 1.** The requirements for membership in the Global Partnership for Education have been instrumental in driving the development of a sorely needed, coherent policy framework and fostering an enabling environment for policy dialogue.

The desire to secure GPE membership was viewed as an important factor in the drive to develop an Interim Education Plan (IEP).<sup>122</sup> Attracted to the possibility of significant education funding, the Global Partnership's requirement to have a credible, actionable sector plan was a catalyst for the government to develop the IEP.

**Exhibit 1.19 Comparing GPE strategic objectives and DRC's Interim Education Plan (IEP)**

GPE Strategic Objectives	DRC's Interim Education Plan
<i>SO1:</i> Fragile and conflict-affected states able to develop and implement their education plans.	The requirements for GPE membership and funding spurred the development of the DRC's Interim Education Plan (IEP).
<i>SO2:</i> All girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment.	There is no specific gender component in the IEP. However, DRC recently developed a girl's education strategy under PROSEB.
<i>SO3:</i> Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3.	The IEP includes a fee abolition policy at primary level. However, there is no specific strategy to improve quality for Grades 1-2.
<i>SO4:</i> Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education.	Pre-service and in-service teacher training are major components of the IEP. This includes a fundamental reform of the pre-service training of primary teachers.
<i>SO5:</i> Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education.	The IEP does not have an explicit component that addresses external or domestic funding.
<i>Other (not part of the GPE strategic objectives)</i>	Pre-primary education; school construction; provision of textbooks and school supplies; technical and vocational education and training (TVET); effective decentralized education system

<sup>122</sup>Another key factor was the development of an education subsector plan to help reach the Heavily Indebted Poor Country (HIPC) completion point.

There is general consensus that the IEP created a coherent policy framework for much needed improvements to the DRC education system. The policy framework, as partially described

“Among the major achievements attributable to the Global Partnership is the existence of the IEP, which created an enabling environment for policy dialogue and an incentive for reform.”  
(Donor)

in Exhibit 3.1, includes the following priorities: 1) Support local communities in developing pre-primary education, 2) Introduce a fee abolition policy at primary level, 3) Improve system infrastructure, 4) Improve internal efficiency and quality of learning, 5) Improve teacher training (includes pre-service and in-service training), 6) Curriculum development, 7) Provision of textbooks and learning materials, 8) Support and implementation of an effective decentralized education system, and 9) Support capacity building of national institutions. Consulted stakeholders agree that the process of developing the plan triggered an unprecedented wave of research, analysis and consultations. For several months, technical thematic working groups chaired by MEPSD Directorates, composed of faith-based organizations, INGOs and donor representatives, produced analysis and background papers to feed into the writing of the Project Appraisal Document. Related discussions covered many topics, including national in-service teacher training policy, reforms of the school accreditation process, results-based contracting for education officers and inspectors, and institutional reform of the administration.

Moreover, the process of developing the plan forced country stakeholders to articulate and prioritize actions needed for more efficient and effective education delivery. This prioritization exercise forced important discussions regarding how best to allocate scarce financial resources to drive reform.

This collaboration and vibrant debate on the future of the education sector in the country has carried beyond the preparation of the IEP (and subsequent GPE grant application preparation). The recently developed Education Sector policy paper *Document de la Stratégie sectorielle de l'Éducation et de la Formation 2014-23* and the newly promulgated National Education Law (2014)<sup>123</sup> are viewed as by-products of the collaboration initiated through the development of the IEP and GPE Program.

### 3.1.2 The Global Partnership's influence on national capacity for education sector policy implementation

**Finding 2. The development of the Interim Education Plan (IEP) was important insofar as it initiated national dialogue around mutual accountability and secured commitments from various country actors.**

The Global Partnership for Education contributed a positive influence in regards to implementation capacity in several ways. First, through development of the IEP plan and the PIG application, it helped to foster conversations regarding the need for accountability within the sector and created an environment for the Government and donors to identify activities that would improve the efficiency and quality of education. As a result, the development of the IEP and PIG application helped secure policy and financial commitments of domestic and external actors for activities that were jointly considered priorities, thus enhancing the likelihood of successful execution of the project.

<sup>123</sup> Replaces the *Loi-cadre de l'Enseignement* (1985).

During the process of developing the plan, accountability and performance measurement reportedly occupied a prominent place in discussions, with the result being a shared, if only notional, commitment to contributing to monitoring project activities and outcomes. The IEP itself contained accountability components (e.g. results-based service delivery plan).

The development of the IEP also yielded commitments from various actors to support reform of the sector. Commitments took various forms, including government promises of alignment of state resources and policies to the national plan and an increase of domestic resources allocated to MEPSP. In addition, the government pledged to ensure financing of recurrent activities (e.g. Education Management Information System- EMIS) and to support the primary fee abolition policy.<sup>124</sup> Development partners formulated similar but less formal promises; they pledged to align their activities with the priorities of the IEP, better coordinate as a group, and improve their efficiency on the ground.<sup>125</sup>

Such commitments were perceived to be foundational to the hoped-for successful execution of PROSEB.

**Finding 3. Despite commitments from various actors in the sector, slow implementation in certain elements of PROSEB has raised concerns about governmental capacity to execute the program. This calls into question whether the original design properly took into account existing technical capacity.**

While the government has driven several project successes, there are also a number of implementation areas in which it is lagging.

The PROSEB consists of “hard” and “soft” components: the latter being seen as having more strategic value insofar as they have the potential to create structural change. In the case of PROSEB, the hard components (infrastructure and textbooks) represent 61% of total grant (of which 44% have been spent, primarily on textbooks). Stakeholders indicated that these elements are proceeding relatively smoothly because the project team is building on experience and technical skills acquired from the previous IDA-financed PARSE project that had similar components.<sup>126</sup>

“The presence of textbooks in schools, as documented by field visits, is a major accomplishment. PROSEB distributed some 20 million textbooks across the country.” (International non-governmental organization)

The soft portion of PROSEB (30% of total grant) calls for significant reform and has two main components: in-service teacher training and financial transfers to administrative offices.<sup>127</sup> While both activities were identified as strategic priorities of the IEP, stakeholders were also well aware of their technical complexity, as documented by extensive field research during the design phase of the project.

Unsurprisingly, PROSEB disbursement rates for the soft elements are much lower (0% for in-service training; 28% for the operating costs of offices). This is largely due to technical challenges: as of March 2015, discussions were still ongoing on the most efficient way to implement in-service training, underscoring the complexity of the undertaking. Furthermore, cash transfers by PROSEB

<sup>124</sup> On the IEP endorsement process, see letter from the Minister of EPSP to the Lead donor (N°MINEPSP/CABMIN/0316/2012 of June 14, 2012); on MEPSP budget allocation and execution, see the letter from the Minister of Budget and Vice-Prime Minister to the Head of the GPE (N° 0584/CAB/VPM/BUDGET/MKL/2012 of August 8, 2012).

<sup>125</sup> Joint formal meeting between MEPSP and the development partners (October 24, 2012).

<sup>126</sup> DRC Education Sector Project (2007-14); in French, PARSE (*Projet d'Appui au Redressement du Secteur éducatif*).

<sup>127</sup> The soft side is implemented in two provinces only (Equator and Kasai-Occidental).

to sub-provincial offices only started in May 2014 after significant delays and considerable confusion about the policy.<sup>128</sup> For the school year 2013-14, the government disbursed only one tranche (instead of two) to the provincial level and as of March 2015 had not yet made any payments for school year 2014-15.

**Exhibit 1.20 Costs in USD millions and Disbursement rates of PROSEB(as of February 2015)**

Component Name	Component Cost	Disbursement Nov 2014	Disbursement Rate	Disbursement Febr 2015	Disbursement Rate
1. Improving Access and Equity at the Primary level	23	5,7	24,8%	7,43	32,3%
2. Quality of Learning Environment	57	31,4	55,1%	36,8	64,6%
<i>Textbooks</i>	41	31,4	76,6%	36,8	89,8%
<i>In-service training</i>	16	0	0,0%	0	0,0%
3. Strengthening Sector Management	15	4,25	28,3%	4,25	28,3%
4. Not allocated	5	0	0,0%	0	0,0%
<i>Total</i>	<b>100</b>	<b>41,35</b>	<b>41,4%</b>	<b>48,48</b>	<b>48,5%</b>

Source: PROSEB

These experiences highlight existing capacity limitations of the government and call into question whether the design of the program was built on a realistic perception of existing technical capacity.

**Finding 4. There is growing skepticism regarding the government’s level of commitment to sectoral reform, which may undermine both the success of the current Global Partnership for Education grant and the application for future support**

In addition to the above-cited technical constraints, some LEG members have begun to question the level of government commitment to reform. The following points of concern were raised:

- *The fee abolition policy.* There is growing evidence that the government is not adhering to the policy and that households across the country continue to contribute significantly to the cost of education, with new school fees added in some contexts.<sup>129</sup>

“We have the feeling that Government is maintaining the ascendant flow of school fees and their non-transparent use”. (Donor)

There are multiple reasons why school fees have not yet been abolished. There has been little follow-up by PROSEB, MoE and donors on the implementation of the school fee abolition policy and the government has made only one payment tranche to the provincial

<sup>128</sup>Despite a formal ban on school fee collection by the administrative offices (called *bureaux gestionnaires*) in the two selected provinces, evidence from Equator province shows that 6<sup>th</sup> grade classes continued contributing to their operating costs (e.g., Provincial decree N°2010/065/CAB/PROGOU/EQ/COPRO.MINEPSP/PLB/2013 of August 30, 2013 (*supplétif aux frais de fonctionnement*) and implementation by the Catholic network (Letter CODI/DIR/M.W.A./013/2013 of October 7, 2013 that has a detailed list of the beneficiary offices).

<sup>129</sup>These are: *Minerval*, *SERNIE* fees, *TENAFEP* fees and recently established fees: *Appui à la gratuité* (Support to fee-free education) and *Fonds Provincial de l’Education/Fonds de Promotion de l’Education* (Provincial Education Fund). The latter are collected at provincial levels using the IEP as a motive for raising additional fees (For instance, Provincial decree on school fees n°129/CAB/MINEPSP.MINES/JKB/BDD/2013 of September 20, 2014: *Institués sur toutel’étendue du Territoire National, cesfondspermettentd’appuyer des activités programmes en rapport avec les indicateursrepris dans le PIE* - “Established nationwide, these funds allow supporting the activities of the IEP with regard to its indicators”. A similar budget line exists in the 2014 MEPSP budget, executed under N°38013 *Pensions etRentes: Fondsd’appui à l’éducation* (twice CDF 139.500.000 – total of USD 300.000 - OPI 403562 and OPI 403563).

levels (with uncertainty about whether government funding will continue to be provided). In addition, other types of fees continue to be paid: nearly one-third of primary school teachers are not on government payroll and instead receive salaries from household contributions.

- *The education budget.* Beyond concerns about the lack of transparency of the education budget and reliable data on expenditure lines and their relevance, the LEG and the Ministry of Budget agree that DRC did not reach its budgetary targets of 13% (2013) and 15% (2015) of domestic resources allocated to MEPSP. Various sources provide different figures, but it is estimated by the evaluation team that in 2014, education spending was around 10%.<sup>130</sup>
- *The technical (dialogue) platform.* The majority of the development partners noted the lack of leadership from Government in co-leading the LEG subgroups (working groups of the *Comité de Concertation*). This lack of ownership or “interest” (as some have called it) negatively impacts the quality of debate and the reform agenda.

This topic is under discussion in the local donor group (composed of Belgium, World Bank, DFID, UNESCO, UNICEF, AFD and USAID), which may translate to the placement of conditions for endorsement of a second GPE grant application.

**Finding 5. Although the Global Partnership for Education has fostered initial agreement about the advisability of mutual accountability, fundamental questions remain about how this principle should be applied in practice**

As noted in finding 2, there is nominal agreement about the need for mutual accountability, a core principle of GPE engagement. All stakeholders interviewed agree, in principle, that both government and development partners are ultimately accountable for the quality of education delivery. However, interviews conducted with a range of different stakeholders reveal a fundamental lack of clarity about how this principle is to be operationalized.

Different actors view monitoring and delivery responsibilities differently. For example, the GPE Secretariat views the LEG as the entity primarily tasked with ensuring successful delivery of PROSEB. However, the Supervising Entity (the World Bank) tends to give more weight to national actors, perceiving the government as ultimately responsible for the achievement (and tracking of) results. Furthermore, civil society organizations (CSOs) interpret GPE’s principle of *mutual* accountability as a chance to remind the government of its commitments; however, this follow-up is unsystematic and weak, partly because of a lack of technical capacity to verify available data/information and conduct parallel analyses.

This uncertainty highlights the need for more clearly delineated lines of responsibility within the sector and underscores some of the ambiguity inherent in the concept of mutual accountability.

<sup>130</sup> Cf. Letter from the Minister of Budget and Vice-Prime Minister to the Head of GPE (N° 0584/CAB/VPM/BUDGET/MKL/2012 of August 8, 2012). Note that various sources provide different percentages on the current education spending as a percentage of domestic resources (e.g. the updated PIG application form noted that budgetary allocations to the education sector increased from 9% in 2011 to 13% in 2012, and the GPE Secretariat notes that the 2014 JSR report mentioned that public expenditures on education increased from 9% of the government expenditures in 2010 to more than 16% in 2013, and the MEPSP public expenditures from 6.4% of government expenditures in 2010 to 11.8% in 2013. ).

### 3.2 The Global Partnership for Education's country level governance and management

#### Local Education Group (LEG)

**Finding 6. The presence of the Global Partnership for Education has had only an indirect impact on the local education group, which is viewed to be operating below capacity**

Relative to other education sector dialogue mechanisms in the country, the LEG (called the Comité de Concertation in DRC) is viewed as more inclusive as it includes civil society and donors in addition to government

representatives<sup>131</sup>and, owing to its make-up, is asked to take on a relatively greater share of analytical and technical work.

When the IEP was developed, the LEG was restructured to ensure alignment with the plan and four technical working groups were established, each tackling a different theme.

These groups include Access (co-chaired by UNICEF), Quality (co-chair USAID), Governance (co-chair DFID) and Budget Monitoring (co-chair UNICEF). Each working group is co-chaired by a government representative. Recommendations emanating from the working groups are intended to feed into national policy decisions, as well as the approaches of the various represented international organizations.

According to stakeholders consulted, the LEG working groups serve as platforms for dialogue but operate below their capacity. Stakeholders generally agree that mechanisms are in place to conduct dialogue but that the impact of such dialogue is uncertain. Working group meetings are said to be convened regularly, though stakeholders indicated that these meetings do not necessarily produce meaningful results or impact.

There are a number of constraints which prevent optimization of the LEG. These include:

- *Lack of local leadership.* According to several sources, the government has not formally appointed dedicated focal points to implement the reform agenda; LEG working groups are currently co-chaired by Heads of Directorates who may not be sufficiently available nor have the institutional leverage to efficiently lead a major process of change. This supports the growing opinion among numerous actors that the Government was not genuinely interested in introducing meaningful change to the status-quo. Consultants from the donor-financed *Cellule d'assistance technique* (CAT) at times act as substitute focal points but this is not their primary role.
- *Lack of access to reliable, independently verified data.* The LEG's Budget Monitoring working group has been unable to independently verify the quality/accuracy of government-provided data, as the government does not make detailed education

In addition to the LEG, there are two other important education sector dialogue groups in the country. The Thematic Education Group (*Groupe Thématique Education*) is high-level body that includes Ministers of Education (MEPSP, MESU and MAS). While this group is operational, interviews with stakeholders reveal that the group is largely ineffectual.

The education donors group, as the name implies, is restricted to donors working in education in the country. It meets regularly, though some stakeholders assert that they don't think that it is strategic enough, instead focusing on micromanagement of project activities.

"There seems to be little interest on Government side to conduct LEG subgroup meetings" (Donor)

<sup>131</sup>However, the private sector is not represented in this group.

expenditures publicly available, thus hampering the working group.<sup>132</sup>

- *Lack of inclusiveness.* In DRC, 78% of public schools are managed by faith-based organizations but these organizations are not members of the Comité de concertation (i.e. LEG). Stakeholders indicated that their presence would enhance technical discussions and perhaps allow for additional collection of data.

The Global Partnership is not believed to have affected the functioning or composition of the LEG, except in a very indirect manner (insofar as the GPE membership incentivized the creation of the IEP, which led to the restructuring of the LEG).

**Finding 7. Civil society participation in the education sector remains quite limited, with CSOs yielding little influence. The Global Partnership for Education is not perceived to have meaningfully influenced the participation of civil society organizations in the country.**

The IEP highlights the importance of civil society participation and the potential for CSOs to support the government in efforts to improve the quality of education delivery. Several umbrella organizations, such as COASCE in 2008 and CONEPT in 2009, have gained visibility over the past several years.

However, overall CSO participation in the DRC education sector remains limited and coordination of CSO activity is weak. While civil society is represented in the LEG subgroups, there is widespread consensus (including from the government) that the contributions of CSOs in the LEG have been minimal. Non-CSO interviewees expressed concerns about the independence and professionalism of civil society groups.

Stakeholders attributed the relative lack of contributions of CSOs in LEG meetings to the fact

“Only CSOs in favor of Government policy are regularly invited to meetings”. (CSO)

that they are handpicked by the government (with interviewees suggesting that selection is a function of the extent to which they support government policies). Several CSOs that are not currently part of the LEG have advocated for a better screening of civil society groups and criticize the legitimacy of those taking part in the LEG subgroups.

Encouragingly, the future establishment of a credible, independent watchdog, as stipulated in the IEP, is seen as potential agent of positive change – an entity that could assist with external monitoring of PROSEB.

## Supervising Entity

**Finding 8. The process of selecting the World Bank as a Supervising Entity was perceived to be a fair and transparent one. However, views on the performance of the Supervising Entity are mixed, with stakeholders citing the lack of a SE country presence as detrimental to the provision of strong oversight and guidance.**

The process of selecting the World Bank as SE was seen as straightforward and fair. The World Bank was recognized as the only institution with the resources, administrative functions and country knowledge to execute this role. This was openly discussed and agreed upon in an LEG meeting.

<sup>132</sup> Source: *Direction du Contrôle budgétaire - Chaîne de la dépense.*

Views on its performance as SE were mixed. The World Bank is perceived to be a willing collaborator, with demonstrated flexibility and problem solving capabilities (e.g. its willingness to discuss how best to deploy ipads to maximize their use for the in-service training component of the project).

However, stakeholders also questioned whether the SE has enough staff on the ground to permit active management of a highly complex project, as the SE focal point is based in Washington DC. In addition,

“We deplore the weak support provided by the World Bank to PROSEB. We would like to see a more proactive approach and more accountability with respect to implementation quality control. But this is only possible in country, not from Washington”. (Donor)

“We are happy with the information received from the SE and appreciate the level of collaboration” (Donor)

there were also concerns as to whether the country lead was adequately informed of the status of the project and whether the SE takes enough initiative in updating project stakeholders on the status of the project. For example, several stakeholders were not aware of progress on the component that finances the administrative offices.

Several interviewees pointed out that the SE project lead is generally not present at Local Education Group meetings (often replaced by local, more junior WB staff), which is viewed as preventing the SE from full apprehending project success and challenges.

## Coordinating Agencies

### **Finding 9. Beyond assisting with communications, the role of the Coordinating Agency has not been evident in project implementation. Stakeholders question the appropriateness of the role of the CA.**

The role of the Coordinating Agency (CA) was not very evident during the project implementation phase, according to consulted stakeholders. The chief role that UNICEF is seen as playing is related to communication, as it serves as a liaison between the Secretariat and project stakeholders (though interviewees noted that this is often done by the SE as well). While some noted that the CA has performed well in this regard by keeping stakeholders abreast of salient developments, others expressed a desire to be made aware of progress through condensed summaries of key developments, rather than through being simply forwarded pre-existing communication (e.g. the *Aide-mémoire* after Secretariat visits).

More broadly, this calls into question the advisability of various layers of development partner management and coordination. In the DRC education sector, different coordination roles co-exist, including: chair of the local donor group, Coordinating Agency, and Supervising Entity. Given the limited contribution made by the Coordinating Agency, stakeholders raised questions as to whether some of these roles could be consolidated. Even as early as the design phase, there were questions about the advisability of this tripartite division of labour.

## Support from the GPE Secretariat

**Finding 10. Most consulted stakeholders viewed the Secretariat as having provided strong technical support, particularly during the joint sector review. However, there were concerns as to whether the Secretariat is fully aware of existing challenges in program implementation.**

Stakeholder perceptions of the role and performance of the Secretariat were positive, with a few notable exceptions.<sup>133</sup>

Government actors reported strong working relationships with the Secretariat, citing the responsiveness and technical expertise of the Country Support Team. Multiple stakeholders noted the important guiding role that the Secretariat played in the preparation for and execution of the Joint Sector Reviewing August 2014. In addition, the Secretariat was lauded for the guidance it provided in explaining the new GPE financing model and assisting with the development of the next sectoral plan. Finally, it was believed that visits and communication from the GPE Secretariat added credibility in discussions regarding resource mobilization and policy with the national government.

However, representatives of some CSOs and faith-based organizations were disappointed with what they considered the overly positive public statements made during the Secretariat visits. They felt that the challenges faced in the implementation of the GPE program were not adequately acknowledged.

The implementation unit of PROSEB also expressed disappointment that they are not able to communicate directly with the Secretariat (as it is the Minister's Cabinet, rather than the PROSEB implementation team, which communicates with the GPE Secretariat), believing that direct communication would facilitate a healthy exchange of ideas.

Another interviewee questioned why the Secretariat does not provide documents in French at early stages (as they usually come out in French after English versions are produced).

### 3.3 Synergies with the Global Partnership for Education at the global level

**Finding 11. Government attendees lauded Global Partnership-supported regional workshops which they felt enhanced capacity to do sectoral planning and provided a forum in which to learn from other Global Partnership partners.**

Representatives from the Ministry of Education who participated in regional workshops in East Africa noted that the Kigali regional workshop (*Réunion des circonscriptions de l'Afrique 1, 2 et 3* - November-December 2014) allowed them to meet and share experiences with other national government representatives and partners and learn about recent changes in the Partnership's policies and requirements (e.g. the new funding model). Stakeholders viewed such events as highly valuable for enhancing future programmatic planning.

Government stakeholders also reported having attended other GPE-supported events, including the Second Replenishment Pledging Conference in Brussels, where the Minister made a significant pledge to increase resources dedicated to the education sector (including raising the percentage of total government spending on education to 18%, from estimated levels of 7-10%, and investing

<sup>133</sup>The current Country Support Team (CST) lead has been in this role since January 2014, with 30% of working time being dedicated to DRC. She has visited the country twice, in August 2014 and April 2015.

USD 1.5 million to ensure that timely and reliable education data is made publicly available and communicated to UNESCO's Institute for Statistics.)

When asked to comment on the Global Partnership's role in knowledge sharing at the regional level, respondents did not volunteer information on the various aspects of GPE Global and Regional Activities, including the creation of communities of practice or the annual CSEF grants attributed to regional and national civil society organizations or coalitions.

### 3.4 The Global Partnership for Education's effects on availability and use of resources for the education sector

**Finding 12. Domestic resources allocated to MEPSP have increased significantly (in absolute terms) over the past five years. There is strong evidence that financing from the Global Partnership for Education is additional, and not crowding out domestic or external aid.**

Over the last 5 years (2009-2014), domestic resource allocation to MEPSP has tripled in absolute terms, increasing from USD 176 to USD 588 million.<sup>134</sup>

**Exhibit 1.21 MEPSP budget 2009-2014 (domestic resources only)**

Fiscal year	2009	2010	2011	2012	2013	2014
Voted state budget (billions of CDF)	2.922	5.607	6.746	6.609	7.259	8.273
of which domestic resources (billions of CDF)	1.890	3.012	3.735	4.260	5.426	6.304
Total revenue (billions of CDF)	2.242	3.409	3.206	7.507	5.019	4.001
of which domestic resources (billions of CDF)	1.731	2.288	2.756	6.812	4.432	(na)
Executed state budget (billions of CDF)	2.059	3.350	3.515	3.614	3.577	(na)
of which domestic resources (billions of CDF)	1.756	2.383	3.111	3.382	3.550	3.573
<b>EPSP Budget domestic resources only</b>						
voted (billions of CDF)	175,8	197,0	273,0	355,2	527,7	588,6
voted (millions of USD)	300,5	207,2	283,8	378,3	559,6	634,3
executed (billions of CDF)	142,2	182,5	276,6	287,3	377,9	451,0
executed (millions of USD)	243,1	191,9	287,5	306,0	400,7	486,0
Average exchange rate (CDF/USD)	585	951	962	939	943	928
EPSP budget execution rate	80,9%	92,6%	101,3%	80,9%	71,6%	76,6%
% voted EPSP budget/voted domestic resources	9,3%	6,5%	7,3%	8,3%	9,7%	9,3%
% executed EPSP budget/revenue domestic resources	8,2%	8,0%	10,0%	4,2%	8,5%	(na)
% executed EPSP budget/executed domestic resources	8,1%	7,7%	8,9%	8,5%	10,6%	12,6%
<b>School year</b>						
Number of students (est.)	13.891.962	14.275.835	15.110.132	16.193.017	16.879.519	17.723.495
Voted EPSP budget per student (USD)	21,6	14,5	18,8	23,4	33,2	35,8
Executed EPSP budget per student (USD)	17,5	13,4	19,0	18,9	23,7	27,4

Source: Ministry of Budget DSPB and *Annuaire statistiques MEPSP*

<sup>134</sup>It should be noted that budget transparency and usefulness of data is low, with data not disaggregated by subsector.

Interviews with stakeholders suggested that the funding provided by GPE is playing an important gap-filling role, allowing for the implementation of activities in the IEP that would not have been implemented

Budget execution rates in the DRC are traditionally low. Calculated as a percentage of available domestic resources, the executed MEPSP budget is estimated at 12%. However, since 2009, per student expenditure has increased significantly (from USD 17.5 to USD 27.4).

otherwise. Moreover, increasingly more government resources are reported to flow to IEP priorities. Importantly, the government made a pledge to increase its education sector allocation to 4.5% of GDP, increase the percentage of government budget for education to 18% (currently 9.3%), and increase the share of the education budget for primary education to 47%, all by 2018.<sup>135</sup> While there are concerns about whether the government can realistically honour this pledge, if it is reached, it could represent considerable additionality on the part of GPE.

Furthermore, consulted stakeholders indicate that the IEP provides a broad framework to attract or secure both domestic and external resources and has reportedly made the argument to invest in education more relevant. New donors to the DRC such as the Qatar Foundation and AFD have recently committed resources to education in the DRC, though linking these investments to GPE may not be justified.

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<sup>135</sup> GPE Replenishment Pledge Report, 2014

## 4 Conclusions: Linking the DRC Case to the Global Partnership for Education Reforms since 2010.

This section provides observations on linkages between global GPE reforms introduced since 2010 and the evaluation findings deriving from the case study of DRC.

Changes in the Global Partnership since 2010	Observations in DRC
<p>Creation of a new, constituency-based Board structure with equal representation of development country partners (DCP) and donor governments (2010)</p> <p>Support to enable effective DCP participation through regular constituency meetings (2014)</p>	<p>The DRC Government is represented on the GPE Board as a member of Africa Group 2. The current Minister of MEPSP is also chairing the <i>Strategy and Policy Committee</i> of the GPE Board.</p> <p>Stakeholders indicated that the pre-Board meeting in Kigali in December 2014 was extremely valuable, as it engendered productive dialogue with other African constituency members.</p>
<p>The World Bank no longer acts as the default Supervising Entity (2010 and ongoing)</p>	<p>The World Bank serves as the Supervising Entity for the GPE project (PROSEB). Stakeholders report that the Bank was chosen by consensus by LEG members.</p>
<p>Expansion of the GPE Secretariat Country Support Team (CST) (2010 and ongoing) and greater focus on country missions and outreach activities; development of tools to strengthen country level processes, including grant guidelines, Education Sector Plan (ESP) development guidelines, appraisal guidelines, and country-level process guide, all aiming to ensure that the LEG is at the center of country level decision processes</p>	<p>The 2010 subsector strategy (Stratégie de Développement du Sous-Secteur de l'Enseignement Primaire, Secondaire et Professionnel) was developed without any support from the Global Partnership. The 2012 IEP was developed much in the same way and did not formally use GPE guidelines. The process was viewed as inclusive, with various cross-sectoral working groups established.</p> <p>While preparing for GPE Membership, the Country Support Team (CST) visited DRC to ensure clarity on the grant process and provide technical inputs. These visits were seen as helpful in the development of the GPE application – from both a procedural and content perspective. The CST also provided very useful inputs in the development of the next ESP and grant application, with GPE ESP guidelines being used to develop the strategic plan.</p> <p>The LEG, while an inclusive body that meets regularly, is seen to be operating below its capacity, in part due to a lack of national leadership.</p>
<p>Adoption of a Strategic Plan (SP) and related implementation plan (2012) that defined four GPE strategic goals, five objectives, and ten thematic focus areas for the period 2012-15. The SP indicated a newly sharpened focus on, amongst others, education quality (learning for all children).</p>	<p>The IEP was developed before adoption of the strategic plan. Nevertheless, attention was given to at least three of the strategic goals: access, quality and systems-building.</p>

<b>Changes in the Global Partnership since 2010</b>	<b>Observations in DRC</b>
<p>Creation of a single GPE fund (2011)</p> <p>Development of the Needs and Performance Framework, and publication of indicative country allocations (2012)</p> <p>New funding model (2014 and ongoing) that includes results-based element.</p>	<p>The IEP was developed before the 2012 Needs and Performance Framework was adopted.</p> <p>There appears to be an increasing focus on results achievement in DRC that aligns with the aims of the new GPE funding model. A recent decision from the Prime Minister's Office (2013) to regularly monitor progress of ministries on their respective programs institutionalizes this commitment to result-oriented policies.</p>
<p>Initiation of the Global and Regional Activities program (2010)</p>	<p>The DRC case study does not provide evidence of complementarity between GPE country-level interventions and the Global and Regional Activities Program.</p>
<p>Encouragement for LEG to use the most aligned modalities, including use of sector budget support and maximum use of country systems (since 2010)</p>	<p>The chosen financing modality is project mode. This was selected in consideration of the weak fiduciary systems in DRC.</p>

## Appendix 1 Consulted Stakeholders

Government		
1	General Secretariat	Lufunisabo Bundoki , <i>Secrétaire Général</i>
2	<i>Cellule d'appui technique (CAT)</i>	Valère Munsya, <i>Coordonnateur</i>
3	<i>Service de Contrôle et de la Paie des enseignants (SECOPE)</i>	Mangobe Jean-Marie, <i>Directeur</i>
4	<i>Service de Contrôle et de la Paie des enseignants (SECOPE)</i>	Delon Kampay, <i>Directeur Ajoint</i>
5	<i>Service de Contrôle et de la Paie des enseignants (SECOPE)</i>	Léon Moka, <i>Directeur Adjoint</i>
6	<i>Direction des programmes scolaires et matériel didactiques (DIPROMAD)</i>	Mme Anne Marie Nzumba, <i>Directrice</i>
7	<i>Direction des Infrastructures (DIS)</i>	Ihando, <i>Directeur</i>
8	PROSEB	Mme Wali Belade, <i>Assistante Exécutive du Secrétaire Général</i>
9	PROSEB	Macaire Tshiala Bongo, <i>Responsable administratif et financier</i>
10	Ministère du Budget	Nsingi Mawalala Odon, <i>Expert, Direccion de la preparation et du suivi du budget</i>
Faith-based organizations		
11	Coordination Nationale des écoles Conventionnées Catholiques	Abbé <i>Coordinateur national</i>
12	Coordination Nationale des écoles Conventionnées Protestantes	Rév. Lala, <i>Coordinateur national</i>
13	Coordination Nationale des écoles Conventionnées Kimbanguistes	José Luendjoko Ndjondo, <i>Coordinateur national</i>
Supervising Entity		
14	Banque Mondiale	Mme Dung-Kim Pham, <i>Task Team Leader</i>
Coordinating agency		
15	UNICEF	Erinna C. Dia, <i>Chief of Education Programme</i>
Local donor group (LEG)		
16	DFID	Janice Dolan, <i>Education Advisor</i>
17	Belgium	Koen Van Acoleyen, <i>Attaché de Coopération Internationale</i>
18	USAID	Martin McLaughlin, <i>Education Team leader</i>
19	USAID	John Collins, <i>Deputy Education Team Leader</i>
20	UNESCO	Meissa Diop El Hadji, <i>Chef de l'Education a.i.</i>

21	UNICEF	Lluís Vinyals Torres, <i>Chef de la politique sociale</i>
<b>International NGOs</b>		
22	IRC	Ravaka.Ranivoarianja, Girls' Education Programme Director
23	CRS	Kouton Da Conceicao Eliane, Programme manager
24	Save the Children	Clémence Fanou, <i>Vas-y Fille</i> Project Director
<b>Civil Society</b>		
25	CONCEPT	Jacques Tshimalanga, <i>Coordonnateur National</i>
26	COASCE	Pius Mbwes Madianga, <i>Coordonnateur National</i>
27	APEP (Protestant Parents' association)	Ditu, <i>Vice-président national</i>
28	APEC (Catholic Parents' Association)	Jean-Marie Bambessa, <i>Président national</i>
29	Synecat (Catholic teacher union)	Jean-Bosco Puna, <i>Secrétaire général</i>
30	SPECOC (Parents' Association)	Mme Wivine Chimusa, <i>Présidente nationale</i>
31	SOS Kinshasa	Ornelie Lelo, <i>Vice-présidente</i>
32	SOS Kinshasa	Elio Madimu, <i>Chargé de finances</i>
<b>GPE Secretariat</b>		
33	GPE Country Support Team	Tahina Razafindramary, <i>Senior Country Operations Officer</i>

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## **Country Case Study - Nicaragua**

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## Acronyms

<b>AECID</b>	Spanish Agency for International Cooperation
<b>CA</b>	Coordinating Agency
<b>CNU</b>	National University Council
<b>CSEF</b>	Civil Society Education Fund
<b>CWP</b>	Common Work Plan
<b>DP</b>	Development partner
<b>DPG</b>	Development Partners Group
<b>EFA</b>	Education for All
<b>ESP</b>	Education Sector Plan
<b>FTI</b>	Fast Track Initiative
<b>GBS</b>	General Budget Support
<b>GPE</b>	Global Partnership for Education
<b>GRA</b>	Global and Regional Activities fund
<b>INATEC</b>	National Institute of Technology
<b>JSR</b>	Joint Sector Review
<b>LEG</b>	Local Education Group
<b>MIFAN</b>	Ministry of Family, Adolescence and Childhood
<b>MINED</b>	Ministry of Education
<b>NIO</b>	Nicaraguan cordoba (currency)
<b>PIG</b>	Program Implementation Grant
<b>SE</b>	Supervising Entity
<b>SEAR</b>	Autonomous Regions Educational System

## 1 Introduction

### 1.1 Basis for Selection of Nicaragua

Nicaragua was selected for a case study based on the following criteria: It is a Latin American lower-middle income country, not a fragile state; it was among the first 18 countries to join GPE; the World Bank is the Supervising/Managing Entity; it was included as a case study in the 2010 Evaluation of the FTI.

The case study focuses on the period 2010 to February 2015, with emphasis on developments since the Program Implementation Grant (PIG) was approved in 2012.

### 1.2 Case Study Methodology

The sources of data (people and documents) and methods of data collection are outlined below.

**Stakeholders' interviews:** During the field mission to Nicaragua the evaluation team conducted individual and small group interviews with GPE stakeholders. In addition, telephone interviews were conducted with GPE Secretariat staff members and a former staff member. In total, the evaluation team spoke with 22 individuals as shown in the sidebar. The list of persons consulted is presented in Appendix 1.

**Document review:** The evaluation team reviewed relevant documents on the history and evolution of Nicaragua's involvement in the Global Partnership. A list of documents reviewed and websites consulted is included in Appendix 2.

#### Stakeholders consulted

Ministry of Education (MINED): 6  
 Secretariat of the Presidency: 1  
 Supervising Entity/Managing Entity (SE/ME) and Coordinating Agency (CA): 5  
 Civil society: 1  
 Development Partners: 5  
 University: 1  
 GPE Secretariat: 3

### Limitations and mitigation strategies

The team encountered a couple of limitations as outlined below.

**Access to key stakeholders:** The political context in Nicaragua contributed to certain delays and uncertainties in planning and conducting the site visit. Respondents were generally under the impression that the current government lacks transparency and limits the flow of information to external stakeholders, including donors and civil society. In this context, the evaluation team encountered certain difficulties in identifying and getting access to decision-makers within some ministries and at higher levels. The Interim Evaluation Site Visit agenda of meetings with government stakeholders was organized by the MINED focal point. While most interviews requested by the evaluation team were granted (including an interview with the President's Senior Advisor on Education), the team was not able to interview the Minister of Education or representatives of the Ministry of Finance and Public Credit, the Ministry of Foreign Relations, or of the Nicaraguan Central Bank.

**Institutional memory:** While Nicaragua has received grants from the Education for All/Fast Track Initiative (EFA/FTI) and GPE since 2003, there have been considerable changes, both in the government and among the development partners, that affect the institutional memory about GPE and hence the ability to assess the effects of GPE reforms initiated in 2010. Key events include:

- Ministerial changes in MINED led to the appointment of Minister Miriam Raudez in 2010. However, she has been without apparent authority since the autumn of 2014 and it was not possible to interview her.
- The most important bilateral donors supporting the education sector began to exit the education sector and/or withdraw their bilateral development cooperation programs with Nicaragua.<sup>136</sup> As a result, several of the key actors involved in 2010 and 2011 were no longer available to be interviewed.
- The Spanish Agency for International Cooperation (AECID) was appointed as the GPE Coordinating Agency (CA) in January 2015. The AECID representative in charge has been in Nicaragua since 2013 and is not fully aware of events prior to 2013.

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<sup>136</sup> The donors who left the sector include Canada, Denmark and Netherlands (who contributed to the PROASE Common Fund, the largest pool fund from 2005-2007) as well as Finland, Sweden and Austria.

## 2 Context

### 2.1 National Context

The Republic of Nicaragua is a lower middle income country with a population of 6.1 million and a GDP per capita of USD 4 794.4, making it one of Latin America's least developed countries.<sup>137</sup> According to the World Bank, nearly 80% of Nicaragua's poor live in rural areas and remote communities where accessing basic services remains difficult. Approximately 500,000 Nicaraguans – 8.5% of the population – live on less than USD 1.25 a day.<sup>138</sup> Among the 300,000 families with children living in extreme poverty, about one-third have one or more children (aged 7-12) not going to school.<sup>139</sup> Population aged 14 years and younger represents 33% of the total population.<sup>140</sup>

Daniel Ortega, the current president of Nicaragua, represents the Sandinista National Liberation Front party (Frente Sandinista de Liberación Nacional, FSLN by its Spanish acronym). He was elected in 2006, succeeding former president Enrique Bolaños from the Constitutionalist Liberal Party who led the country from 2002 to 2007. Ortega was re-elected for a third mandate in 2011 (the first being in 1985) despite irregularities in the electoral process observed by the European Union and U.S Department of State<sup>141</sup> and despite the constitutional two-term limit for a president. In 2014, the National Assembly approved a constitutional reform to permit unlimited presidential terms.

#### Education sector government stakeholders in Nicaragua

**National Education Council** is the highest authority for education in the country. It defines general education policies, adopts plans and programs and ensures coordination within the system;.

**Ministry of Education (MINED)** designs, leads, manages and implements education policies, plans and programs; proposes norms and processes; responsible for education infrastructure and equipment; coordinates national stakeholder's participation including citizens, communities, governments and social organisation.

**The Ministry of Family, Adolescence and Childhood (MIFAN)** approves or reforms public policies oriented towards families, child and youth; attends children between 0 and 3 years old through Centers for Child Development (CDI) and Community Children Centers (CICO).

**National Institute of Technology (INATEC)** is an autonomous entity that designs and coordinates technical and vocational training; provides professional and technical courses in coordination with the private sector; receives 2% of total wages paid by public and private organisations.

**National University Council (CNU)** is an autonomous entity that formulates and coordinates higher education policies and processes; has authority over some public and private universities.

<sup>137</sup> Source:

[http://data.worldbank.org/indicator/NY.GDP.PCAP.PP.CD?order=wbapi\\_data\\_value\\_2013%20wbapi\\_data\\_value%20wba\\_pi\\_data\\_value-last&sort=desc](http://data.worldbank.org/indicator/NY.GDP.PCAP.PP.CD?order=wbapi_data_value_2013%20wbapi_data_value%20wba_pi_data_value-last&sort=desc)

<sup>138</sup> World Bank data

<sup>139</sup> Source: VIII Nicaragua's Population Census and IV Nicaragua's Household Census. INIDE, 2005

<sup>140</sup> UNESCO UIS 2014

<sup>141</sup> U.S. Department of State. "Response to Elections in Nicaragua". November 10, 2011. Retrieved from: <http://www.state.gov/r/pa/prs/ps/2011/11/176992.htm>

## 2.2 The Education Sector in Nicaragua

### Government structure

The Ministry of Education (Ministerio de Educación – MINED) has the responsibility to lead and manage the basic education subsystem – which includes preschool, primary and secondary education – as well as teachers’ training. MINED is also in charge of the coordination of the Secretariat of the Autonomous Regions Educational System (SEAR, by its Spanish acronym) that has the mandate to manage and implement at a decentralized level education policies in the two Caribbean Autonomous Regions.

Preschool education for children between 0 and 6 years is administered by MINED (for 3-5 years old group) and MIFAN (for 0-3 years old group). Preschool education is offered under formal and non-formal (or community) modalities. The formal modality is normally provided by trained teachers and is offered mostly in urban areas in centers (or annexes to primary schools) that are dedicated exclusively to child care and education. The non-formal/community modality is offered in rural and marginal areas by community member volunteers in borrowed premises (churches, private houses, community centers, etc.). This modality has not been able to guarantee adequately trained teachers. Approximately 75% of preschools in the country operate under the non-formal modality.<sup>142</sup>

### Policy Framework

Nicaragua’s education sector has gone through important policy changes carried out by two governments with significantly different policy approaches. From 2002 to 2006, the Bolaños government promulgated the 413 Law on school autonomy (piloted in 1993 and progressively implemented by its predecessor) which decentralized funding and required families to make contributions to access basic education for their children. The succeeding Ortega government (2007 to today) introduced important reforms to the sector, of which the elimination of all forms of payment for public institutions, through a policy on free basic education, was the centerpiece.

During the 2002-2007 period, the Bolaños government was guided by the 2001-2015 National Education Plan (PNE) which was built on the Educational Autonomy model. This plan was later replaced by the 2005-2008 Common Work Plan (CWP) that aligned Nicaragua’s efforts with the Education for All Fast Track Initiative (EFA/FTI) objectives. In 2007, the Common Work Plan was abandoned by the newly elected government which radically changed national education policies and programs. During the 2007-2010 period, new policies and programs led to the elimination of forms of payment for public institutions, the initiation of an alphabetisation campaign, and a program to improve indicators for 1<sup>st</sup> grade primary students.<sup>143</sup>

The FTI Mid-Term evaluation noted that in 2007 the government initiated a consultative process involving eight national commissions composed of ministry officials, teachers’ union representatives, universities, CSOs and donors to reflect, diagnose, and work on the development of national an education strategy. It also noted a more significant involvement and contribution of CSOs during the 2007-2010 period than was observed under the previous government.

In 2010, MINED’s Minister Miguel de Castilla was replaced by Miriam Raudez and the development of the Education Policy 2011-2021, which was supposed to result from the consultative process, was abandoned. The government instead initiated the implementation of a new “Education

<sup>142</sup> GRUN (2012) Política Nacional de primera infancia: amor para los más chiquitos y chiquitas.

<sup>143</sup> “Más educación menos adultos analfabetas; más niños, niñas y jóvenes en la escuela”; Campaña de Alfabetización “De Martí a Fidel”; “Batalla por el 1er grado”

Strategy” which was rapidly replaced by the current Education Sector Strategy (Plan Estratégico de Educación – ESS or ESP) 2011-2015, whose completion responded to GPE’s requirement for accessing additional grants. The ESS aims to: a) expand access to preschool education,<sup>144</sup> b) achieve universal completion of six grades of primary education, and c) achieve universal access to lower secondary education (grades 7-9). The annex "Giving Visibility to the Consistency with Technical Education and Vocational Training"<sup>145</sup> was later added to the ESS to strengthen donor alignment with the national education sector plan.

GPE Strategic Objectives	Key priorities of the Nicaragua Plan Estratégico de Educación (2011-2015)
<i>SO1</i> : Fragile and conflict-affected states able to develop and implement their education plans.	NA
<i>SO2</i> : All girls in the Global Partnership endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment.	The education plan notes that increasing gender equality in the education system is a priority. In addition, Nicaragua’s Law on Equality of Rights and Opportunities (Law 648) supports the principle of eliminating discrimination and ensuring equal access to education.
<i>SO3</i> : Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3.	<i>Second priority</i> : Raise the number of children in early childhood education programs with support from educators and families <i>Third priority</i> : Reduce to a minimum the illiteracy rate and increase average years of schooling.
<i>SO4</i> : Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education.	The education plan notes that there will be an increase in teacher training opportunities, such as special courses for pre-school teachers offered in teacher training colleges.
<i>SO5</i> : Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education.	This is not one of the strategic education plan’s 5 priorities, although one of the five strategies outlined is to improve ‘national ownership, alignment and harmonization’ of development aid for the education sector.
<i>Other (not part of the GPE strategic objectives)</i>	More efficient and effective management of the education sector; Early childhood education; improve learning success and strengthen national identity

Since the 2010 ministerial change, the consultation process witnessed under the previous minister collapsed; both strategies were thus developed independently from national stakeholders.

### Key education sector developments

According to various sources, preschool enrollment significantly increased from 39.5% in 2005 to 52.3% in 2006 following the government decision to strengthen institutional efforts aiming at 5 year olds, and reached 55% in 2010.<sup>146</sup> According to MINED, this increased to 58.4 % in 2013.<sup>147</sup> Most children still attend non-formal preschools.

<sup>144</sup> Through the 2011 program “Amor para los más chiquitos”

<sup>145</sup> “Visibilizando la consistencia con la Educación Técnica y Formación Profesional”

<sup>146</sup> UNESCO UIS and MINED PEE report, gross and net rate

<sup>147</sup> The net rate reached 56.8% in 2013 according to PREAL-EDUQUEMOS-IBIS. 2014. “Informe de Progreso Educativo Nicaragua”.

At the primary level, data shows little variation in the net enrollment rate (90.6% in 2006, 92.1% in 2008, and 91.8% in 2010).<sup>148</sup> MINED sources indicate primary enrollment reached nearly 95% in 2011 and decreased to 91% in 2013, while other sources indicate decreases to somewhere between 86% and 89%.<sup>149</sup> Overall, this indicates that nearly 10% of children were not attending school in 2013.

In 2006, the secondary net enrolment rate was estimated by UNESCO to be around 43% and only increased to 45% by 2010<sup>150</sup> (although MINED data indicates an average of 67% in 2010<sup>151</sup>). Between 2010 and 2013 enrolment appears to have increased to 50% (although MINED points to an average of 69%).

In the Caribbean Coast, bilingual preschool enrolment reached 38.8% in 2013, 19.6% for bilingual primary education, and 31.4% for bilingual secondary education<sup>152</sup> thus indicating that access to education remains a most pressing issue in rural and remote areas.

Quality of education also remains a pressing issue as data indicated that 64 % of preschool teachers, 42% of secondary teachers and 24% of primary teachers did not have the educational background appropriate for the level they were teaching.<sup>153</sup>

## 2.3 The Global Partnership for Education in Nicaragua

### Nicaragua and the FTI (now the Global Partnership for Education) prior to 2010

Nicaragua was among the first 18 countries that were deemed eligible for the Education for All Fast Track Initiative (EFA/FTI) support in 2002. To access the proposed funds, Nicaragua relied on its revised Reinforced Economic Growth and Poverty Reduction Strategy and the PNE 2001-2015 which identified a funding gap of USD 106 million. Nicaragua's application, which was positively assessed by donors in the country, focused on increasing the number and proportion of children successfully completing primary school. It received official endorsement from in-country donors and EFA/FTI Secretariat in November 2002.

Overall, Nicaragua received USD24 million through the EFA/FTI Catalytic Fund between 2004 and 2009 (see sidebar). The Catalytic Fund was a "modest" source of funding for the sector

and the FTI did not trigger additional funding to the sector as increases were mostly related to the

#### EFA/FTI Catalytic Fund Allocations

An allocation decision of US\$ 7 million was made in 2004 with an additional indicative allocation of US\$ 7 million for 2005. A first tranche of US\$ 3.5 million was disbursed in October 2004 and the second in May 2005.

Although the funds were not used on the programs indicated in the EFA/FTI application, the second allocation was approved in 2006 and the first tranche of US\$ 3.5 million was disbursed in December 2006. Despite the new FSLN government, which took power in 2007, the second tranche was disbursed in November 2007 but was used in response to Hurricane Felix.

A third indicative allocation of US\$ 10 million was approved in 2006 but was disbursed late in 2009.

<sup>148</sup> UNESCO UIS data

<sup>149</sup> Castillo, M. "Este estudio nos alerta: en la educación nos estamos quedando atrás". Online: <http://www.envio.org.ni/articulo/4963>

<sup>150</sup> UNESCO UIS data

<sup>151</sup> MINED PEE Report, according to the average enrolment for 1st and 2<sup>nd</sup> cycles

<sup>152</sup> PREAL-EDUQUEMOS-IBIS. 2014. "Informe de Progreso Educativo Nicaragua"

<sup>153</sup> Ibid.

priorities of the 2007 FSLN government that aimed to increase investments in the sector to ensure free basic education.

The 2010 mid-term evaluation of the FTI noted that an immediate outcome of Nicaragua's endorsement by the FTI was the creation of a permanent roundtable of education donors through the 2003 Declaration of Managua.<sup>154</sup> It also noted that the FTI did not influence education policies but helped strengthen the planning process and improve aid effectiveness in the sector. The FTI MTE also concluded that there has been some improvements in the data, monitoring and evaluation capacity in the education sector – notably through the introduction of an Indicative Framework and through the participatory Joint Annual Review– although progress could not be attributed to the FTI.

The funds from the Catalytic Fund (CF) were managed by the World Bank and disbursed using World Bank procedures and therefore, according to the FTI MTE, did not strengthen national capacity for financial management. The World Bank, which is the Supervising/Managing Entity, has supported the Ministry of Education through APRENDE I and II projects since 1995 and has managed EFA CF since the first allocation in 2004.

### Nicaragua and the Global Partnership for Education since 2010

In 2012, Nicaragua received a GPE Program Implementation Grant (PIG) of USD 16.7 million for which the World Bank has been acting as Supervising Entity (SE). The grant was operationalized through the Bank's Education Sector Strategy Support Project (ESSSP), which also included a USD 37.4 million (€28.78 million) grant facilitated by the European Union (EU).<sup>155</sup>

The priority areas of GPE's grant include: i) increasing access to and improving learning conditions for preschool education, and ii) building the institutional capacity of the Ministry of Education (MINED) with

The Civil Society Education Fund (CSEF) is supporting the Nicaraguan Initiative Forum for Education and Human Development (FEDH-IPN) through the Latin American Campaign for the Right to Education (CLADE, by its Spanish acronym).

EU co-financing. In addition, the EU covered a third component that aimed to improve access, quality and completion of lower secondary education. The ESSSP is aligned to the ESS 2011-2015 objectives related to preschool (GPE) and lower secondary education (EU).

The Global Partnership has been financed by Donor Trust Funds –including EU funds – that are managed by the World Bank. It has been operating under a project funding modality. The ESSSP, which includes GPE-funded activities, is implemented by MINED using government procedures for financial management but Bank procedures for procurement.<sup>156</sup> In December 2014, 26% (USD 4.39 million) of GPE funds had been disbursed, and most of these (USD 3.59 million) were disbursed in 2014.<sup>157</sup>

<sup>154</sup> Sector roundtables (government/donors/civil society) were established in 2003 through the Declaration of Managua. OECD. Survey on Harmonisation and Alignment of Donor Practices, Measuring aid Harmonisation and Alignment in 14 Partner Countries "10 Nicaragua". 2006. DAC Journal, Vol. 6, Supp.1. Online: <http://www.oecd.org/dac/effectiveness/33813999.pdf>

<sup>155</sup> EU contributes €32 million to the Support Programme to the Education Sector in Nicaragua (PROSEN) out of which €28.78 is being administered by the World Bank.

<sup>156</sup> MINED Divisions use the Bank's "Guidelines: Procurement of Goods, Works and Non-Consulting Services Under IBRD Loans and IDA Credits & Grants by World Bank Borrowers", the Bank's Standard Bidding Documents (SBD) for Goods, the Bank's Trial Bidding Document for the Procurement of Textbooks and reading materials, and the Bank's Sample Bidding Document for the Procurement of Non- Consultant Services.

<sup>157</sup> Source : <http://www.worldbank.org/projects/P133557/education-sector-strategy-support-project?lang=en>

In late 2014, Nicaragua obtained an Education Sector Plan Development Grant (ESPDG) of USD 500,000 to conduct sector analysis and develop a second Education Strategic Plan (ESP) with the World Bank as Managing Entity. In the weeks prior to the evaluation visit, on December 19, 2014, GPE announced that the Maximum Country Allocation for Nicaragua available for a PIG would be USD 4.5 million for the period 2016-2018.

The Spanish Agency for International Cooperation (AECID, by its Spanish acronym) is the current Coordinating Agency (CA), replacing the EU in this role in early 2015. UNICEF was the CA during the 2012 application period.

**Exhibit 2.1. GPE Program Implementation Grants to Nicaragua**

Program Implementation Grant	Supervising Entity	Fund Status as of 09/30/2014	Grant Approval Date	Grant Agreement and/or Start Date	Closing Date	Grant Amount (in USD)
1	World Bank	Closed	11/03/2003	08/19/2004	06/30/2005	7,000,000
2	World Bank	Closed	11/12/2004	11/01/2006	10/31/2010	17,000,000
3	World Bank	Active	07/31/2012	04/20/2013	04/30/2016	16,700,000
<b>Total</b>						<b>40,700,000</b>

**Exhibit 2.2. GPE Disbursements and Aid to Basic Education (millions, constant 2012 USD)**

	2004	2005	2006	2007	2008	2009-	-2013	2014
Program Implementation Grant1	4.26	4.15						
Program Implementation Grant2			4	3.7	0	10.5		
Program Implementation Grant3							0.8	4.34
<b>Total GPE Disbursement</b>	4.26	4.15	4	3.7	0	10.5	0.8	4.34
<b>Aid to basic education</b>	34.9	32.1	60.1	47.1	43.8	42.6	32.3	NA
<b>GPE as % of total</b>	11%	11%	6%	7%	0%	20%	2%	NA

## 3 Main Findings and Analyses

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### 3.1 The Global Partnership for Education's contributions to strengthening national capacity to formulate and implement education sector policy

#### 3.1.1 The Global Partnership's influence on education sector policy planning

**Finding 1. In Nicaragua, the requirements of the Global Partnership for Education program implementation grant served as an incentive for the rapid development of the Education Strategic Plan (ESP) 2011-2015, which has government ownership and is used to guide the sector and align development partners.**

In 2010, in response to the Global Partnership's requirement to have an education sector plan (ESP) to access the GLOBAL PARTNERSHIP Program Implementation Grant (PIG), the government of Nicaragua developed the five-year Education Strategic Plan (Plan Estratégico de Educación) 2011-2015. Nicaragua did not apply for an Education Sector Plan Development Grant (ESPDG) and therefore did not receive financial or technical assistance from THE GLOBAL PARTNERSHIP for the development of the ESP.

While the 2007-2010 period had been characterized by a more inclusive and participatory approach to policy planning in the Nicaraguan education sector,<sup>158</sup> changes in MINED coincided with a greater centralization of the ESP planning process. Consequently, CSOs, private sector and a majority of development partners seem to have been excluded from the initial stages of the process, which was restricted to a limited number of actors. Evidence indicates that the ESP was developed in a relatively short time and primarily involved key MINED officials, the World Bank, EU and an external consultant. The end result was a rapidly delivered ESP, perhaps at the expense of a more open and transparent process that would have engaged a broader range of stakeholders.

Although the document review did not find evidence that the Local Education Group (LEG) was involved in the appraisal of the ESP, it did indicate, along with interviews, that development partners endorsed the plan. Overall, consulted stakeholders had a favorable opinion about the quality of the ESP and consider it an essential guidance tool to align partner efforts towards clear and relevant objectives.

In contrast to the varying levels of ownership of previous plans noted by the 2010 FTI mid-term evaluation in the 2000s, all stakeholders consulted during the site visit noted strong government ownership of the ESP and its externally financed sub-sector activities. GPE-funded activities are not seen as stand-alone initiatives but as integral parts of the national strategy which the government aims to implement. Interviewed stakeholders generally see this as a positive development, but some respondents stressed the need to distinguish government ownership of the ESP from national ownership (i.e. ownership by other groups and actors in Nicaragua), which they consider equally desirable.

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<sup>158</sup> From 2007 to 2010, the LEG was fully functional. It reportedly met once a month and included seats for all development partners as well as five seats for CSOs. A participatory process that included eight working commissions was initiated to prepare the ESP and other education strategies. This approach to planning was suspended in 2010 due to changes in leadership at MINED.

In 2014 Nicaragua applied for an ESPDG and in early 2015 was granted USD 500,000 to conduct a sector analysis and develop a new ESP. The application process was led by the World Bank and the application was prepared by the consultant who had worked with the Nicaraguan government on the previous ESP and PIG application – and who was familiar with the Partnership’s requirements. Stakeholders interviewed did not mention support provided by the GPE Secretariat during the ESPDG application process. In fact, the application was submitted at a time of transition in the Country Support Team (CST) and a change in the Nicaragua Country Lead (CL), thus limiting the Secretariat’s capacity to support the country in this process. At the time of the field visit to Nicaragua, some organizations that were mentioned in the ESPDG application form were not aware they would be involved in the development or implementation of the GPE-funded education sector plan.

Although the development of the new ESP is still in early stages, respondents perceived the plan as an opportunity for development partners to further strengthen alignment to national priorities (see table below) and for Nicaragua to access additional Global Partnership funds from the PIG in 2016. As there has been limited staff turnover within MINED since the 2011-2015 ESP development, the knowledge staff gained during this period (which included implementing and monitoring the ESP) could benefit the current planning process.

Late in 2014, the Global Partnership announced that the Maximum Country Allocation for Nicaragua available for a PIG would be USD 4.5 million for the period 2016-2018, which was perceived by stakeholders as an unexpected drop compared to the USD 16.7 million in GPE aid in 2012. Development partners envisaged that this decision would substantially reduce GPE’s influence in the country and, most importantly, its ability to require government compliance with GPE operating principles.

By making ESP endorsement a requirement to access PIGs, the Global Partnership puts a clear emphasis on the necessity to have a sector plan of acceptable quality to access funds. However, the quality of sector processes for the development of the ESP or program document – which should include stakeholder participation and coordination – is not guaranteed by the Partnership’s approach despite the recent establishment of a Quality Assurance team in the GPE Secretariat.

### 3.1.2 The Global Partnership’s influence on national capacity for education sector policy implementation

#### **Finding 2. There is limited evidence that the Global Partnership strengthened national capacity to design programs to implement the ESP.**

To ensure implementation of the ESP, Nicaragua undertook an application process to access a GPE Program Implementation Grant (PIG), which required costing planned initiatives and development of an implementation program document. The process was subjected to two phases of GPE’s Quality Assurance Review (QAR).

In Nicaragua, the processes around preparing the GPE grant application and the program document (the Education Sector Strategy Support Project) – including the Quality Assurance Reviews – provided little evidence that technical capacity for results-oriented program planning to implement ESP was developed in Nicaragua’s education sector, most notably in MINED and INATEC. The QAR Phase I – which aims to provide support to facilitate transparent and collaborative decision-making in the use of PIG resources (through the development of a program document) – was not conducted because, allegedly, the program document was already advanced when the QAR process was approved. Furthermore, although the QAR Phase III indicated a “satisfactory level of collaboration amongst members of LEG”, the Board and the Financial Advisory Committee expressed their

concerns about the “lack of civil society involvement in the development of the program” in their 2012 grant approval letter.

Like the ESP, the Education Sector Strategy Support Project (ESSSP) was developed by the World Bank with the support of a local consultant and the collaboration of key MINED representatives. This process thus provided limited opportunities to strengthen MINED’s internal program planning capacity.

The GPE grant in Nicaragua constitutes a noteworthy financial contribution that allows the government to implement preschool education priorities, a sub-sector affected by years of underinvestment. Nearly 42% of the grant is intended for infrastructure development. Besides supporting preschool education, a smaller portion of GPE’s grant (8%) aims to strengthen institutional capacity of the MINED and, among other things, to support training on early childhood education policy, results-based management, monitoring and evaluation as well as general office equipment. This portion of the grant aimed to fill a persisting capacity gap within MINED.

Overall, respondents agreed that the Global Partnership’s focus on preschool education in Nicaragua is highly relevant given both government and development partners underinvested in this sub-sector for many years (further discussed in additionally section). The government also welcomed the fact that GPE show flexibility by allowing allocating the funds to this sector rather than requesting to continue financing primary education (as under previous FTI CF grants) or to traditional sub-sectors (primary and secondary education). In addition, the Phase III Quality Assurance Review/Final Readiness Review prepared by the Secretariat recognized the ESSSP responded to country needs and that its activities were “in line with the Nicaragua Education Strategy and [...] aligned with GPE strategic directions.”

As discussed in section 3.1.3, the GPE grant created an opportunity for two other development partners – European Union and the World Bank – to harmonize their respective efforts in financing lower secondary and primary education initiatives with GPE’s focus on preschool education. The ESSSP is the common project document for both GPE and EU interventions.

**Finding 3. In Nicaragua, slow implementation of planned initiatives and the declining gross enrollment rate for preschool education have revived concerns about the government’s institutional capacity to implement programs in the education sector. There is limited evidence that the Global Partnership for Education has strengthened government’s capacity**

The ESSSP is implemented by MINED using government procedures for financial management but Bank procedures for procurement<sup>159</sup> thus creating opportunities for MINED to strengthen its internal processes. This contrasts with implementing modalities under the FTI Catalytic Fund whose usage of World Bank procedures was identified as generating little knowledge within MINED.

However, there have been implementation delays<sup>160</sup> and respondents associate these with MINED’s limited institutional capacity to implement projects – most notably in the area of infrastructure development – and to monitor and evaluate progress in the sector. Monitoring data on the

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<sup>159</sup> MINED Divisions use the Bank’s “Guidelines: Procurement of Goods, Works and Non-Consulting Services Under IBRD Loans and Bank Credits & Grants”, the Bank’s Standard Bidding Documents (SBD) for Goods, the Bank’s Trial Bidding Document for the Procurement of Textbooks and reading materials, and the Bank’s Sample Bidding Document for the Procurement of Non- Consultant Services.

<sup>160</sup> The Implementation Status & Results Report indicates GPE implementation started end-April 2013.

implementation of the ESSSP is published by the World Bank in the Implementation and Status Reports<sup>161</sup>.

Indeed, World Bank's 2014 Sequence 3 Implementation Status & Results Report for ESSSP shows no progress in the area of infrastructure since 2012. According to interviews, the procurement of contractors has been delayed for a variety of reasons including difficulties in ensuring contract enforcement in remote areas and higher than expected transaction costs. To address these implementation challenges, MINED recently increased its overall staff and assigned to the Administrative and Financial General Division the mandate to oversee the Infrastructure Division and ensure timely implementation of GPE's grant.

Overall, the Implementation Status & Results report show stalling or declining indicators in all areas monitored by World Bank's report. Respondents were particularly concerned by the noted decrease in the preschool education gross enrollment rate (from 41.7% in May 2013 to 37.6% in November 2014) and lower secondary education completion rate (from 52% in 2013 to 34.7% in 2014) in selected municipalities.

In the area of monitoring, the FTI MTE noted that between 2007 and 2010 (and from 2002 to 2005) data was made available to stakeholders and that "sector roundtables have permitted analysis and discussion with civil society and donor representatives." However, interview respondents in 2015 indicated that data and sector dialogue have become increasingly scarce in recent years for two main reasons: i) MINED's limited institutional capacity to quickly access and aggregate data from decentralized systems, and ii) a few respondents indicated that limited access to information by stakeholders is the result of a political decision of the current government, which they feel is more prone to share information with the most important contributors/development partners in the sector.

The 2014 Joint Sector Review (JSR) data collection process proved to be a resource consuming task for MINED. Furthermore, it generated data whose reliability could not be confirmed by an open and rigorous sector review. According to the PIG application document and the Bank's Project Appraisal Document, JSRs are supposed to be conducted bi-annually through a participatory process that includes CSOs and development partners. In September 2014, the Local Education Group with the participation of the CL met with authorities to conduct the first JSR of the ESP's implementation in Nicaragua. According to LEG respondents and the CL, the JSR process did not meet expectations and in fact allowed for very limited discussion and feedback on progress.

At the time of the field visit to Nicaragua, disbursements of the GPE-funded ESSSP had remained below expectations as only 26% (USD 4.39 million) of GPE funds had been disbursed, most (USD 3.59 million) in 2014.<sup>162</sup> The expected cumulative disbursement by the end of 2014 was USD 12 million.

Overall, interviews and a review of World Bank's implementation reports tend to indicate MINED has not implemented and monitored the ESSSP in a participatory, inclusive or transparent manner. As indicated in section 3.1.1, while government owns the plan, there is limited ownership from other actors in the sector, namely civil society, private sector and other development partners. In Nicaragua, government ownership does not seem to be a sufficient condition for effective implementation. While the Partnership provided technical support to address this challenge through a regional workshop on education sector plan monitoring and evaluation in Antigua, Guatemala, respondents did not identify this event as a substantial contribution to increasing their

<sup>161</sup> The World Bank. "Education Sector Strategy Support Project (P133557) - Implementation Status & Results Report, Seq No: 3". December 2014.

<sup>162</sup> Source : <http://www.worldbank.org/projects/P133557/education-sector-strategy-support-project?lang=en>

technical capacities and often referred to the World Bank as the main provider of advice and technical support.

### 3.1.3 The Global Partnership's influence on (sub) sector coordination

**Finding 4. Partnership funding helped to catalyze development partners to enhance coordination under the ESSSP and align their cooperation with the ESP 2011-2015 sub-sector gaps. There is room for the Global Partnership for Education to be more proactive in promoting more extensive cooperation among a broader range of stakeholders.**

The ESP was found to be an essential starting point for sub-sector coordination among the European Union, the GPE and the World Bank who agreed to harmonize their aid under the World Bank's management and align their respective support to fill its funding gaps.

The World Bank is currently supervising the USD16.7 million grant from the Global Partnership for Education focusing on preschool education, a USD37.4 million grant from the EU focusing on lower secondary education, and a USD 25 million loan from the Bank's own PASEN II<sup>163</sup> project focusing on primary education. While, according to the government, there used to be duplications of efforts between PASEN I and FTI Catalytic Fund (focusing on successful completion of primary school), this issue seems to have been overcome with ESSSP's contribution to the ESP 2011-2015. Furthermore, government mentioned its appreciation of having to deal with a single organization to implement three different grants, as this means that the three contributors have to some extent harmonized their procedures. However, all consulted stakeholders who commented on the issue agreed that there is considerable room for improving coordination and cooperation between the different actors supporting the education sector. Despite strong harmonization between the three development partners mentioned above, other development partners have not all managed to coordinate their efforts in such a way in the 2010-2015 period, mostly because government and development partners appear to prioritize bilateral approaches for alignment of aid at the expense of the multi-stakeholder approach facilitated by the Local Education Group (LEG) and the former Sector Roundtable Meetings institutionalized through the 2003 Declaration of Managua. Several development partners continue to work in their traditional areas of cooperation despite the absence of budget support mechanism, but still manage to coordinate and align the locations and focus of their investments with government needs and priorities. MINED, for example, developed an Annex to its ESP to include technical and vocational training<sup>164</sup> in order to improve alignment of development partners (AECID, LuxDev) working in this area. Harmonization of aid through LEG sector coordination is further discussed in section 3.2.

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<sup>163</sup> World Bank's credit to implement the "Second Support to the Education Sector Project"

<sup>164</sup> "Visibilizando la consistencia con la Educación Técnica y Formación Profesional"

## 3.2 The Global Partnership for Education Country Level Governance and Management

### Local Education Group

**Finding 5. The Global Partnership for Education has had a positive effect on the Local Education Group (LEG) by encouraging stakeholders to resume sector dialogue and carry out a Joint Sector Review. To date, however, the Partnership has not been able to facilitate more sustained and multi-stakeholder dialogue in the education sector in Nicaragua.**

Education sector dialogue mechanisms have existed in Nicaragua since the country joined the EFA/FTI in 2002. The FTI MTE in 2010 highlighted that the establishment of the Education Sector Roundtables “was a direct outcome of the [FTI] endorsement process.” Over the years, however, the composition of the group changed and its functioning has had its ups and downs. Since 2010, the Global Partnership does not appear to have had much influence on the composition of the roundtables.

From 2007 to 2010, the LEG was fully functional. It reportedly met once a month and included seats for all development partners as well as five seats for CSOs. This group was involved in the initial, more participatory, process that was launched to prepare the ESP and then suspended by the government around 2010. In 2009, the government replaced the 2003 “Declaration of Managua” commitments to operate sector roundtable meetings with a new framework focusing on bilateral dialogue with development partners (that excluded other stakeholders such as CSOs).

Between 2012 and early 2014, it seems that the LEG ceased to exist and coordination between most development partners involved in the education sector was significantly reduced. A first space for dialogue around education was reopened at a donor roundtable meeting in March 2014<sup>165</sup>. However, as noted below, this has not resulted in the reintegration of CSOs into the LEG as the government does not consider civil society organizations as valid interlocutors and has not allowed them to be a part of the group. Nevertheless, development partners agree that the participation of GPE’s CL in the joint GPE/World Bank/European Union Supervision Mission in March 2014 “served as a catalyzer” to resume multilateral policy dialogue with the government and to secure a Joint Sector Review, on the implementation of the ESP. Although the JSR did not meet donor expectations for participatory process, due to the limited opportunity for discussion, it did help in revitalizing the relationship between the LEG and the government.

Efforts to reorganize the LEG and to improve engagement between development partners and the government were noticed during the field visit. However these efforts also coincide with the 2014 EPDG application process and Nicaragua’s preparation to access a PIG for the 2016 funding cycle, leaving some donor respondents with the impression that the government’s openness for political and technical discussions may only be temporary. This may also give the impression GPE’s influence is stronger during the application and program development phases.

In light of these experiences, stakeholders note that there is room for improvement in the role that GPE’s Country Support Team (CST) plays in facilitating dialogue between development partners and the government and in re-establishing a fully functional Local Education Group (LEG). In particular, the members of the LEG would like the GPE Secretariat to stress the need for the

<sup>165</sup>There are different types of meetings to facilitate dialogue and harmonization among development partners and government. As we understand, the donor group now meets on its own several times a year (as of 2014/2015). On occasion, the government also convenes the donor group to have a more technical or political dialogue.

government to comply with GPE principles with regard to JSR and the involvement of a wide range of actors (including civil society) in the preparation of the new ESP.

The 2016 PIG application process represents a window of opportunity to work towards harmonizing cooperation around the planning and eventual implementation of the new ESP. However, as mentioned above, the recent reduction of the Maximum Country Allocation may limit the GPE's influence in Nicaragua.

**Finding 6. Despite the requirements and concerns expressed by GPE Secretariat and Board of Directors, CSOs have not been a part of the LEG since 2010 and have not been involved in the planning, implementation or monitoring of GPE-funded programs.**

Documents reviewed and interviews indicated CSOs have been excluded from Education Roundtable Meetings and from the planning, implementation and monitoring of the ESP 2011-2015 and of the ESSSP despite development partner pressures. In its 2012 PIG approval letter, GPE's Board of Directors explicitly expressed its concerns about the lack of civil society involvement in the development of the program. In 2014, GPE's CL also brought to the government's attention the need to further involve CSOs. At the time of the field visit for this interim evaluation, CSOs, and more specifically the Nicaraguan Initiative Forum for Education and Human Development (FEDH-IPN) – receiving CSEF funds – had not been involved or consulted for the EPDG application or for the upcoming update of the ESP.

Other NGOs were mentioned in the EPDG application form but, at the time of the field visit, none of these were aware of their role with regard to this application.

Government respondents indicated civil society is directly consulted by the government through the community based Citizens' Councils and

Cabinets<sup>166</sup> which are, according to interviews with other stakeholders, community level institutions tied to the FSLN party. However, independent and legally constituted NGOs (or private sector organizations) are not considered legitimate interlocutors by the government.

In Nicaragua, civil society is represented through the Nicaraguan Initiative Forum for Education and Human Development (FEDH-IPN).

FEDH-IPN has been a grantee of the GPE-funded **Civil Society Education Fund (CSEF)** since the Fund was created. The CSEF has been a predictable source of funding for the Forum. It has also been crucial in a context where CSOs legitimacy has been challenged and their resources have decreased.

The CSEF has facilitated FEDH-IPN participation in global dialogue events.

**Supervising/Managing Entity**

**Finding 7. The World Bank's longstanding relationship with the government of Nicaragua and its continuing role as Supervising/Managing Entity (SE/ME) are seen as positive in many respects, but have not encouraged a partnership approach in the education sector.**

The documents and interviews indicate that the World Bank played a key role in the preparation and development of the ESP 2011-2015, the PIG application, and the development of the EU and GPE co-financed harmonized Education Sector Strategy Support Project (ESSSP). It is expected the Bank will continue playing an important role in supervising and implementing the ESPDG and will be closely involved in the development of the new ESP.

<sup>166</sup> In 2007, the government created through Decree No. 112-2007 community-level Citizens' Councils and Cabinets (Consejos y Gabinetes de Poder Ciudadano) to allow citizens to "exercise direct and participative democracy."

Government and donor respondents recognized the World Bank's reliable systems and strong procedures as well as its long-standing relationship with the government. The Bank has supported the Ministry of Education through APRENDE I and II projects since 1995 and has been the management agency of the FTI-EFA Catalytic Funds (CF) since its first allocation in 2004. This experience, to some extent, justifies its current SE/ME role.

Government respondents were very positive about the Bank's role in providing support and technical assistance. They value having one interlocutor and using one set of project management/supervision systems for implementing projects that receive funding from three different sources (GPE, WB, and EU).

At the same time, the Bank's longstanding relationship with the government and its continuing role as SE/ME has not encouraged a partnership approach in the country's education sector. Most respondents (excluding SE/ME) suggested that in this particular context (absence of LEG and limited information shared by government), the World Bank's longstanding relationship with the government and its continuing role as SE/ME since the FTI-EFA Catalytic Fund's first allocation in 2004, reinforced bilateral cooperation and dialogue between the Bank and the government to the detriment of multi-stakeholder dialogue. The World Bank is managing USD 79.1 million in grants and loans in the sector,<sup>167</sup> thus giving it a lot of weight vis-à-vis the government. As discussed in section 3.1.2, development partners feel the government is more prone to collaborate and share information with the biggest contributors (i.e. World Bank and EU).

Although both the World Bank and some of the development partners recognized GPE efforts to distinguish its brand and distance itself from the World Bank, in practice, in Nicaragua, this has been hard to accomplish for several reasons: the rotation and limited presence of the GPE Secretariat (as discussed further below), the World Bank's close relationship with the government for many years, the limited stability of LEG over the past five years, and limited ownership of the Global Partnership by development partners from the LEG other than the SE/ME and the CA. The limited ownership of the Partnership is seen as a consequence of the government's unwillingness to work equally with all development partners combined with the limited political capacity/willingness of development partners to use their political credit to fully endorse and promote GPE processes.

In Nicaragua, the GPE reform allowing entities other than the World Bank to assume the SE/ME role was not followed by a change of SE/ME. Interviewed stakeholders indicated that some LEG members may not be fully aware of the GPE requirements for becoming the SE/ME and that other eligible organisations may not have the capacity to assume the responsibilities of the SE/ME role.

## Coordinating Agencies

**Finding 8. The Coordinating Agency's role is well understood by development partners in Nicaragua. It is also perceived as relevant considering the work that remains to be done among development partners to better harmonize and align their aid to engage more efficiently with the government. Since 2010, the Coordinating Agency's role has been particularly challenging.**

Since January 2015, the AECID has been the Coordinating Agency (CA) and has chaired the Local Education Group. The European Union held this position from 2004 to 2009 and for nearly a year from 2013 until late 2014. UNICEF was CA from 2010 to 2012, thus leaving the position vacant for a few months.

<sup>167</sup> PASEN II: \$25 million loan; GPE: \$16.7M grant; PROSEN: \$37.4 million grant.

As noted above, political changes in MINED in 2010 put the subsequent CAs (UNICEF and EU) in challenging situations. Their efforts to facilitate and harmonize development partners and CSO initiatives and to engage in a constructive dialogue with the government were not fruitful.

Currently, the role of the CA and the importance of its efforts to re-establish a fully functional Local Education Group are well understood. Development partners and CSO respondents expressed an expectation that the CA, with support from GPE Secretariat, would work towards strengthening communication channels with the government and pushing towards the inclusion of CSOs in order to eventually re-establish a LEG.

## **Support from the Global Partnership for Education Secretariat**

**Finding 9. There is no clear evidence that the GPE Secretariat has been a source of technical assistance in Nicaragua, aside from the Country Lead’s periodic missions which help to facilitate relations between development partners and the government.**

Although the 2010 GPE reforms aimed to expand and strengthen the capacity of the Secretariat to provide a higher level of support at the country level, feedback received during the field visit suggests that this is only beginning to occur in Nicaragua. The Secretariat has played a more visible and active role only since 2014.

The GPE Secretariat does not appear to have been a source of technical assistance for the education sector.<sup>168</sup> Its main role has been to facilitate relations between development partners, and between the development partners and the government, usually during GPE’s Country Lead missions to Nicaragua. For the government, the Secretariat’s visits have been useful because they have explained what GPE is, what grants are available to the country, and how to apply for them.

The latest mission of the Country Support Team (the first of a newly appointed Country Lead) served among other things to present the Maximum Country Allocation for Nicaragua and explain the changes in the GPE funding model. According to donor respondents, the 2013 visit by the then Country Lead served to clarify the GPE expectations for a Joint Sector Review of the implementation of the ESP and to obligate the government to conduct such a review (the review fell far short of the GPE expectations for a participatory and meaningful dialogue).

At least two factors have affected the ability of the GPE Secretariat to provide more and ongoing support to Nicaragua:

- Since 2010, a period that required a sound and continuous understanding of the rapidly changing political realities in Nicaragua at micro and macro levels, there have been at least four Country Leads. This discontinuity affected the relevance of the support that the Secretariat was able to provide.
- Before 2013, the Country Support Team (CST) did not have the language skills required to fully engage with in-country stakeholders. The hiring of Spanish-speaking Country Leads (as of 2013) has considerably strengthened communication channels.

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<sup>168</sup> The Managing Entity has been brokering technical assistance for the government by building on synergies between GPE, EU and PASEN II funding to (a) support the hiring of specialists and consultants, (b) provide programmatic advice from WB education specialists, and (c) ensure compliance with World Bank’s procurement procedures, etc.

### 3.3 Synergies with the Global Partnership for Education at the Global Level

**Finding 10. Consulted stakeholders in Nicaragua appreciate the Global Partnership for Education global and regional initiatives as opportunities to share experiences and knowledge. They found information sessions on GPE procedures and policy less helpful.**

Development partners, some MINED staff, and representatives of FEDH-IPN attended one or more GPE-supported regional events that included information sessions and knowledge sharing/thematic sessions. Participants expressed their appreciation for the thematic/experience sharing presentations from other countries in the region. Participants from the government were highly interested in the initiatives undertaken in neighbouring countries and would appreciate participation of non-member countries with greater achievements (i.e. Colombia, Brazil, etc.).

As Nicaragua was among the first 18 countries to be eligible to EFA/FTI support and has received implementation grants since 2004, participants already familiar with

Participants in Global and Regional Activities (GRA) were highly interested in processes and initiatives conducted in neighbouring countries. Honduras, for example, was perceived as having an open and effective Local Education Group and was esteemed for successfully conducting their Joint Sector Review. The Dominican Republic was also highly regarded for having developed and implemented an effective Monitoring and Evaluation system.

GPE's procedures did not find the Secretariat's technical presentations on GPE's grants to be relevant to their needs. Furthermore, interviewed stakeholders had persisting doubts about the new funding model (NFM) thus indicating that the NFM presentations may not have had the intended effect.

**Finding 11. Respondents do not feel that Nicaragua and Latin America are appropriately represented on the Global Partnership for Education Board due to its constituency-based governance structure and official languages.**

On the GPE Board of Directors, the Latin America and the Caribbean (LAC) constituency is represented by a Board Member (Honduras) and an Alternate (Haiti). However, the LAC constituency is composed of Nicaragua, Honduras, Haiti and Guyana, four very diverse countries that have three different official languages.

Respondents at country level indicated that because of the diversity of countries within the LAC constituency, communication could be a challenge. They also had limited knowledge of the functioning of the Global Partnership for Education at global level and often described the Partnership as an African-focused organization with little focus on Latin America as it only has one seat out of 19. This perception is reinforced by several factors: Spanish is not an official language of the Global Partnership and documentation and the website are available only in English and French; the limited and not necessarily coherent representation of Spanish Latin America in the Secretariat, as the CST has not always been Spanish-speaking or knowledgeable of the region.

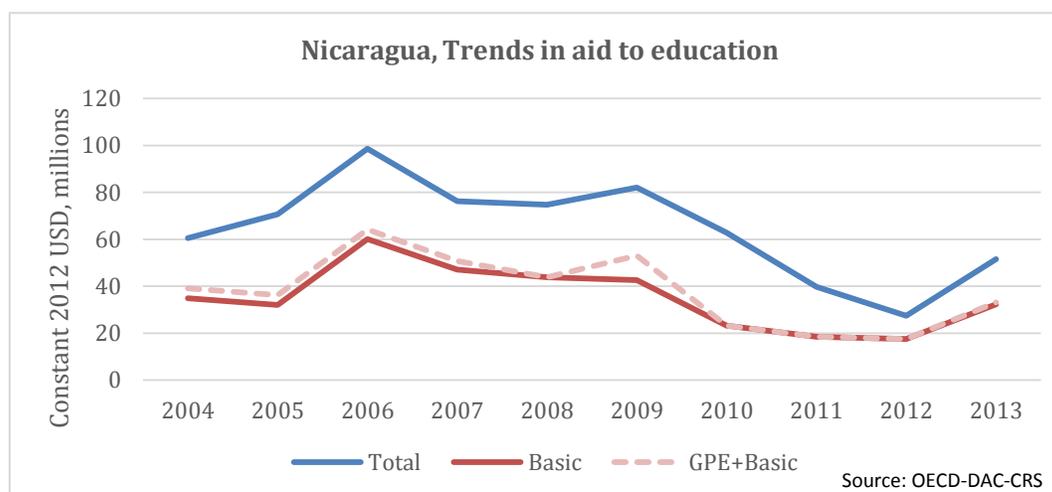
### 3.4 The Global Partnership for Education's effects on availability and use of resources for the education sector

**Finding 12. GPE funding is additional insofar as it was allocated to preschool education, a sub-sector that received systematically less government funding than primary, secondary and adult education prior to 2013 and marginal contributions from external donors prior to 2012. In parallel to the Global Partnership for Education's financial contribution, government significantly increased its support to the preschool education sector. Based on the new proposed Maximum Country Allocation for 2016, there are now doubts about the predictability of GPE funding.**

Based on interviews, the Global Partnership was perceived as filling part of a USD 251 million funding gap in the ESP 2011-2015, and government officials suggested that GPE funds complement government spending in the sector.

Respondents agreed that the funding gap was exacerbated by the withdrawal of traditionally important bilateral donors such as Canada, Denmark and Netherlands after 2010 which contributed to the Donor Common Fund for the Education Sector (PROASE Common Fund).<sup>169</sup> These donors left the sector and the country for a variety of reasons: Canada because of a change in its strategy (placing less emphasis on education) and the other two because of political decisions to focus on low-income countries. This decrease in external funding to the sector and the limited attention given to preschool education by MINED prior to 2012 contributed to the perception that GPE's grant was essential to the preschool sub-sector.

**Exhibit 1.22 Aid to Education in Nicaragua, 2004-2013**



Overall, the Global Partnership was not seen as a trigger for additional external funding to the whole education sector as its role was mostly seen as encouraging harmonization and alignment of pre-existing funds from the World Bank's PASEN II loan and the European Union's PROSEN grant.

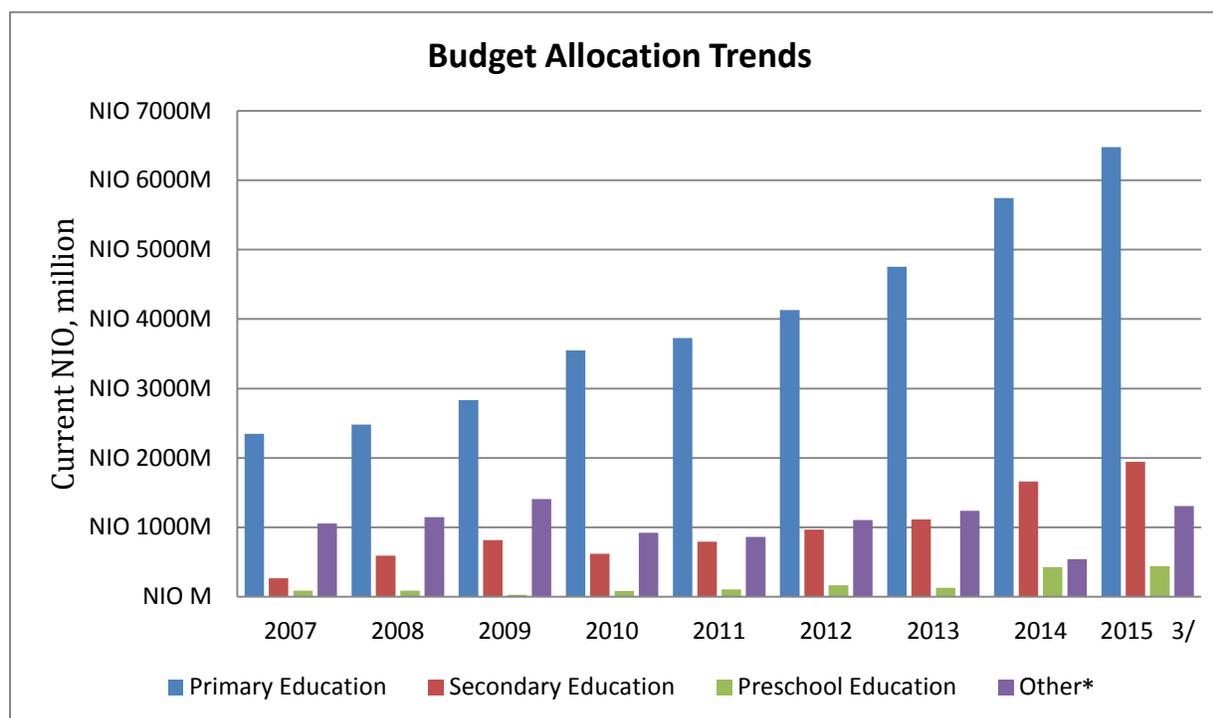
The analysis of the government's budget tends to confirm that internal and external funding directed towards preschool education used to represent in average 1.7% of MINED's budgeted

<sup>169</sup> The PROASE Common Fund supported by Canada, Denmark and the Netherlands amounted to NIO 596 511 000 (USD 32.12 million) between 2005 and 2007. It was the second most important donor for the sector after Japan (NIO 763 427 000 / USD 41.1 million) and used to operate in parallel to the EFA/FTI Catalytic Fund.

expenditures between 2007 and 2013 in comparison to an average of 4.5% for the 2014-2015 period.

As illustrated in Exhibits 3.2 and 3.3, MINED allocates on average 60% of its budget to primary education and 15% to secondary education.

**Exhibit 1.23 MINED Budget Allocations to Education in Nicaragua, 2007-2015<sup>170171</sup>**



Source: Ministerio de Hacienda y Crédito Público

**Exhibit 3.3 Trends in MINED Budget Allocations to Education (Current NIO, million)**

Education Sub-sectors											
Financial Year	Total Education Sector	Preschool Education		Primary Education		Secondary Education		Teacher Training		Adult Education, Special Education and other <sup>172</sup>	
		Total	% Share	Total	% Share	Total	% Share	Total	% Share	Total	% Share
2007	3 869.5	88.2	2	2 348.4	61	266.6	7	110.3	3	1 056.1	34
2008	4 378.8	86.1	2	2 478.6	57	590.8	13	77.9	2	1 145.5	26
2009	5 304.7	27	1	2 834.1	53	814.5	15	220.2	4	1 408.8	27
2010	5 241.4	81	1	3 547.7	68	620.6	12	71.6	1	920.4	18

<sup>170</sup> Other includes Teacher Training, Adult Education, Special Education, MINED's project and activities.

<sup>171</sup> Exchange rate: 1000 NIO = 36.9 USD (1 April 2015)

<sup>172</sup> Includes projects and activities budgeted by MINED

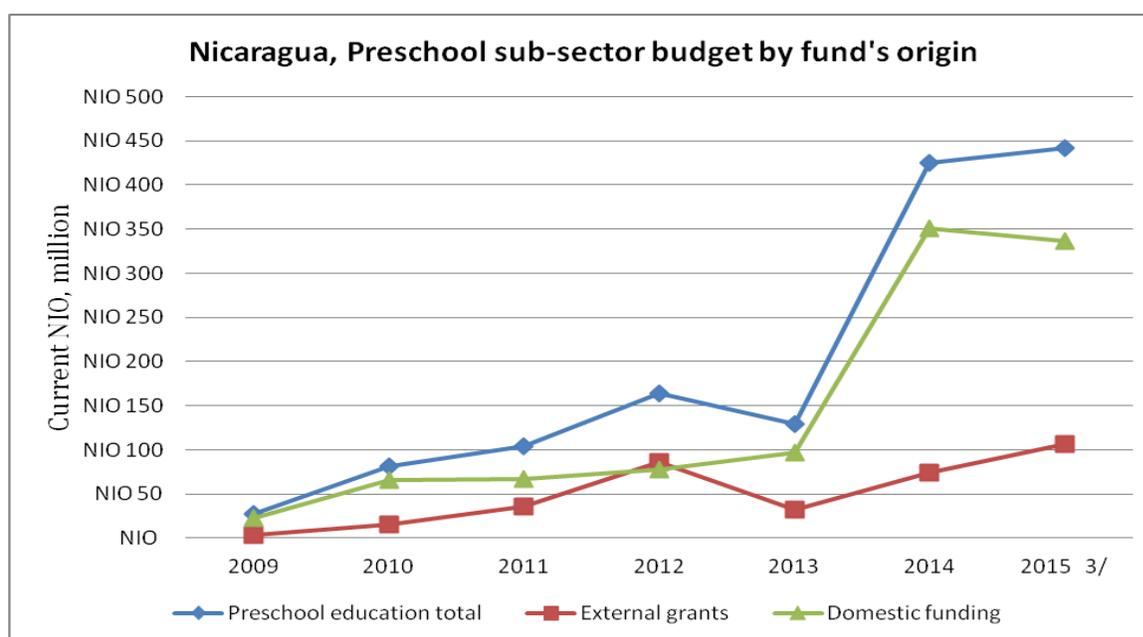
Education Sub-sectors											
Financial Year	Total Education Sector	Preschool Education		Primary Education		Secondary Education		Teacher Training		Adult Education, Special Education and other <sup>172</sup>	
		Total	% Share	Total	% Share	Total	% Share	Total	% Share	Total	% Share
2011	5 553.2	103.5	2	3 725.4	67	791.7	14	70.6	1	861.9	16
2012	6 532.9	164.4	2	4 128.7	63	968.1	15	167.2	2	1 104.4	18
2013	7 374.8	129.5	2	4 753.3	64	1 113.7	15	139.4	2	1 238.9	17
2014	9 047.9	425.2	5	5 743.9	67	1 658.3	19	176.8	2	542.6	7
2015	10 419.2	442.3	4	6 475.2	62	1 942.6	19	251.2	2	1 307.9	13

A more detailed analysis of the preschool education budget shows that overall sub-sector spending in preschool education increased by 60% between 2010 and 2013 and by 242% between 2013 and 2015. This highlights the increasing efforts of government and donors to address the funding gap identified in preschool education. More specifically:

- During the 2010-2013 period, external grants increased by 109% while domestic contributions increased by 48%.
- During the 2013-2015 period, domestic funding increased by 245% compared to a 232% increase by donors

These trends, also illustrated in Exhibit 3.4 below, can be interpreted as a positive additionality effect in the preschool education sub-sector. There is, however, insufficient qualitative evidence to conclude whether this effect is attributable to the Global Partnership for Education, or if it only contributed to it.

**Exhibit 3.4** Preschool Funding, 2009-2015



Source: Ministerio de Hacienda y Crédito Público

As the Maximum Country Allocation for Nicaragua decreased from USD16.7million in 2012 to \$4.5 million for 2016, a few respondents mentioned there was a predictability issue with the Global Partnership. In 2012, Nicaragua received a more generous grant than expected, and there was an expectation that funding would remain at similar or just slightly lower levels in 2016. Stakeholders commented that the rationale for the reduction was not clear, i.e., whether it is due to lower GPE replenishment levels, or to the new funding allocation model, or a combination of both.

## 4 Conclusions: Linking the Nicaragua Case to the Global Partnership for Education Reforms since 2010

This section provides observations on linkages between global GPE reforms introduced since 2010 and the evaluation findings deriving from the case study of Nicaragua.

Changes in the Global Partnership since 2010	Observations in Nicaragua
<p>Creation of a new, constituency-based Board structure with equal representation of DCP and donor governments (2010). Support to enable effective DCP participation through regular constituency meetings (2014).</p>	<p>Interviewed Nicaraguan government officials do not feel well-represented on the GPE Board due to its constituency-based GPE global structure. They are not aware of or do not take advantage of mechanisms that may be in place that allow them to bring forward concerns and suggestions through their Board member. Language barriers create challenges in this regard.</p>
<p>The World Bank no longer acts as the default Supervising Entity (2010 and ongoing)</p>	<p>The transition has not happened in Nicaragua, and it may be due to: a) stakeholder misunderstanding about what the GPE requirements for Supervising/Managing entity are, or b) lack of sufficient capacity of any other development partner to take on the role of SE/ME in Nicaragua.</p>
<p>Expansion of the GPE Secretariat Country Support Team (CST) (2010 and ongoing) and greater focus on country missions and outreach activities; development of tools to strengthen country level processes, including grant guidelines, ESP development guidelines, appraisal guidelines, and country-level process guide, all aiming to ensure that the LEG is at the center of country level decision processes.</p>	<p>The effects of this change are only now being felt in Nicaragua (in 2014/2015). Guidelines and tools have been developed in English, so those have not been useful for government stakeholders. CST has not had the appropriate language skills and level of in-country presence to be able to engage in dialogue and facilitate relationships among the stakeholders. Country missions and outreach by CST only began in earnest in 2014.  In addition, despite the existence of guidelines and concerns expressed by GPE Board there has been little change since 2010 with regard to country-level process, particularly with regard to ensuring that a full-fledged LEG (multi-stakeholder group) is at the center of country-level decision making process.</p>
<p>Adoption of a Strategic Plan (SP) and related implementation plan (2012) that defined GPE goals, as well as objectives for the period 2012-15. The SP indicated a newly sharpened focus on, amongst others, education quality (learning for all children).</p>	<p>The Global Partnership's focus on preschool education in Nicaragua is in line with the Strategic Plan's Access For All Goal 1 which indicates that the Partnership should aim to "ensure that all children are able to access pre-primary education" by providing "quality learning environments" with "child-friendly buildings, facilities, and equipment" and "access to skilled teachers".</p>
<p>Creation of a single GPE fund (2011). Development of the Needs and Performance Framework, and publication of indicative country allocations (2012). New funding model (2014 and ongoing) that includes results-based element.</p>	<p>There still is potential to increase synergies between the different types of funding provided by GPE. CSEF operates independently from the other grants and there are, therefore, little synergies between them. The current CSEF structure does not send a clear message to the government and development partners that CSOs have an essential role to play in the GPE process. Furthermore, this structure has meant that the GPE country support team (the Country Lead) has not consistently been aware of the Partnership's support for CSOs in Nicaragua.  There is lack of clarity about the new funding model and whether or</p>

Changes in the Global Partnership since 2010	Observations in Nicaragua
	not it was applied in determining the new maximum allocation for 2016 and beyond. (Unfortunately, the launch of the new funding model coincided with lower replenishment of GPE, which meant fewer funds overall to be distributed for the next cycle.) There is also some skepticism about the results-based financing, particularly concerning the extent to which this could provide a negative incentive to manipulate data.
Initiation of the Global and Regional Activities program (2010)	These activities were viewed as valuable by country stakeholders when used to promote South-South cooperation and the exchange of lessons learned. Participants were less interested in technical sessions on GPE procedures and processes.
Encouragement for LEG to use the most aligned modalities, including use of sector budget support and maximum use of country systems (since 2010).	The “most aligned modalities” of donor contribution have disappeared from Nicaragua because there is no longer an education sector budget support initiative (as there was with the PROASE Common Fund in 2005-2007). Nonetheless, three major development partners – GPE, World Bank, and EU – did closely align their resources in providing resources to the sector. There appears to be a slight increase in the use of country systems for financial management, although World Bank procedures are used for procurement.

## Appendix 1 Consulted Stakeholders

The table below lists all stakeholders consulted during the evaluation country visit to Nicaragua during the period February 16-20, 2015.

	Name	Title and Organization
<b>Nicaragua</b>		
<b>Coordinating Agency and Managing Entity</b>		
1	Ms. Isabel González	Head of Program, AECID
2	Ms. Elena Gutierrez	Program Coordinator, AECID
3	Mr. Patrick Ramanantoanina	Senior Operations Officer, World Bank
4	Mr. Enrique Alasino	Education Specialist, World Bank
5	Mr. Juan Diego Alonso	Senior Operations Officer, World Bank
<b>Development partners</b>		
6	Ms. Sandra Mariela Peña	Advisor on Cooperation Affairs, European Union Delegation to Nicaragua
7	Mr. Roberto Páramo Sandino	Education Officer, UNICEF
8	Ms. Maria Rosa Renzi	Coordinator, Office of Human Development, UNDP
9	Ms. Carmen Largaespada	Permanent representative in Nicaragua, OEI
10	Mr. Omar Bonilla	Program Officer, Japan International Cooperation Agency - Nicaragua
<b>Civil Society</b>		
11	Mr. Jorge Mendoza	Executive Director, Nicaraguan Initiative Forum for Education and Human Development
<b>Secretariat of Presidency</b>		
12	Mr. Salvador Vanegas	Adviser to the President in Education, Presidency's Secretariat
<b>Ministry of Education (MINED)</b>		
13	Mr. David Otero	Project Director, MINED
14	Ms. Maria-José Enriquez	Vice-Minister of Education, MINED
15	Ms. Claudia Solórzano	Directorate of Planning, MINED
16	Ms. Daysi Cordero	Directorate of Preschool Education, MINED
17	Ms. Arline Calderón	Directorate of Teacher Training, MINED
18	Ms. Ligia Morales	Directorate of Projects, MINED
<b>Universities</b>		
19	Mr. Alejandro Genet	Dean, Faculty of Education and Languages, UNAN-Managua

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	Name	Title and Organization
<b>Global</b> <sup>173</sup>		
<b>20</b>	Ms. Lucinda Ramos Alcantara	Current GPE Secretariat country lead
<b>21</b>	Mr. Jesper Andersen	Former GPE Secretariat country lead
<b>22</b>	Ms. Karin De Guerrero	Former GPE Secretariat country lead

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## Acronyms

<b>ANCEFA</b>	Africa Network Campaign for Education for All
<b>BE</b>	Basic Education
<b>CA</b>	Coordinating Agency
<b>CSO</b>	Civil Society Organization
<b>DEO</b>	District Education Officer
<b>DESP</b>	District Education Strategic Plan
<b>DG</b>	Director General
<b>DDG</b>	Deputy Director General
<b>DP</b>	Development Partner
<b>DFID</b>	Department for International Development
<b>ECD</b>	Early Childhood Development
<b>EDC</b>	Education Development Center
<b>EDPRS</b>	Economic Development and Poverty Reduction Strategy
<b>EGMA</b>	Early Grade Mathematics Assessment
<b>EGRA</b>	Early Grade Reading Assessment
<b>EMIS</b>	Education Management Information System
<b>ESSP</b>	Education Sector Strategic Plan
<b>ESWG</b>	Education Sector Working Group
<b>GRA</b>	Global and Regional Activities
<b>HE</b>	Higher Education
<b>INGO</b>	International Non-Governmental Organization
<b>JADF</b>	Joint Action Development Forum
<b>JRES</b>	Joint Review of the Education Sector
<b>LEG</b>	Local Education Group
<b>MINECOFIN</b>	Ministry of Finance and Economic Planning
<b>MINEDUC</b>	Ministry of Education
<b>MOU</b>	Memorandum of Understanding
<b>NGO</b>	Nongovernmental Organization
<b>REB</b>	Rwanda Education Board
<b>REFAC</b>	Rwanda Education for All Coalition
<b>RENCP</b>	Rwanda Education NGO Coordination Platform
<b>OBI</b>	Open Budget Index

## Acronyms

<b>OVC</b>	Orphans and Vulnerable Children
<b>PAD</b>	Project Appraisal Document
<b>PFM</b>	Public Financial Management
<b>PRGSP</b>	Poverty Reduction and Growth Strategy Paper
<b>PS</b>	Permanent Secretary
<b>PTA</b>	Parent Teacher Association
<b>PTC</b>	Parent Teacher Committee
<b>RBF</b>	Results based financing
<b>SBS</b>	Sector Budget Support
<b>SE</b>	Supervising Entity
<b>SEO</b>	Sector Education Officer
<b>SNEC</b>	Secrétariat National de l'Enseignement Catholique
<b>SNER</b>	Syndicat National des Enseignants du Rwanda
<b>TVET</b>	Technical and Vocational Education and Training
<b>TWG</b>	Technical Working Group
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children's Fund
<b>UPE</b>	Universal Primary Education
<b>USAID</b>	United States Agency for International Development
<b>WB</b>	World Bank
<b>WDA</b>	Workforce Development Authority
<b>YBE</b>	Years of Basic Education

## 1 Introduction

### 1.1 Basis for Selection of Rwanda

Rwanda was selected for a case study based on the following criteria: It is an African low-income country, not a fragile state; it was an early GPE joiner (pre-2010); it has a Supervising Entity that is not the World Bank (in addition to previously having the WB as the Supervising Entity); and it operates under a sector budget support model. The Rwandan case study focuses on the period 2010 to February 2015, though it also takes into account lessons from the pre-2010 period.

### 1.2 Case Study Methodology

#### Sources of data and methods for data collection

The sources of data (people and documents) and methods of data collection are outlined below.

**Stakeholder interviews:** During the field mission to Rwanda the evaluation team conducted individual and small group interviews with GPE stakeholders. In addition, telephone interviews were conducted with GPE Secretariat staff members and one former SE representative. In total, the evaluation team spoke with 34 individuals as shown in the sidebar. The list of persons consulted can be found in Appendix 1.

**Document review:** The evaluation team reviewed relevant documents on the history and evolution of Rwanda's involvement in GPE. A list of documents reviewed and websites consulted is included in Appendix 2.

#### Stakeholders consulted

Government: 4  
Supervising Entity (SE) and Coordinating Agency (CA): 2  
Civil society: 15  
Development Partners: 6  
Faith based organizations: 6  
GPE Secretariat: 1

#### Limitations and mitigation strategies

The team encountered a couple of limitations as outlined below. The main limitation is reflected in the relatively limited data and insights on the GPE's additionality that the evaluation team was able to elicit from available documents and stakeholder interviews.

**Exhibit 1.24 Limitations and mitigation strategies**

Limitation	Mitigation Strategy
The timing of the visit from the evaluation team did not permit consultation with senior representatives from the Ministry of Finance in Rwanda. Other stakeholders were able to offer few and only subjective impressions on the issue of additionality. Education budget data was extremely difficult to collect, given low levels of budget transparency.	The evaluation team relied on international databases to determine external and domestic financing to the education sector. Interviews with stakeholders were conducted to complement findings from the quantitative analysis.

## 2 Context

### 2.1 National Context

A low income country with a population of 11.8 million, Rwanda has made tremendous progress since the devastating civil war and genocide in 1994. Between 2001 and 2014, real GDP growth averaged 9% per year. This impressive economic growth was also accompanied by rapid poverty reduction and reduced inequality.<sup>174</sup> Despite these gains, economic challenges persist. As of 2011, 45% of the population still lived in poverty and the economy remains low-skilled, low-income, and agriculture-based.<sup>175</sup>

### 2.2 The Education Sector in Rwanda

#### Government structure

The Ministry of Education (MINEDUC) is the primary government institution responsible for the education sector. Under the supervision of MINEDUC, there are a number of semi-autonomous agencies that have specific mandates within the sector. These public institutions, although affiliated with MINEDUC, have administrative and financial autonomy. These institutions include: the Rwanda Education Board (REB), the Higher Education Council (HEC), the National Science and Technology Commission (NSTC), the Workforce Development Authority (WDA), the Rwandan National Commission for UNESCO (CNRU), the Institute of Scientific and Technological Research (IRST), and public Tertiary Education Institutions (TEIs).<sup>176</sup>

#### Education sector government stakeholders in Rwanda

**Rwanda Education Board:** Key responsibilities are to contribute to education policy development, coordination, and implementation of education activities in the following areas: i) curricula, production, materials, and distribution, ii) teacher education management and professionalism, iii) education quality and standards, iv) examinations and accreditation, v) higher education student financing, vi) ICT in Education and Open Distance e-learning.

**Higher Education Council (HEC):** Responsible for provision of quality higher education in Rwanda in line with government policies.

**Workforce Development Authority (WDA):** Regulatory responsibilities for coordinating TVET provision and providing strategic oversight of the TVET sector.

#### Education structure

The education system in Rwanda has four main levels: pre-primary, primary, secondary, and higher education – with a significant technical and vocational education and training (TVET) stream at both secondary and higher education levels. Rwanda has a 6-3-3 formal structure for primary and secondary education. Primary school has an official entry age of seven and six grades. Secondary school is divided into two cycles: lower secondary consists of grades 7 - 9, and upper secondary consists of grades 10 – 12. In principle, school is free and is compulsory through upper secondary.<sup>177</sup> Rwanda also provides Adult Basic Education (ABE) as part of non-formal education.

<sup>174</sup>The World Bank, Rwanda Implementation Completion Report, 2010.

<sup>175</sup>DFID, Business Case for Rwanda, <https://www.gov.uk/government/world/organisations/dfid-rwanda>

<sup>176</sup>MINEDUC, [http://www.mineduc.gov.rw/fileadmin/user\\_upload/Education\\_Sector\\_Strategic\\_Plan\\_2013\\_-\\_2018.pdf](http://www.mineduc.gov.rw/fileadmin/user_upload/Education_Sector_Strategic_Plan_2013_-_2018.pdf)

<sup>177</sup>[http://www.reb.rw/fileadmin/user\\_upload/documents/education\\_observatory\\_report\\_1804\\_.pdf](http://www.reb.rw/fileadmin/user_upload/documents/education_observatory_report_1804_.pdf)

## Policy Frameworks

The mission of the Ministry of Education (MINEDUC) is to “transform the Rwandan citizen into skilled human capital for the socio-economic development of the country by ensuring equitable access to quality education focusing on combating illiteracy, promotion of science and technology, critical thinking, and positive values.”<sup>178</sup>

The Education Sector Strategic Plan (ESSP) elaborates how the education sector will strive to achieve this mission and provides the foundation for education sector planning for the next five years. The ESSP was developed in conjunction with Rwanda’s second Economic Development and Poverty Reduction Strategy (EDPRS) for the period 2013/14 to 2017/18 to support Rwanda in achieving its national aspirations for economic transformation, rural development, accountable governance, and improved productivity and youth employment.

The current ESSP is centered on three overarching goals: expanding access to education at all levels, improving the quality of education and training, and strengthening the relevance of education and training to meet labor market demands.

The central policy objective of the ESSP is to extend the Government’s nine-year basic education (9YBE) commitment to twelve years (12YBE). In addition, the plan reflects the new priorities of making pre-primary, primary, secondary (including technical and vocational education (TVET)), and higher education more accessible and more relevant to the national needs. The current ESSP focuses on improving the quality of education.

## Key education sector developments

In recent years, Rwanda has seen impressive gains in the education sector. The primary net enrolment rate (NER) continues to improve for both girls and boys and, at 96.5% has surpassed the 2012 target of 95%. If progress continues, Rwanda will be on track to meet the MDG target of 100% net enrolment in 2015. The NER for girls (98%) remains higher than that for boys (95%). The total number of pupils in primary education increased from 2,190,270 in 2008 to 2,394,674 in 2012. Both the repetition rate (12.7%) and dropout rate (10.9%) continue to decline (from 2008 baselines of 15.3% and 14.7%).<sup>179</sup>

The primary school completion rate reached 72.7% in 2012 which is a significant improvement on the baseline figure of 52.5% in 2008, but falls short of the 2012 target of 78%. The completion rate for girls is higher than the national average, reaching 77.7% in 2012. The qualified teacher to pupil ratio at primary level stands at 62:1, which is an improvement from the 2008 figure of 67:1.<sup>180</sup>

However, significant challenges remain around the quality of education:

- The decision to use English as the language of instruction from Grade 4 onwards poses a significant challenge to improving teaching quality: less than 15% of teachers are currently proficient in English. In 2012, drop-out and repetition rates were 11.1% and 12.5%.
- Approximately 36,000 additional qualified teachers are needed to reduce class sizes but recruitment and retention are hampered by low salaries. The average salary for teachers in Rwanda is £35 per month compared to £126 in Kenya and £148 in Ghana.<sup>181</sup> Approximately 2,100 new teachers entered the teaching workforce in 2014.

<sup>178</sup>MINEDUC, [http://www.mineduc.gov.rw/fileadmin/user\\_upload/Education\\_Sector\\_Strategic\\_Plan\\_2013\\_-\\_2018.pdf](http://www.mineduc.gov.rw/fileadmin/user_upload/Education_Sector_Strategic_Plan_2013_-_2018.pdf)

<sup>179</sup>Institute for Statistics (UIS), UNESCO

<sup>180</sup>Institute for Statistics (UIS), UNESCO

<sup>181</sup> MINEDUC, Appraisal of ESSP (2010-2015)

- MINEDUC’s capacity is limited by staff shortages and high staff turnover.
- Secondary education net enrolment, though improving, is still low at 36.4% compared to 96.6% at primary level.
- The government’s commitment to 12 years of free education, introduced at upper secondary level in 2012, has put further strain on the system, given existing capacity. The projected increased enrolment levels further jeopardise education quality at the secondary level.<sup>182</sup>

### 2.3 The Global Partnership for Education in Rwanda

Rwanda joined the Global Partnership in 2006 following the endorsement of its 2006-2010 Education Sector Strategic Plan by the local donor group. Since becoming a member, Rwanda has received three program implementation grants (PIG) from GPE. The first grant, worth USD 26 million, was approved in 2007 and was supervised by the World Bank. The grant objectives were to: i) increase access to primary and secondary education through school rehabilitation and construction, ii) improve the quality of primary and secondary education, and iii) heighten awareness of HIV/AIDS and promote behavioural change, iv) build capacity within the education sector, and v) undertake analytical work and experimentation in preparation for a Sector-Wide Investment Program.

Rwanda received a second PIG (USD 35 million) in 2010 for a one year “bridge” program. Program development objectives were to support the Government of Rwanda’s policy reforms on teacher development and management, textbooks, and girls’ education, with the overall aim to improve the quality of basic education.

In 2010, a third PIG (USD 70 million) was approved. The World Bank handed over supervision of the third PIG to DFID in 2012. The most recent grant closed in September 2014. As with previous grants, the latest grant used sector budget support as the preferred financial modality and did not have specific targets other than those of the overall ESSP.

The current ESSP covers the period 2013/2014 – 2017/2018. DFID and UNICEF serve as co-leads for the education sector while DFID serves as Supervising Entity (SE) and Coordinating Agency (CA). In a May 2013, the Local Education Group (LEG) decided that DFID would continue as Supervising Entity for the application of the current PIG and its CA role was formalized in August 2014.

**Exhibit 1.25 GPE Program Implementation Grants (PIG) to Rwanda**

PIG	Supervising Entity	Fund Status as of 09/30/2014	Grant Approval Date	Grant Agreement and/or Start Date	Closing Date	Grant Amount (in USD)
1	World Bank	Closed	11/12/2006	09/11/2007	06/30/2010	70,000,000
2	World Bank	Closed	4/22/2009	10/22/2009	06/30/2010	35,000,000
3	World Bank	Active	11/10/2010	09/12/2011	09/30/2014	70,000,000
<b>Total</b>						<b>175,000,000</b>

<sup>182</sup> MINEDUC, Appraisal of ESSP (2010-2015)

**Exhibit 1.26 Aid to Basic Education and GPE Disbursements (millions, constant 2012 USD)**

	2007	2008	2009	2010	2011	2012	2013	2014
<b>PIG 1</b>	13.9	57.9						
<b>PIG 2</b>				36.3				
<b>PIG 3</b>					19.5	24	26	
<b>Total GPE Disbursement</b>	13.9	57.9		36.3	19.5	24	26	
<b>Aid to basic education</b>	49.2	67.5	60.8	39.5	62.5	29.7	60.1	NA
<b>GPE as % of total</b>	22%	46%	0%	48%	24%	45%	30%	NA

### 3 Main Findings and Analyses

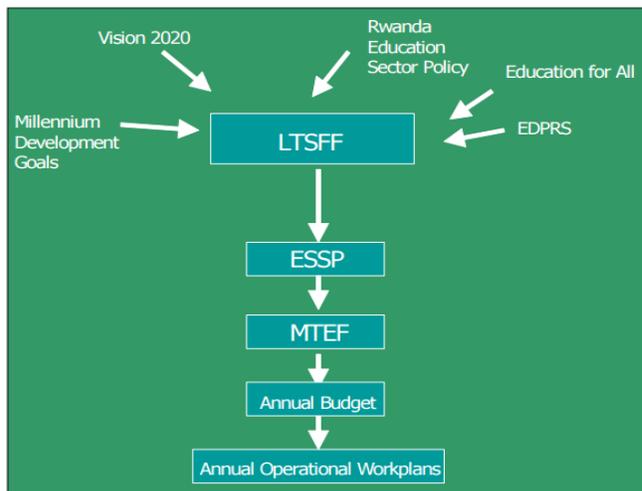
#### 3.1 The Global Partnership’s contributions to strengthening national capacity to formulate and implement education sector policy

##### 3.1.1 The Global Partnership’s influence on education sector policy planning

**Finding 1. The potential for membership in the Global Partnership for Education played an important role in the initial development of a set of coherent, robust education sector plans. Subsequent GPE application processes – and associated ESP endorsements – were seen to raise the quality of education sector plans and enhance the relationship among education actors.**

All consulted stakeholders agreed that the Fast Track Initiative (FTI) was a catalyst in the development of strategic, medium-term planning by influencing the development of a succession of ESSPs. Such positive influence was initially exerted in the application phase. According to several stakeholders, the inducement of then-FTI financing was among the principal impetuses of the development of the Long Term Strategy and Financing Framework (LTSFF) in 2006. FTI guidelines required the presence of a credible, costed strategic plan, which the LTSFF satisfied (in conjunction with the ESSP). The LTSFF, which was informed by a number of global and country initiatives including the Millennium Development Goals (MDGs) and the EFA goals (see Exhibit 3.1), was seen as important because it provided a sectoral costing and financing framework for a ten year period – 2006-2015.

**Exhibit 1.27 LTSFF Planning Overview<sup>183</sup>**



Stakeholders also perceive the four completed ESP endorsement processes, which were required for each round of funding, to have been instrumental in improving the quality of sector plans. For example, the most recent endorsement process, which culminated in February 2015, provided nine recommendations for improving its quality, with attendant strategies for addressing each recommendation (perhaps most prominently regarding the articulation of all available external financing of the ESSP).<sup>184</sup> These endorsement and review processes were seen to be entry points for dialogue among sectoral stakeholders – e.g. regarding expansion of early childhood development (ECD) and technical and vocational training (TVET). In addition to being perceived as raising the quality of strategic plans, this process is also believed to have

<sup>183</sup> Long Term Strategy and Financing Framework, 2006-2015

<sup>184</sup> ESP endorsement letter, February 2015

reinforced the positive relationship cultivated among donors and to have strengthened the relationship between donors and the government. As noted in the Quality Assurance Review (QAR) Phase I report - and reinforced by interviewees – ESP endorsement processes were “considered exemplary in terms of effective collaboration and transparency.”<sup>185</sup>

The primary exception to increased capacity for policy formulation can be found at the district level. Some stakeholders expressed concern about the quality of current District Education Sector Plans (DESPs) and the extent to which they are coherent and aligned with policies embedded in the national plans. Improvement in the calibre of these plans is viewed as a critical priority by development partners and government officials alike, given the decentralized nature of the education system.

GPE Strategic Objectives	Key priorities of the Rwanda education policy
<i>S01: Fragile and conflict-affected states able to develop and implement their education plans.</i>	Rwanda is not on the list of fragile and conflict-affected states
<i>S02: All girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment.</i>	<i>Priority 5: Ensuring equity within all fields and throughout all levels of education and training through specific interventions to raise performance of girls and learners with special needs, including orphans and vulnerable children, and improving provision for adult literacy skills development.</i>
<i>S03: Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3.</i>	<i>Priority 2: Ensuring that education quality continues to improve. The sector priority focuses on improved quality and learning outcomes across primary and secondary education and pays special attention to reading and writing skills in early primary school.</i>
<i>S04: Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education.</i>	<i>Priority 3: Developing a skilled and motivated teaching, training, and lecturing workforce.</i>
<i>S05: Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education.</i>	<i>Priority 7: Strengthen the institutional framework and management capacity for effective delivery of education services at all levels. Priority 7 also seeks to leverage resources to address the education funding gap.</i>
<i>Other (not part of the GPE strategic objectives)</i>	Pre-primary education; school construction; provision of textbooks and school supplies; TVET; effective decentralized education system

<sup>185</sup>QAR1 report, 2014

### 3.1.2 The Global Partnership’s influence on national capacity for education sector policy implementation

**Finding 2. Global Partnership for Education support has seemingly played a critical role in financing improvements in education sector outcomes over the past decade.**

Consulted stakeholders note that GPE financial support has been a key contributor to improvements in the sector over the past decade. While the chosen funding modality makes it challenging to provide direct attribution of results to specific financing sources, all stakeholders consulted agreed that GPE funding has been significant in driving a number of improvements, through primary school classroom construction (see Exhibit 3.2), procurement of textbooks, capitation grants, and a school-based mentorship program (see sidebar).<sup>186</sup>

**Mentorship Program**

In response to concerns about poor literacy and numeracy results and poor teacher capacity to deliver the curriculum in English (which was introduced as the language of instruction in 2009), a mentorship program was introduced in 2012. Some 850 school-based mentors (English native speakers), supervised by 60 senior mentors (2 per district), were recruited to improve the English language proficiency of teachers.

Several government officials and development partners (DPs) cited the development of the school-based mentor program as a major achievement in Rwanda’s effort to improve the quality of instruction and raise learning levels.

The results of this program have been very encouraging. The Global Partnership has, through sectoral budget support, indirectly helped to finance this program, which is viewed to have helped improve capacity for education.

**Exhibit 1.28 Classroom construction (2009-15)**

Fiscal year	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
<b>Classrooms</b>	3,072	2,936	2,679	1,725	2,000	1,082
<b>Latrines</b>	9,175	5,714	5,424	2,919	3,000	2,160

In 2012, GPE financing, as described in more detail at Finding 8, accounted for 45% of total aid to basic education. This suggests that GPE support has been significant, and that above-described gains would have been considerably reduced in the absence of GPE support.

**Finding 3. The choice of sectoral budget support (SBS) as the preferred financing modality is perceived to have had a number of positive effects on implementation ability, as it has built national capacity and accountability, while promoting government ownership.**

There is consensus among all stakeholders, including government representatives, that national capacity for effective education delivery has improved since Rwanda joined the FTI/GPE. This improvement is viewed to be linked closely to the choice to finance FTI/GPE through sectoral budget support. According to those interviewed, the shift to SBS made apparent the need for better local human and institutional capacity for efficient education service delivery.

<sup>186</sup> However, none of the interviewed stakeholders were able to provide details on the use of GPE resources. During visits to the REB, officials explained how financing flows (earmarked SBS to MINECOFIN to MINEDUC to REB to Districts) and provided examples of activities financed by GPE money – but did not provide any documented evidence of what GPE financing has supported.

The use of SBS and the attendant need for government to improve the quality of budgeting, planning and monitoring (given that it now had full discretionary spending power) put into place a number of measures to increase accountability and drive results. These included the establishment of semi-autonomous agencies overseeing specific issues in the education sector under the authority of the Rwanda Education Board (REB);<sup>187</sup> the restructuring of working groups and task forces (see Finding 4 on the local education group); the transfer of resources to decentralized levels (e.g. bank accounts for teachers and schools) and improved performance management at the service delivery level (e.g. transfer and monitoring of capitation grants).<sup>188</sup>

The decision to support the sector through SBS also translated into a high degree of national support for the GPE plan. Stakeholders indicated that this is attributable to the fact that there is not a GPE plan per se, but rather that the Global Partnership for Education supports the existing education sector plan, which was endorsed by a diverse set of stakeholders, guided by national guidelines developed by the Ministry of Finance and

Economic Planning (MINECOFIN). Targets for the GPE program are the same as the targets in the ESSP; as such there is extensive “buy-in” for program activities.

According to one stakeholder, the fact that the government has full budget discretion also improves relationship with donors, asserting that “influence is exercised through dialogue” rather than, for example, the threat of deprioritizing or defunding specific donor-priority projects. One government official noted that there has been some evolution over time, asserting that “we used to get defensive when questioned on how money was spent but now collaborate on decisions regarding the best use of the budget.”

*“Today things are not very donor driven; the Government is in the driving seat and sets the trajectory.”* Development Partner

#### **Joint Reviews of Education Sector**

Since 2003, three years before Rwanda attained GPE membership, the government has organized Joint Reviews of the Education Sector (JRES). Based on the priorities outlined in the ESSP, two such reviews happen each year: one forward looking and the other backward looking. The Ministry of Finance and Economic Planning develops Terms of Reference for reviews across all sectors – these ToR are used for planning and conducting the sector review. These sessions are viewed to be useful in that they bring together different constituencies within the sector to both review progress and develop strategies for accelerating progress.

Participants are expected to come prepared with relevant updates (e.g. expenditure data), and joint field visits to assess local progress are seen to be very valuable. While the JRESs have not been directly influenced by the Global Partnership, they are, as one participant noted, “in line with the GPE guidelines in terms of accountability and transparency (budgets and plans) as well as stakeholder engagement, including civil society.”

<sup>187</sup> See section 1 for list of semi-autonomous agencies.

<sup>188</sup> Districts are required to develop District Education Plans indicating their priorities and targets for the education sector. They prepare the teacher pay list, initiate the process for financial transfers from the centre to schools and teachers (e.g. capitation grant, school feeding, teacher salaries), monitor the use of resources and results at the school level and manage school construction in the district in collaboration with MINEDUC. Schools are expected to have operational school boards, PTCs and PTAs. They report their financial resources and expenditures with PTAs, the local community and district. They develop a School Improvement Plan (SPI) that outlines priority needs and related activities.

## 3.2 The Global Partnership for Education's Country Level Governance and Management

### Local Education Group (LEG)

**Finding 4. The Global Partnership for Education has had little influence on the composition and functioning of the Local Education Group, whose effectiveness has improved since the enactment of structural changes.**

The LEG in Rwanda is called the Education Sector Working Group (ESWG). The ESWG, whose existence predates GPE membership, seeks to enable coordination between Government and development partners (DPs) in delivering the activities set forth in the ESSP.

The ESWG meets quarterly, with an agenda set jointly by MINEDUC and the DPs (with the DPs meeting in advance to coordinate inputs). A 2013 external review of the ESWG resulted in a revised structure better aligned with the priorities of the ESSP. The new ESWG is divided into four levels: policy, strategy, delivery and task forces – following the principle that technical sub-working groups can feed into strategic and policy levels (see sidebar). All groups are co-chaired by government and development partners.

The majority of the stakeholders agree that the current architecture of the ESWG has improved coordination across actors and that the level of functioning of the ESWG is quite high. A better differentiation of roles and responsibilities (including an important distinction between delivery and policy responsibilities) has proven effective, and representation is strong, including from relevant Ministry Departments.

GPE's role in enhancing the functioning of the ESWG is said to have been very minimal, though involvement has not necessarily been needed, given the ESWG's high level of functioning.

#### The Education Sector Working Group (ESWG)

##### 1. Policy level

Responsible for providing policy direction (e.g. on decisions regarding the direction of the ESSP) and for ensuring that the information is disseminated downwards within the sector

Groups: Education Policy Group (Co-chairs: Minister/PS + DFID/UNICEF)

Members are Co-chairs of Strategy groups (BE, TVET and HE) + RENCPC Chair.

There is a separate Development Partners Group that feeds into the Education Policy Group.

##### 2. Strategy level

Composed of three thematic areas: Basic Education (BE), TVET and Higher Education (HE). Each group translates broader policy level directions into a strategy within BE, TVET or HE.

Groups: BE, TVET and HE (Co-chairs DG REB-WDA-NCHE + DPs)

Members are co-chairs of the technical sub-working groups.

##### 3. Delivery level

Technical working groups, meant to ensure that plans from the strategy level are taken forward, with a focus on supporting and improving actual delivery.

Groups: Technical working groups (Co-chairs DDGs + DP/RENCPC)

Members are relevant identified Government and stakeholder technical experts. RENCPC plays a lead crosscutting role across the TWGs.

##### 4. Task Force level

Task forces are short-term, specialized inputs for specific issues that arise and need focused attention. The Task force disappears once objectives are met and MINEDUC takes over.

Source: ESWG Summary actions (briefing note)

**Finding 5. The Global Partnership’s influence on civil society has been quite weak and several stakeholders question the advisability of its CSEF funding – which may have had the unintended consequence of causing further fragmentation within a civil society in need of bolstering.**

Consulted stakeholders believe that there is scope for deeper CSO involvement in education sector planning and monitoring, including by involving teacher unions more prominently. However, there has been some progress in recent years, initiated by the development of a civil society education umbrella organization.

Established in 2010 by SNV, which convened a coalition of international NGOs, the *Rwanda Education NGO Coordination Platform* (RENCP) responded to a need for less fragmentation and more coordination within education-focused civil society actors. Five years later, RENCP is, according to interviewees, perceived as a largely effective platform for NGO representation. RENCP serves as a member of the ESWG, with a membership of 65 organizations and is chaired by INGOS.<sup>189</sup> Interviewed stakeholders asserted that it promotes coordination among its actors and contributes to ensuring alignment with the ESSP, and that it has cultivated a positive relationship with MINEDUC. Most interviewed government, DPs and RENCP members perceive RENCP to be well-versed in the challenges of the sector, with a strong understanding of its political economy, and as providing valuable inputs to the ESWG. A few stakeholders noted that the RENCP does not have as much reach as might be ideal (e.g. no representation from faith-based organizations such as the large Catholic SNEC) and others remarked that INGOS wield undue influence. In addition, at the time of the visit, a major teacher union (SNER) was not aware of RENCP, and vice versa.<sup>190</sup>

In this context, the Africa Network Campaign for Education for All (ANCEFA) established a parallel CSO coalition, the Rwanda Education for All Coalition (REFAC) which received USD 60,000 from the Civil Society Education Fund (CSEF).<sup>191</sup> This was viewed as perplexing to those interviewed, who suggested that CSEF funding represented an inefficient use of GPE funds, although one stakeholder noted that is atypical for GPE to support a coalition largely driven by international NGOs. Government, development partners and RENCP alike questioned the rationale for the establishment of REFAC, believing that it was likely to splinter rather than bolster civil society’s voice and influence. At the time of the interview, REFAC did not have finalized statutes and had a number of non-education focused members among its 21 constituents. Moreover, REFAC, which is not a member of the LEG, is not seen as an active participant in the dialogue on core education issues and its presence is seen to have caused friction with the NGO/civil society community.

*“A simple communication with the CA would have allowed ANCEFA to see that a CSO platform already existed; they could have worked to strengthen it, rather than create a parallel organization” –  
Development Partner*

One development partner mentioned that prior to the creation of ANCEFA, the GPE Secretariat did a poor job of providing support to CSOs. When the GPE country support team offered to provide future support and advice during a country visit, CSOs followed up requesting such support – yet did not receive a response.

<sup>189</sup> In 2015, the Chair of RENCP is *The Wellspring Foundation for Education*; the Co-chair is *Voluntary Services Overseas* (VSO). Wellspring has been Chair since 2013. The Chair is elected annually.

<sup>190</sup> Since the evaluation interviews were conducted, SNER has applied for RENCP membership (after having been informed of RENCP’s existence by the interviewers).

<sup>191</sup> 40% of CSEF funding is reported to have been directed to operational costs (rent, salaries and some stationery); much of the remaining funds were used for a survey conducted by local consultants in 3 districts: *Enquête sur les obstacles à la qualité de l’éducation au Rwanda*).

More favourably, the GPE Country Lead met with RENCP in August 2014 to discuss further opportunities to integrate into the sector, including the possibility of attaining support through CSEF – a meeting that was seen to be highly appreciated.

**Finding 6. DfiD, which serves as the Supervising Entity, Coordinating Agency and chair of the ESWG, was praised by a number of stakeholders, who cited its technical expertise, credibility in the sector, and willingness to bring in a diverse set of inputs.**

For the first two GPE program implementation grants in Rwanda, the World Bank served as the Supervising Entity (SE). DfiD was appointed SE for the most recent

DfiD also serves as the Coordinating Agency in Rwanda, a decision made by the LEG in August 2014. However, UNICEF, which is perceived to be an important contributor in the sector, including through its active participation in the ESWG, is copied on all communication.

DfiD leads on all communication efforts, including the production of a monthly newsletter and collaboration between UNICEF and DfiD is reported to be good. Notably, UNICEF did not desire to play the role of CA.

grant and was requested to continue in this role for the next application round. According to interviews, as well as the WB’s implementation completion report, there were two reasons for this. First, development partners believed that the WB would not be able to “promise a fully prepared operation by spring 2016.”<sup>192</sup>Second, and perhaps more important, there was a belief that the changes associated with the procedures of the International Bank for Reconstruction and Development (IBRD)/ International Development Agency (IDA) would result in a shift in decision-making power away from the Sector Working Group. DfiD was therefore asked to serve in the SE role.

In addition to serving as the Supervising Entity of the GPE grant, DfiD also co-chairs the ESWG. Its active involvement in the sector and on-the-ground presence are seen to enhance its credibility among education actors. The SE focal point was lauded for his ability to respond to both technical and process challenges. In addition, the SE is seen to be an excellent communicator and was praised for keeping all relevant actors abreast of key developments. Lastly, the SE was praised for ensuring participation in major decisions by soliciting the perspectives of a wide array of stakeholders (with support for civil society explicitly referenced) and for recognizing that the partnership is driven by the government rather than DfiD. These factors have been critical in engendering a very positive working relationship with the government.

### 3.3 Synergies with the Global Partnership for Education at the Global Level

The evaluation explored the extent to which and how GPE regional and global level activities and achievements affect change processes at the country level. This pertained to both the global GPE governance structure and to GPE activities around global and regional level research, advocacy, and capacity development.

**Finding 7. The technical and procedural inputs provided by the Global Partnership Secretariat are seen as highly useful. Stakeholders consider Partnership-organized global meetings as highly relevant and regional meetings have contributed to capacity building and knowledge management among national stakeholders. However, stakeholders also communicated the need for a number of improvements regarding communication and application processes.**

<sup>192</sup> World Bank, Implementation Completion Report, 2011.

Key in-country actors, including government focal points and development partners, value the support provided by the GPE Secretariat. Stakeholders cited the rapid feedback provided by Country Support Team (CST) members, particularly on matters of procedural guidance (e.g. application and endorsement processes). As one interviewee asserted, the current CST lead possesses “excellent comparative experience, from which the country and LEG benefit.”

More broadly, some see GPE’s global Secretariat as playing an important influencing role, with one stakeholder asserting that it

“reinforced the importance of education at country level and has provided an external view of education delivery and implementation.” Nevertheless, there

*“We call GPE a ‘never ending ball of string’ - there always seem to be more and more requirements or bits of information which are not provided to the LEG (and Government) in a systematic way.” - Development Partner*

are a number of areas, primarily around Secretariat communication and knowledge management, as well as GPE processes (i.e. not technical assistance) where stakeholders saw room for improvement. These include:

- *Weak knowledge management.* Several stakeholders suggested that the Global Partnership should do more to communicate learning and best practices that are emerging from other contexts and to connect countries to other partners who share similar experiences. In addition, the online portal that the SE and CA use to download documents was said to be out-of-date and hard to use.
- *Inconsistent communication and processes.* Rwanda is applying for further GPE financing with an already developed and appraised sector plan (with over 1 year of implementation). However, because the LEG did not use GPE guidelines to appraise the ESSP during the design phase, another appraisal was required. While LEG stakeholders used this as an opportunity to strengthen the ESSP, this lack of alignment caused some frustration, as GPE requirements added an extra step to the application process.
- *Inaccessibility of materials.* Stakeholders indicated that guidance materials were full of spelling/grammatical errors, while also not accessible for non-native English speakers. Materials were described by one stakeholder as “unprofessional and inconsistent.”
- *Burdensome application processes.* The application for GPE support is perceived to be overly burdensome, and as having unrealistic timelines. In the most recent round, the government had to rely on consultant support more than desired in order meet the rigid deadlines – made more frustrating when GPE did not meet its own QAR deadlines. Stakeholders also communicated the need to update the country-level process guide and suggested the commissioning of a study that measures the total amount of country-level resources needed to fully develop an application.
- *Global Representation.* Government actors communicated that the GPE Board is still seen as a mouthpiece of donors and does not take seriously enough the views of developing country partners.

Stakeholder remarks on international fora were quite positive, and those who had participated underscored the utility of attending. Regional workshops co-organized by the Global Partnership appear to have contributed to capacity building and knowledge sharing among national stakeholders. The Sector Monitoring Initiative meeting held in Senegal was said to be excellent, “with a mix of Government, DPs and CSOs adding value.” In addition, Rwanda hosted a GPE Pre-Board Developing Country Partner Constituency Meeting in December 2014, which allowed country stakeholders to meet important GPE actors, including the new GPE Board Chair and board members from ANCEFA.

Civil society particularly valued such meetings, with RENCP asserting that they went a long way in enhancing their understanding of the Global Partnership.

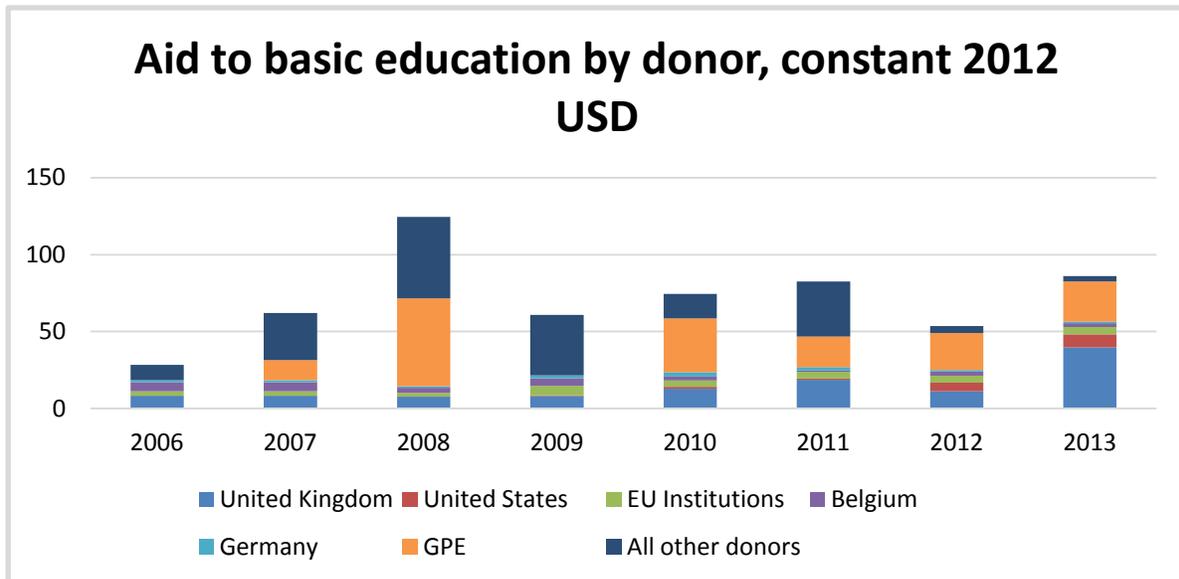
Consulted stakeholders did not remark on the Partnership’s specific contributions to the generation or sharing of knowledge at global or regional levels, such as the Communities of Practice/Technical Reference Groups or the Global and Regional Activities (GRA).

### 3.4 The Global Partnership for Education’s effects on availability and use of resources for the education sector

**Finding 8. Although Rwanda has traditionally provided significant domestic resources to basic education, there is some concern about the level of future allocations. In addition, a reduction in Rwanda’s indicative allocation may reverse some of the gains achieved through previous support from the Global Partnership for Education.**

Since joining the Global Partnership in 2006, the total volume of aid to education in Rwanda has increased, with the Partnership providing an increasingly greater share of total aid to basic education. In 2012, GPE financing represented 45% of total aid to basic education. The Global Partnership’s total financing of USD 175 million appears to have contributed significantly to the total volume of aid to basic education. However, the decline in aid to basic education from other donors (from USD 35 million to USD 3.5 million in 2013; see exhibit 3.4) may suggest a diversion or replacement of financing.<sup>193</sup> Among major donors such as the UK and USA, the Global Partnership does not appear to have caused any substitution of funding.

**Exhibit 1.29 Aid to Basic Education by Donor 2006-2013**



<sup>193</sup> The 2012 suspension of budgetary support was part of a broader political and financial crisis, and thus unlikely to have been a function of the presence of GPE funding.

**Exhibit 1.30 Percentage of Aid to Education in Rwanda by Donor, 2007-2013**

<b>Rwanda, percent of education aid by donor</b>							
	2007	2008	2009	2010	2011	2012	2013
United Kingdom	13.5%	6.2%	13.4%	17.3%	22.6%	21.1%	46.2%
United States	0.0%	0.0%	0.5%	1.5%	1.0%	10.2%	9.8%
EU Institutions	4.7%	2.0%	10.4%	5.7%	5.3%	8.4%	5.6%
Belgium	9.3%	2.6%	8.0%	3.3%	0.9%	5.1%	2.8%
Germany	2.1%	0.8%	3.0%	3.8%	2.8%	1.8%	1.3%
GPE	21%	46%	0%	47%	24%	45%	30%
All other donors	49.5%	42.5%	64.6%	21.4%	43.2%	8.7%	4.1%

Source: OECD-DAC CRS and GPE secretariat

**Domestic Financing**

On paper, Rwanda appears to remain committed to financing education. Expenditure on education as a percentage of total government expenditure has remained around 18% since 2010. The total executed budget amounts for MINEDUC increased from RWF 22 billion in 2004 to RWF 88 billion in 2011.

However, interviews with the GPE Secretariat and DPs have raised concerns about current and future domestic allocations to basic education. Making credible assessments of budget amounts is challenging, due to lack of verifiable country data. For example, Rwanda ranks poorly in the International Budget Partnership's OpenBudget Index (OBI) – in 2012, it scored 8/100.<sup>194</sup> Education expenditure in primary education as a percent of total education expenditure decreased from 46% in 2007 to 30% in 2013.<sup>195</sup>

**Exhibit 1.31 MINEDUC Budget, 2004-2011**

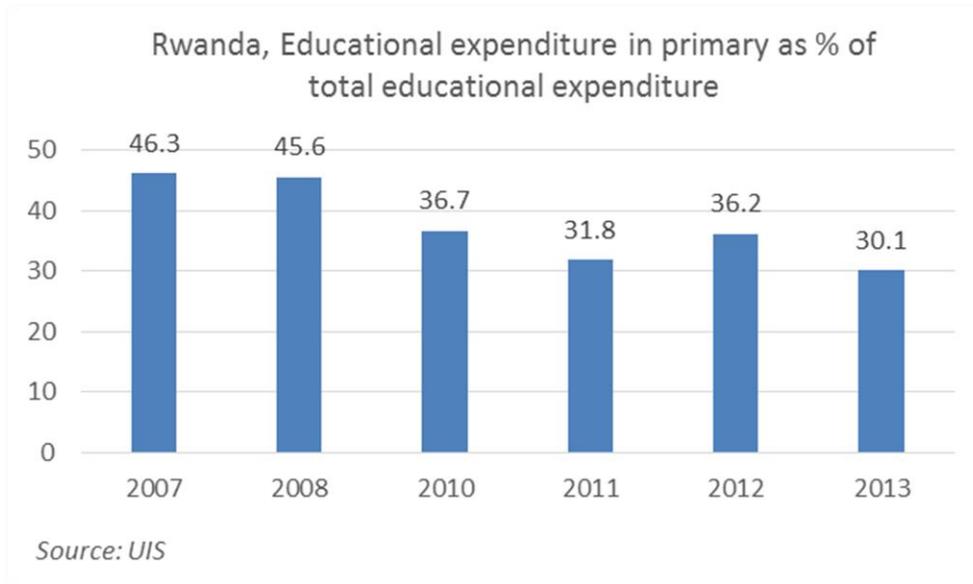
<b>Rwanda, MINEDUC Budget, Actuals 2004-2011 (in million RWF)</b>								
	2004	2005	2006	2007	2008	2009	2010	2011
Total	22,202	25,979	34,126	49,554	54,410	68,676	61,480	88,254

Source: Ministry of Finance, Executed Budget

<sup>194</sup><http://survey.internationalbudget.org/#>

<sup>195</sup>This may be partly attributable to the fact that double-shifting is prevalent in primary school settings, but not at the secondary level.

**Exhibit 1.32 Expenditures in Primary Education as a Percentage of Total Education Expenditures**



**The new GPE funding model**

Government and development partner representatives expressed considerable frustration with the potential ramifications of the new GPE funding model in Rwanda. These frustrations are partially a response to the amount of the next allocation: USD 25 million over three years, which is one-third of the amount of the previous grant. In addition, stakeholders view the new funding model as not sufficiently rewarding countries for progress made within the sector, as they see countries with variable progress receive larger grants. One government stakeholder remarked that “reforms have gained momentum and we do not want to destroy what has been achieved.”

*“The new funding model doesn’t send a message at country level that quality and performance are valued, but instead distance from achieving the MDG.” – Development Partner*

As one of the first countries to apply under the new funding model, government and DP stakeholders in Rwanda were not fully aware of the specifics of the results-based financing (RBF) aspect of the new funding model (fixed tranche of 70% and variable of 30% to be disbursed against the meeting of targets). Stakeholders were unclear about the consequences of countries not meeting their variable tranche targets. Others questioned how the Global Partnership for Education would create performance standards across countries, suggesting that countries with strong education sectors might be held to higher standards in the form of more demanding targets. One government official lamented that “you do not want to be punished because you are doing well.”

## 4 Conclusions: Linking the Rwanda Case to the Global Partnership for Education Reforms Since 2010

This section provides observations on linkages between global GPE reforms introduced since 2010 and the evaluation findings deriving from the case study of Rwanda.

Changes in the Global Partnership since 2010	Observations in Rwanda
<p>Creation of a new, constituency-based Board structure with equal representation of development country partners (DCP) and donor governments (2010)</p> <p>Support to enable effective DCP participation through regular constituency meetings (2014)</p>	<p>Rwanda is represented on the GPE Board as a member of the Africa Group 2. Stakeholders do not believe that the new constituency structure has gone far enough in promoting equal representation of developing country partners. The prevailing view in-country is that the donor voice continues to triumph.</p>
<p>The World Bank no longer acts as the default Supervising Entity (2010 and ongoing)</p>	<p>While the World Bank served as SE for the first two grants, DfID played this role for the most recent grant, beginning in 2011. DfID is seen to be a very effective SE, and the shift from the World Bank is seen as much needed to ensure alignment of the GPE program with national priorities.</p>
<p>Expansion of the GPE Secretariat Country Support Team (CST) (2010 and ongoing) and greater focus on country missions and outreach activities; development of tools to strengthen country level processes, including grant guidelines, Education Sector Plan (ESP) development guidelines, appraisal guidelines, and country-level process guide, all aiming to ensure that the LEG is at the center of country level decision processes</p>	<p>The Local Education Group predates FTI/GPE involvement and is perceived by stakeholders to be well-functioning, with GPE having played little influence.</p> <p>Technical support from the Secretariat has been strong, yet a number of suggestions were made to improve global GPE processes and communication efforts. These include: the development of stronger, more accessible knowledge management systems, improvements in the caliber of guidance documents (such as the country-level process guide), and allowing for flexible application deadlines.</p>
<p>Adoption of a Strategic Plan (SP) and related implementation plan (2012) that defined four GPE strategic goals, five objectives, and ten thematic focus areas for the period 2012-15. The SP indicated a newly sharpened focus on, amongst others, education quality (learning for all children).</p>	<p>The current Rwandan ESP has 10 major sector priorities which attempt to increase both access and quality in the education sector. These have a moderate level of alignment with GPE's five objectives:</p> <ol style="list-style-type: none"> <li>1. Not a fragile or conflict-affected state</li> <li>2. Some focus on girls as a cross-cutting priority</li> <li>3. Considerable focus on strategies to improve learning</li> <li>4. Direct support, through flagship initiatives, on improved teacher effectiveness</li> <li>5. External resources, in the form of earmarked sector budget support, that complement domestic resources, which are intended to achieve domestically-selected financing targets.</li> </ol>

<b>Changes in the Global Partnership since 2010</b>	<b>Observations in Rwanda</b>
<p>Creation of a single GPE fund (2011)</p> <p>Development of the Needs and Performance Framework, and publication of indicative country allocations (2012)</p> <p>New funding model (2014 and ongoing) that includes results-based element.</p>	<p>Rwanda was one of the first countries to apply under the new GPE funding model and received an indicative allocation of USD 25 million over 3 years in 2014. Stakeholders perceive the amount to be incommensurate with need, and not sufficiently rewarding past progress. In addition, they have questions regarding the specifics of the 30% stretch provision.</p>
<p>Initiation of the Global and Regional Activities program (2010)</p>	<p>The Rwanda case study does not provide evidence of complementarity between GPE country-level interventions and the Global and Regional Activities Program.</p>
<p>Encouragement for LEG to use the most aligned modalities, including use of sector budget support and maximum use of country systems (since 2010)</p>	<p>FTI/GPE grants have used the sector budget support (SBS) funding modality. This modality was universally praised, and stakeholders believe it has promoted national ownership and facilitated significant capacity development.</p>

## Appendix 1. Consulted Stakeholders

	Agency	Name and Title
<b>Government</b>		
1	Directorate General of Education Planning	Solange Mukayiranga, DG of Education
2	Planning (MinEduc)	MicoNiyomana Emmanuel, Director of Education Planning
3	Planning (MinEduc)	Daisuke Kanazawa, Education Planning and Monitoring Advisor/Jica expert
4	Rwanda Education Board (REB)	Gasana I. Janvier, Deputy Director General
<b>Supervising Entity</b>		
5	DFID	Laura-Ashley Boden, Education Advisor
<b>Coordinating Agency</b>		
6	UNICEF	Hugh Delaney, Head of Education
<b>Local donor group (LEG)</b>		
7	Wellspring Foundation	Richard Taylor, Country Director Chair RENCPC
8	Wellspring Foundation	NyemboStéphane, PR and Communications Manager – RENCPC focal point
9	Voluntary Service VSO	Ruth Mbabazi, Sr. Program manager, Co-chair RENCPC
10	EDC (L3)	Richard Trewby, Chief of Party (Member of RENCPC)
11	Health Poverty Action (HPA)	Jean Claude Nshimiyimana, Country Director (Non-member of RENCPC)
12	Sustainable Health Entreprises (SHE)	Nadia Hitimana, Health and Hygiene Officer (Member of RENCPC)
<b>Civil Society</b>		
13	<i>Secrétariat National de l'Enseignement Catholique (SNEC)</i>	AbbéJanvierNduwayezu(Non-member of RENCPC)
14	<i>EglisePresbytérienne au Rwanda (EPR)</i>	Sophonie RubyagizaKirotha, <i>Coordinateur du programme de l'éducation et développement communautaire</i> (Non-member of RENCPC)
15	<i>Association des Eglises Baptistes au Rwanda (AEBR)</i>	Justin Uwubuntu, Director of Education (Non-member of RENCPC)
16	Adventist Development & Relief Agency (ADRA)	Samuel Ndayambaje, Education Project Manager (Member of RENCPC)
17	African Evangelic Entreprise (AEE Rwanda)	René Muremangingo, Program Manager (Non-member of RENCPC)

	<b>Agency</b>	<b>Name and Title</b>
18	<i>Association des Eglises Pentecôtistes du Rwanda (ADEPR)</i>	DrSylvèreNahayo, Head of Department of Education (Non-member of RENCNP)
19	REFAC	SylvestreVuguziga, Legal representative (Non-member of RENCNP)
20	REFAC	Leon Mugabe, Coordinator Non-member of RENCNP)
21	Duhamic (Adri) <i>Association pour le Développement Rural Intégré</i>	VérèneNyirabalinda, Head of Department of Education(Non-member of RENCNP)
22	Young Women's Christian Association (YWCA)	Jean Berchmans, Program Coordinator and Communication Manager(Member of RENCNP)
23	SINAPISI Rwanda	FéliciteMukanaka, Executive Secretary(Member of RENCNP)
24	<i>Syndicat National des Enseignants au Rwanda (SNER)</i>	FaustinHarelimana, Secretary General(Non-member of RENCNP)
25	<i>Association des chauffeurs de poids lourds au Rwanda (ACPLIRWA) -TVET</i>	Abou-Bakar Ntakarakorwa, Program Manager Coordinator(Non-member of RENCNP)
26	<i>Association Rwandaise pour la promotion de la veuve et la protection des droits de la veuve (ICYUZUZO)</i>	Marie BéatriceMurekatete, Program Manager(Non-member of RENCNP)
27	Caritas Rwanda	Jean Ntakairutimani, USAID Gimbuka Program Team Leader(Non-member of RENCNP)
28	National Union of Disability Organizations of Rwanda (NUDOR)	Jean Damascene Nsengiyumva, Executive Secretary Leader(Non-member of RENCNP)
29	Girl Hub	DonataGihana, Interim Country Director (Member of RENCNP)
30	Forum for African Women Educationalist (FAWE)	EugénieMukanoheri, National Coordinator
31	Amahoro Association	Aphrodisiac Clovis Mdagijimana, Health and Hygiene Officer
32	Children affected by HIV/AIDS (CHABHA)	Patrick Nimubona, Country Coordinator(Member of RENCNP)
33	ProfemmeTweseHamwe (PFTH)	Jeanne d'Arc, Chairperson (Member of RENCNP)
<b>GPE Secretariat</b>		
34	Country Lead	Douglas Chester Lehman

## Appendix 2. Consulted Documents

- Department for International Development. “3<sup>rd</sup> Annual Review, Rwanda Education Sector Programme (RESP)”, June 2013.
- Department for International Development. “Annual Review of DFID Rwanda Education Sector Programme and GPE Grant”, 2012.
- Department for International Development. “Business Case for Rwanda, <https://www.gov.uk/government/world/organisations/dfid-rwanda>”
- Department for International Development. “GPE Progress Report”, July 2013
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## **Country Case Study - Ethiopia**

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## Acronyms

<b>ABEC</b>	Alternative Basic Education Centers
<b>BEN</b>	Basic Education Network
<b>CA</b>	Coordinating Agency
<b>CSEF</b>	Civil Society Education Fund
<b>DAG</b>	Development Association Group
<b>DFID</b>	Department for International Development (United Kingdom)
<b>EFA</b>	Education for All
<b>EMIS</b>	Education Monitoring and Information System
<b>ESDP</b>	Education Sector Development Plans
<b>ETP</b>	Education and Training Policy
<b>ETWG</b>	Education Technical Working Group
<b>FTI</b>	Fast Track Initiative
<b>GDP</b>	Gross Domestic Product
<b>GEQIP</b>	General Education Quality Improvement Program
<b>GPE</b>	Global Partnership for Education
<b>GTP</b>	Growth and Transformation Plan
<b>IDA</b>	International Development Association
<b>MoE</b>	Ministry of Education
<b>MoFED</b>	Ministry of Finance and Economic Development
<b>PIG</b>	Program Implementation Grant
<b>SE</b>	Supervising Entity
<b>UNICEF</b>	United Nations' Children's Fund
<b>USAID</b>	United States Agency for International Development
<b>WB</b>	The World Bank

## 1 Introduction

### 1.1 Basis for Selection of Ethiopia

#### Interim evaluation of the Global Partnership for Education

Ethiopia was selected for a case study based on the following criteria: It is an African low-income country, not a fragile state; it was an early Global Partnership For Education joiner (2004); its Supervising Entity is the World Bank; and it was included as a desk study in the 2010 Evaluation of the FTI.

The case study focuses on the period 2010 to March 2015, with emphasis on developments since the Program Implementation Grant (PIG) was approved in 2013.

### 1.2 Case Study Methodology

#### Sources of data and methods for data collection

The sources of data (people and documents) and methods of data collection are outlined below.

**Stakeholders interviews:** During the field mission to Ethiopia the evaluation team conducted individual and small group interviews with GPE stakeholders including Ministry of Education representatives, the Supervising Entity (SE) and the Coordinating Agency (CA) representatives, other Development Partners active in the Education Technical Working Group (ETWG), and civil society organizations. It also conducted a focus group with senior Ministry of Education officials. In addition, telephone interviews were conducted with GPE Secretariat staff members. In total, the evaluation team spoke with 26 individuals in country. See also sidebar. Of these, 24 were located in Ethiopia and 2 globally. The list of persons consulted can be found in Appendix 1.

#### Stakeholders consulted

Ministry of Education (MoE): 13  
 Ministry of Finance and Economic Development (MoFED): 0  
 Supervising Entity (SE) and Coordinating Agency (CA): 2  
 Civil society: 4  
 Development Partners: 7  
 Private sector: 0  
 GPE Secretariat: 2

**Document review:** The evaluation team reviewed relevant documents on the history and evolution of Ethiopia's involvement in the Global Partnership. A list of documents reviewed and websites consulted is included in Appendix 2.

#### Limitations and mitigation strategies

The team encountered a couple of limitations which narrowed the scope and numbers of persons interviewed.

**Exhibit 0.33 Limitations and mitigation strategies**

Limitation	Mitigation Strategy
<p>The first limitation relates to the number of Education Technical Working Group (ETWG) members who agreed to be interviewed during the field mission. While ETWG members are all familiar with the General Education Quality Improvement Project (GEQIP), which guides public sector basic education policy and planning in Ethiopia, and aware that GPE funding was an important source of financial support for GEQIP, seven of the 15 ETWG members declined interview requests as they were not working in the basic education sector and reported limited exposure to and/or familiarity with the GPE funding mechanism, GPE management and/or governance.</p>	<p>All members of the ETWG were contacted by email several weeks prior to the field mission to schedule interviews. The evaluation team also requested that the CA announce the field mission at the monthly ETWG meeting the month prior to the evaluation team's arrival.</p>
<p>Within the Ministry of Education (MoE), 12 current employees were interviewed, but very few were able to speak to the period before 2013 due to staff turnover. The evaluation team made several unsuccessful attempts by phone and email to speak with a senior official of the Ministry of Finance and Economic Development (MoFED).</p>	<p>The evaluation team drew upon multiple sources to triangulate data from the 2010-2013 period, including documents such as the 2010 FTI Evaluation case study, World Bank Implementation Status reports and the World Bank Program Document for the PIG grant. The evaluation team also interviewed the former Director of Planning of the Ministry of Education, who was the representative of the Ministry of Education to the Global Partnership between 2004 and 2013.</p>
<p>A limited number of civil society representatives were interviewed during the field mission (from two local and one international civil society group), reflecting their modest number in the ETWG. This made it difficult to triangulate conclusions within this important education stakeholder group. The team did not speak with any private sector representatives, as there are none engaged in GEQIP or the ETWG.</p>	<p>Representatives of the two main local civil society organizations involved in education sector planning were interviewed by the evaluation team.</p>

## 2 Context

### 2.1 National Context

Ethiopia is a populous low income country of 94.1 million inhabitants led by a federal government that oversees the nine autonomous states and two chartered cities, each governed by its own elected regional council.<sup>196</sup> The government operates under the constitution instituted in 1995.

Since 2004, Ethiopia has experienced high but decreasing levels of economic growth with an average of 10% annual growth in gross domestic product (GDP) over the past decade. The economy remains dependent on agriculture (43%), but recent growth has also been attributed to the rapid expansion of the services sector (45%) which has surpassed agriculture as a percentage of GDP and has created a new attractive job market for educated professionals.<sup>197</sup> Although population growth is at an all time low of 2.6% (2013), the population growth continues to reduce the strides in economic growth with 30% of Ethiopians remaining under the national poverty line (2011)<sup>198</sup> and 66% living on less than USD2 per day (PPP adjusted, 2011).<sup>199</sup>

### 2.2 The Education Sector in Ethiopia

#### Government structure

Since 1994, educational services have been decentralized and responsibilities are divided amongst the federal, regional and local governments (see sidebar).

Ethiopia has four levels of primary and secondary education: pre-primary (children aged 4 to 6), primary school (begins at age 7 and continues through grade 8), lower secondary (grades 9 and 10), and upper secondary (grades 11 and 12).

All levels of schooling in Ethiopia are provided in three modalities: public, private and alternative schools that typically serve different student populations based on location and their parents income or occupation. While the example below is for pre-primary schooling, in all subsequent levels of schooling, there are public, private and alternative schools.

#### Education sector government stakeholders in Ethiopia<sup>200</sup>

**Ministry of Education (MoE)** dictates national education policy, develops secondary curriculum and national level assessments, trains secondary teachers and is responsible for monitoring and evaluation in the education sector through the Education Management Information Systems (EMIS).

**Regional governments** are responsible for primary level curriculum and secondary school operations within their region.

**Local governments (*woredas*)** are responsible for primary and pre-primary schools within their district.

**Alternative Basic Education Centers:** In areas where public schools do not exist, primary education is offered by Alternative Basic Education Centers typically funded by international NGOs such as the United Nations' Children's Fund (UNICEF) or Save the Children. The curriculum may differ from the national curriculum and be regionally relevant.

<sup>196</sup> <http://www.ethiopia.gov.et/web/pages/regional-states>

<http://data.worldbank.org/country/ethiopia>

<sup>197</sup> <http://www.afdb.org/en/countries/east-africa/ethiopia/ethiopia-economic-outlook/>

<sup>198</sup> <http://data.worldbank.org/country/ethiopia>

<sup>199</sup> <http://data.uis.unesco.org/>

<sup>200</sup> World Bank. General Education Quality Improvement Project - APL 1 (GEQIP). Project Appraisal Document. 2013. p2-3

## Policy Framework

Ethiopia has a strong recent history of education sector planning, since it launched its Education and Training Policy (ETP) in 1994. The strength of education sector planning has been supported by the relatively stable political situation in the country. The first Education Sector Strategy was drafted in 1994 and subsequent strategies have been implemented through four consecutive five-year Education Sector Development Programmes (ESDP I-IV).<sup>201</sup> The ESDPs are strongly linked to the government's concurrent five-year national Growth and Transformation Plans (GTP), the primary guiding national policy aimed towards Ethiopia's attainment of middle income status by 2025.<sup>202</sup>

The most recent plan, ESDP IV, is coming to a close mid-2015. The objective of ESDP IV has been to address priority programs in the education sector where challenges remain in access and quality. It is organized by subsectors (general education, TVET and higher education) and by priority themes (quality, equity and improved management).<sup>203</sup> Anticipating the completion of ESDP IV, the MoE began drafting ESDP V in March 2014.<sup>204</sup>

Public sector basic education policy and planning are guided by a project within the ESDP called the General Education Quality Improvement Project (GEQIP). The "higher order objective for the eight year program is 'Improving the quality of General Education (Grades 1-12) throughout the country'."<sup>205</sup> The first phase of the project, GEQIP I, was approved for funding by the World Bank in December 2008, became effective June 2009, and closed at the end of December 2013. The second phase, GEQIP II, was approved for funding by the World Bank in November 2013, became effective in February 2014, and the current closing date is July 2018. GEQIP I and GEQIP II were designed by the Ministry of Education, with technical support provided by UNESCO (IIEP) and UNICEF, feedback from bilateral donors, and input from invited members of civil society such as the Basic Education Network and the Ethiopian Teacher's Association. Both GEQIP I and II have used a project-based approach with fixed budgets, components and time frames over a five-year period.

There are currently six donor organizations contributing to GEQIP II (see sidebar). GEQIP II donors meet approximately once a month with the MoE to discuss the implementation of the project. Beyond financial support, GEQIP II donors are also involved in the revision of the project plans before submission to the World Bank, which is the Supervising Entity (SE), and in participating in periodic Joint Sector Review Missions for the basic education sector.

### GEQIP II Donors

Global Partnership for Education (GPE)  
International Development Association (IDA)  
Department for International Development of the United Kingdom (DFID)  
Ministry of Foreign Affairs (MFA) of Finland  
Italian Development Cooperation  
United States Agency for International Development (USAID)

## Key education sector developments

Over the past two decades, the education sector in Ethiopia has made significant progress with regards to access and quality. The country has achieved a commendable increase in access from 25% national primary net enrollment in 1996 to 85.9% in 2012. The most recent national statistics

<sup>201</sup> UNESCO. World Data on Education. Ethiopia. 7<sup>th</sup> edition, 2010/2011. Revised version, August 2010.

<sup>202</sup> World Bank. General Education Quality Improvement Project - APL 1 (GEQIP). Project Appraisal Document. p2.

<sup>203</sup> Federal Ministry of Education. Education Sector Development Program IV (ESDP IV). August 2010. Addis Ababa.

<sup>204</sup> Interview with Ministry of Education representative. March 2015.

<sup>205</sup> World Bank. General Education Quality Improvement Project - APL 1 (GEQIP). Project Appraisal Document. p7.

reveal that the increase in gender parity has been significant (from 0.65 in 2000<sup>206</sup> to 0.94 in 2012/13), with Primary Completion Rates increasing from 2008/09 to 2012/13 (boys: 48.4% to 53.5%; girls: 40.5% to 52.2%).<sup>207</sup> The primary pupil-teacher ratio has dropped from 1:53.8 in 2008/09 to 1:49.4 in 2012/13.<sup>208</sup> As well, the percentage of qualified teachers in primary schools has risen from 15.5% in 2009/10 to 43.8% in 2012/13.<sup>209</sup>

Progress has been due in part to the high priority that the Government of Ethiopia places on education, as reflected in the government's budget. In 2011, approximately 27% of the annual budget was allocated to education, which constitutes 5.2% of GDP.<sup>210</sup> Although the government's allocation to education as a percentage of the national budget has remained fairly consistent since 2011, the ESDP continues to have an annual funding gap of approximately USD 300-500 million.<sup>211</sup>

In recognition of the broadly acknowledged strains within Ethiopia's education system (due primarily to the increase in access), the government's education sector planning since 2009 has focused on increasing the quality of education. The retention of quality teachers is considered one of the most critical constraints to improving quality of education across the country, particularly as Ethiopia's economy booms and teachers shift out of the sector to seek other higher paying employment opportunities (interviewed stakeholders cited a 17% annual turnover rate of teachers in Ethiopia).<sup>212</sup> The government's education sector programs both at the primary and secondary level are increasing their focus on improving job conditions for teachers, providing further teacher training, and increasing access to classroom materials for teachers.<sup>213</sup>

Since the academic year 1999/2000, the government has engaged in institutionalized learning assessments via the National Learning Assessment (NLA), conducted every four years across the country for grades 4, 8, 10 and 12. Results from the NLA indicate that Ethiopian school children are showing delays in learning achievements. For example, in 2011 "almost 55 percent of grade 12 students, who represent the top tier of secondary school education, did not even obtain basic competency."<sup>214</sup> Thus the quality of education continues to be a challenging priority

## 2.3 The Global Partnership for Education in Ethiopia

### Ethiopia and the FTI (now the Global Partnership for Education) prior to 2010

Ethiopia joined the Global Partnership for Education, previously known as the Fast Track Initiative (FTI), in 2004, two years after it was formally invited in 2002. As Ethiopia was not considered a 'donor orphan', the country was not immediately eligible for funding. From the perspective of both the government and donors working in the country, there was insufficient communication regarding the donor orphan clause and they felt that it was raised out of the blue two years after the

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<sup>206</sup> Millennium Development Goals. Data – Country Level Data – Target 3 – Gender Parity Index in primary level enrolment. <http://mdgs.un.org/unsd/mdg/Data.aspx>

<sup>207</sup> Ethiopian Federal Ministry of Education. Education Statistics Annual Abstract. 2012/2013. p35

<sup>208</sup> Ethiopian Federal Ministry of Education. Education Statistics Annual Abstract. 2012/2013. p30

<sup>209</sup> Ethiopian Federal Ministry of Education. Education Statistics Annual Abstract. 2012/2013. p31

<sup>210</sup> World Bank. General Education Quality Improvement Project - APL 1 (GEQIP). Project Appraisal Document. p17-18.

<sup>211</sup> Global Partnership for Education. Program Implementation Grant Application. 2013. p5.

<sup>212</sup> Although this specific study could not be located, several publications in recent years have echoed that teacher attrition rates have increased significantly in the education sector in Ethiopia since the early 2000s (Befekadu and Gebretsadik 2001; Penson and Yonemura 2005; Assefa 2011; Butucha 2013).

<sup>213</sup> World Bank. General Education Quality Improvement Project - APL 1 (GEQIP). Project Appraisal Document. p9.

<sup>214</sup> World Bank. General Education Quality Improvement Project - APL 1 (GEQIP). Project Appraisal Document. p4.

country’s initial invitation to join the Global Partnership. Thus, the initial relationship between the country and the FTI (now the Global Partnership for Education) was tense. As well, during the period from 2004 to 2006, donors were cautious to fund the ESDPs due to political difficulties and a lack of aid alignment modalities within the sector.<sup>215</sup>

In 2007, Ethiopia became eligible to apply for funding. The first of two Catalytic Fund grants was approved for contributions of pooled funding to GEQIP I for USD 70 million, less than half of the USD 168 million the country had requested. The MoE was invited to apply for a second grant of USD 98 million at a future date, pending some financial clarifications of the ESDP and proof of the country’s absorptive capacity of FTI funds. In 2009, a Catalytic Fund grant of USD 98 million was granted for continued support to GEQIP I; USD 4.6 million for textbooks remained undisbursed in 2009 as it was set aside for the reprinting of future editions of the textbooks.<sup>216</sup> The 2009 Catalytic Fund grant was subsequently extended from June 2013 to December 2013 to allow time for the MoE to resolve disputes regarding textbook contracts. Overall, during the period 2004 to 2013, Ethiopia received and disbursed USD 168 million in FTI Catalytic Fund grants for improving the quality of basic education.

**Ethiopia and the Global Partnership for Education since 2010**

In November 2013, a GPE Program Implementation Grant (PIG) of USD 100 million was approved for the GEQIP II pooled fund. The MoE received the first disbursement of GPE funds for GEQIP II from the World Bank, in its capacity as SE, in late 2014.

The GPE funds contribute to the GEQIP II pooled-fund modality, and are disbursed to the Government of Ethiopia’s MoFED through a Multi-Donor Trust Fund managed by the World Bank. The GEQIP II, which includes GPE-funded activities, is implemented by MoE using the MoFED procedures for financial management and procurement.<sup>217</sup> By March 2015, 40% (USD 40 million) of GPE funds had been disbursed<sup>218</sup>.

In addition to GPE funding, other donors pledged an allocation of USD 450 million GEQIP II over five years (mentioned in section 2.2), for a total of USD 550 million for the period 2014 to 2018.

GEQIP II priority objectives are: 1) providing increased access to learning materials including curriculum, textbooks, assessment materials, examination materials and school inspections, 2) advancing the quality of teaching through a Teacher Development Program, 3) strengthening school planning through the School Improvement Plan grants, 4) capacity building for education sector planning, management, policy-making and evaluation, 5) enhancing the use of information and communications technology in teaching and learning, and 6) GEQIP II program coordination, monitoring and evaluation and communication.

<p><b>EFA/FTI Catalytic Fund and GPE Allocations</b></p> <p>Ethiopia has been approved for three rounds of funding since 2007 totaling USD 268 million; two grants are completed and one is underway.</p> <p>The first two tranches were contributions of pooled funding to GEQIP I, for USD 70 million in 2007 and USD 98 million in 2009.</p> <p>The most recent Program Implementation Grant (PIG) for USD 100 million for GEQIP II was approved in 2014 for the period 2014-2018, of which USD 40 million had been disbursed as of March 2015. Currently, Ethiopia has received the greatest fund allocations of all EFA-FTI/GPE recipient countries.</p>
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<sup>215</sup> Catherine Dom. Mid-Term Evaluation of the EFA Fast Track Initiative. Country Desk Study: Ethiopia. 2010. p xiii.  
<sup>216</sup> Interview with Ministry of Education Representative. March 2015.  
<sup>217</sup> World Bank. General Education Quality Improvement Project - APL 1 (GEQIP). Project Appraisal Document. p111-112.  
<sup>218</sup> Interview with Ministry of Education representative, March 2015.

UNICEF is the current Coordinating Agency (CA), replacing USAID which served a two-year term as CA from April 2013 to 31 March 2015 and was the CA during the 2013 application period.

Since 2010, the Partnership has also been supporting a local civil society organization, the Basic Education Network (BEN). The BEN is a national coalition of organizations working in the education sector. The BEN

Through the Civil Society Education Fund (CSEF), the Partnership is supporting the Basic Education Network (BEN), one of the two main civil society organizations working with the Ministry of Education in Ethiopia. The BEN has received an annual CSEF grant each year for the past four years (2010-2014) ranging from USD 80,000 to USD 100,000.

facilitates networking, partnerships and education sector advocacy work (see the sidebar for a description of the Partnership's contribution to BEN).

#### Exhibit 0.34 GPE Program Implementation Grants to Ethiopia

Program Implementation Grant	Supervising Entity	Fund Status as of 09/30/2014	Grant Approval Date	Grant Agreement and/or Start Date	Closing Date	Grant Amount (in USD)
1	World Bank	Closed	12/10/2007	11/21/2008	09/30/2013	69,535,734
2	World Bank	Closed	05/06/2010	07/26/2010	12/31/2013	97,828,573
3	World Bank	Active	11/19/2013	05/09/2014	02/17/2017	100,000,000
<b>Total</b>						<b>267,364,307</b>

#### Exhibit 0.35 GPE Disbursements and Aid to Basic Education (millions, constant 2012 USD)

	2007	2008	2009	2010	2011	2012	2013	2014
Program Implementation Grant1			38.3	27.7	2.79	2.46	0.88	0.154
Program Implementation Grant2					78.84	10.84	4.3	1.9
Program Implementation Grant3								40
<b>Total GPE Disbursement</b>			38.3	27.7	81.63	13.3	5.18	42
<b>Aid to basic education</b>	234.3	76.1	194.9	160.6	163.2	140.1	208.8	NA
<b>GPE funds as % of total</b>			16%	15%	33%	9%	2%	NA

### 3 Main Findings and Analyses

#### 3.1 The Global Partnership for Education's contributions to strengthening national capacity to formulate and implement education sector policy

##### 3.1.1 The Global Partnership's influence on education sector policy planning

**Finding 1. In Ethiopia, functioning national systems for education sector policy planning pre-existed membership in the Global Partnership for Education and continue to be supported by other donors. As a consequence of this as well as the limited technical assistance received by the Ministry of Education from the Partnership Secretariat, the Partnership has had modest influence on education sector policy planning in the country.**

Education sector policy planning mechanisms have been in place within the MoE of Ethiopia since the mid-1990s, pre-dating the first round of FTI funding in 2007. The government engages in its own structured approach for both education sector policy planning and strategic collaboration with technical partners and donors during the policy planning process. For example, the MoE began drafting the upcoming ESDP IV more than a year prior to termination of the current ESDP V. The ESDP is drafted by MoE representatives who work through sub committees called task forces or advisory bodies that collaborate with external stakeholders on specific issues. The task forces work intensively during the planning period (three to four days a week) to draft their respective section of the upcoming ESDP.

As the need arises, the Ministry of Education establishes task forces for its specific priority areas, such as inclusiveness of education, teacher quality, out-of-school children, and school feeding programs; development partners and civil society organizations are invited to collaborate on these task forces with the MoE representatives, in the drafting of the priority area sub-plans. As the Ministry of Education has its own established priority areas and structure for developing sub-plans relevant to these priority areas, the Global Partnership has had relatively little influence on the priority themes for sector planning or the national capacity for thematic education sector policy planning. However, there is significant overlap between the key themes of the Partnership and those of Ethiopian education policy. The table below compares the GPE strategic objectives and the key areas and priorities of education policy in Ethiopia, draw from the 2010-2015 ESDP.

GPE Strategic Objectives	Key areas and priorities of the current Ethiopia education policy (ESDP IV)
<i>S01:</i> Fragile and conflict-affected states able to develop and implement their education plans.	N/A
<i>S02:</i> All girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment.	The promotion of equal access and success in education and training for girls and women has been a cross-cutting priority area in the ESDP III (2005-2010) and IV (2010-2015).
<i>S03:</i> Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3.	Improved learning outcomes are a key priority in the most recent Education Sector Development Plan IV, with a focus on competencies, skills, values and attitudes to participate fully in the development of Ethiopia. The country

GPE Strategic Objectives	Key areas and priorities of the current Ethiopia education policy (ESDP IV)
	continues to conduct a National Assessment of Student Achievement every four years to assess literacy and numeracy of the Grade 4 and Grade 8 cohorts.
<i>SO4: Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education.</i>	Teacher Development is a key priority in the ESDP IV with a focus on improving teacher qualifications and professional development, via pre-service training and a curriculum revision to adapt to new teacher qualifications.
<i>SO5: Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education.</i>	The ESDP IV states that the provision of sufficient operation funds to school and enhanced resource utilization decisions improve learning environments.
<i>Other (not part of the GPE strategic objectives)</i>	Adult Education (focus on functional adult literacy) Improving management capacities Strengthened focus on science and technology School water, sanitation and hygiene Technical and Vocational Education and Training (TVET) Higher Education Cross cutting themes such as environment, health, and special needs education are also elaborated upon.

The Global Partnership's most recent contribution to education sector policy planning in Ethiopia concerned the revision of the ESDP prior to the Quality Assurance Reviews for the 2013 PIG grant application process. Both MoE representatives and interviewed GPE Secretariat staff noted that the revisions provided on the most recent ESDP IV were modest, as it was well written.

One explanation for the 'light touch' revision is that the MoE had already undergone a revision of the ESDP IV during the initial drafting phase with the assistance of its primary policy planning partners, UNESCO and IIEP. These partners actively participate 'on-the-ground' in MoE staff capacity-building for education sector development planning throughout the year. For example, prior to drafting sector plans, UNESCO gives specialized workshops on situational analysis to MoE representatives of the three sectors: general education, TVET and higher education. The MoE representatives join their task forces, draft a preliminary policy and return with their drafts to UNESCO staff, who provides revisions and feedback on the drafts. Hence, the development partners facilitate processes to enable the MoE's task forces to draft the education sector policy, build national capacity and benefit from a transparent feedback process.

Interviewed MoE representatives and donors reported that given current development partner technical assistance, there is no national 'education sector policy planning void' for the Partnership to fill in Ethiopia. Stakeholders noted that because the Global Partnership does not have a presence 'on-the-ground', their ability to contribute to education sector policy planning is limited. The inclusion of the GPE Secretariat in the planning process by the MoE appears to cycle with and focus on the GPE grant application process; for example, the GPE Secretariat was not involved in drafting the current ESDP V although it was invited to provide comments in early 2015. The GPE Secretariat reports that the MoE shared its draft ESDP V with partners on June 1, 2015 for comments.

### 3.1.2 The Global Partnership's influence on national capacity for education sector policy implementation

**Finding 2. In Ethiopia, the Global Partnership's contribution to strengthening education sector policy implementation has been primarily a financial contribution. Strong national ownership of the Global Partnership-funded project and the perception that the MoE requires minimal technical support have limited the Global Partnership's influence and visibility in the Ethiopian education sector.**

In Ethiopia, the Partnership's grants are considered by both donors and MoE representatives to be a significant financial contribution to the basic education sector, which have permitted the government to implement the GEQIP I and II. As the GEQIP has operated with a USD 300 to 500 million dollar financing gap annually<sup>219</sup>, GPE funds are perceived by national stakeholders as essential for reducing the financing gap.

Stakeholders within the Ministry of Education expressed positive views regarding the 'lack of conditions or strings tied to GPE funding', and the resulting ease with which the funding is integrated into national systems and programming. The GPE funds contribute directly to the government's largest basic education project in the country, without creating parallel, donor-driven systems. The GPE-funded project is both perceived and treated as being owned by national stakeholders. National stakeholders are responsible for all steps of the GPE grant process, including drafting national education sector plans, aligning project priorities with national planning, writing the GPE grant application, and using existing country systems for project implementation, financial management and procurement. Although donors and external consultants are engaged to inform planning and implementation processes, the resulting project is adamantly viewed as a government driven operation.

#### The Integration of GPE contributions into GEQIP

In one of the initial field mission interviews, a MoE representative noted, "In Ethiopia, the Global Partnership is GEQIP." His statement was later repeated by half of the interviewed stakeholders who confirmed that Ethiopian stakeholders rarely distinguish the Partnership from the project it funds, GEQIP.

The strong national ownership of GPE-funded programs and integration into national systems has resulted in a reduced visibility for the Global Partnership as a development partner in Ethiopia. Interviewed stakeholders expressed that as a result of this, combined with its physical absence in Ethiopia, the Global Partnership does not have a strong visible presence in the Ethiopian education sector as a whole. Several donors expressed that for the Partnership to be influential, it would have to have greater visibility in Ethiopia and to make its contributions to the education sector better known.

With regards to the Partnership's contributions to the MoE's technical capacity for education sector policy implementation, few stakeholders (internal or external) to the MoE were aware of the technical assistance provided during the PIG application process; this may in part be explained by the inevitable turnover in representatives of stakeholder organizations. However, those interviewed stakeholders who had been involved in the GPE funding application process in 2013 reported positively on the support provided while simultaneously noting that the Partnership's contribution was not perceived as 'influential'. Interviewed stakeholders in Ethiopia reported that the Partnership's ability to provide technical support when it is needed in Ethiopia is limited by its lack of a physical presence and its (comparative) lack of in depth knowledge of the current context. As such, the MoE would be inclined to reach out to partners based in or better grounded in the

<sup>219</sup> Global Partnership for Education. Program Implementation Grant Application. 2013. p5.

Ethiopian context for education sector policy implementation assistance, rather than the Partnership.

The final factor that limits the Global Partnership's influence on the national capacity for education sector policy implementation is the perception that the MoE requires minimal support of this kind from the Partnership. All stakeholder groups interviewed affirmed that the MoE has a strong sense of national ownership for education sector policy implementation. However, several interviewed stakeholders noted concerns that the education sector plans are not always aligned with Ethiopia's current implementation capacity. An example provided by several MoE representatives is the ability of the MoE to implement inclusive education plans. Interviewees noted that although inclusive education plans were included in the ESDP IV and will be present in ESDP V, there were not sufficient resources (including lack of qualified teachers and learning materials) for targets in this area to be met in ESDP IV. Thus the education sector planning for inclusive education did not realistically reflect the implementation capacity in this priority area. As the Global Partnership for Education has selected inclusive education as a priority, this could be an area of opportunity for the Partnership to provide technical assistance for drafting realistic inclusive education plans.

### 3.1.3 The Global Partnership's influence on (sub)sector coordination<sup>220</sup>

**Finding 3. GEQIP II is a government-led pooled fund which contributes to strengthening the coordination of multiple stakeholders (including the Global Partnership for Education) involved in supporting and implementing basic education programming in Ethiopia. While there is regular collaboration among sector partners, persons interviewed report opportunities for greater synergies among stakeholders. .**

As noted earlier, the Global Partnership is one of six financial contributors to GEQIP II, the largest government-led basic education project in the country and a project that involves a high level of coordination amongst participant donors and the MoE. The GEQIP II donors and the government meet on a monthly basis to discuss the progress of the project. At these meetings, the government provides updates on the implementation of the GEQIP II and any challenges they are facing. The World Bank provides updates on the technical and financial management of the project. Although typically the meeting serves as an information sharing opportunity to update the GEQIP II donors, at times meetings are sometimes used to engage donors in brainstorming ideas to assist the MoE in problem-solving.

There are other donors to the basic education sector that fund activities and projects outside of GEQIP II, and these actors also work with the Ministry of Education. For example, UNICEF is running a pilot project with the MoE testing out a pre-primary school preparatory program for children aged six. USAID is providing resources towards basic literacy in the country. FINIDA is working with local universities to train specialist educators for working with students with disabilities. The government's strong national ownership of the education sector has resulted in it being the central focal point for all basic education collaboration, and as a result there is less duplication within the education sector. One donor indicated that 10 years ago, there was significantly more duplication in the education sector, however now actors are much better coordinated.

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<sup>220</sup> Please also see finding4 on the Local Education Group below, which is relevant in view of the issue of (sub)sector coordination.

Several donors noted that although there is collaboration between stakeholder groups, they feel that there are unexploited opportunities to deepen collaboration among and between the government and donors by encouraging greater coordination, discussion and debate. Two hindrances were noted. 1) Several consulted donors that they do not meet separately from MoE initiated meetings (unlike what happens in other countries receiving GPE support), indicating that separate donor meetings could provide a more active forum for both debate and collaboration. 2) Several donors also noted the limited involvement by civil society organizations in broader sectoral discussions. Although civil society organizations are invited by the MoE to contribute to specific thematic discussions, such as girls' education or inclusive education, there is less CSO participation in the broader discussions.

### 3.2 The Global Partnership for Education country level governance and management

#### Local Education Group (LEG)

**Finding 4. The Global Partnership for Education has not had significant influence on the composition of the ETWG, and only temporary influence on the functioning of already existing sector dialogue mechanisms in Ethiopia. Members expressed concerns regarding the effectiveness of the sector dialogue mechanism in place for fostering discussion and the inclusion of civil society organizations.**

In Ethiopia, the Local Education Group is called the Education Technical Working Group (ETWG). The ETWG has existed in its current iteration since 2004, as a stakeholder group specific to the education sector. The ETWG typically meets on a monthly basis. The ETWG includes Ministry of Education representatives, donor partners working in the education sector, two international CSOs and one local CSO; another local civil society organization (BEN) requested membership in 2014 but the status of this application is uncertain. The ETWG met most recently March 3, 2015, a meeting which the evaluation team observed.

Interviewed ETWG members stated that the meetings are primarily used for information sharing, providing feedback on sector planning and implementation, and/or sharing other general information that might inform the MoE or sector (e.g. presentations by donors on new technologies, presentations on studies). As noted in an earlier finding, several ETWG members from the donor community stated they would like the ETWG to foster discussion, problem solving, and debate on education sector issues rather than mainly serving as a platform for information sharing. However, other ETWG members suggested that perhaps a separate sub-sector specific donor group would be more conducive to deliberation, as it is not perceived as appropriate to take time to debate sub-sector issues in the broader ETWG meetings. All of the consulted donors noted that the education sector donors do not meet separately as a group (from the ETWG or from the MoE). If and as needed, donors meet on an ad hoc, bilateral basis.

Given the nature of the ETWG meeting communication, ETWG members indicate that there is relatively little discussion of GPE involvement specifically during meetings; in the past, they reported that GPE-related conversations revolved around the grant application process. As a result, there is a divide in knowledge amongst donors who support the GEQIP II program, and those providing other types of support to the education sector (e.g., TVET). GEQIP II partners typically meet separately for about thirty minutes to one hour following ETWG meetings to discuss GEQIP II progress and issues; this could explain the information divide. For example, the majority of interviewed ETWG members were not aware of recent GPE developments relevant to Ethiopia. For example, only one third were aware that the Minister of Education of Ethiopia was recently elected

to the Board of Directors of the Global Partnership for Education. Similarly, only one fifth of consulted stakeholders reported knowledge of the new GPE funding model; those aware of the model attributed this awareness to sources outside the ETWG such as their own organizations.

There is one Ethiopian civil society organization that is a member in the ETWG. One donor explained that this is because having CSOs as members of the ETWG would give them proprietary information regarding tenders and project bids that are discussed in the ETWG prior to being publicly posted and thus give them an unfair advantage over others. A slightly broader group of civil society organizations is invited to participate in the policy and planning dialogue with the Ministry of Education through thematic taskforces and advisory bodies to the Ministry of Education. The CSEF grantee requested permission from the MoE to join the ETWG in 2014. An agreement was made with the previous MoE co-chair that they could join, however shortly after the co-chair left the MoE. Since then, the CSO reports that there has not been any follow up regarding their potential ETWG membership.

## Supervising Entity

**Finding 5. In Ethiopia, the Supervising Entity's performance in financial and technical management of the GEQIP I and II is perceived as high. ETWG members appreciate the role played by the World Bank as Supervising Entity, but would appreciate more communication by the World Bank outside ETWG meetings.**

In Ethiopia, the WB is seen as fulfilling its management, financial and technical roles with regards to GEQIP. Interviewed donors and Ministry of Education stakeholders who were aware of the WB's role as SE unanimously reported that it was appropriate for the WB to play the SE role for GEQIP I and II. The MoE's endorsement is reflected in its decision to reappoint the WB for GEQIP II. Amongst the donors interviewed, the WB was identified as having the strongest technical expertise for the management of such a program as well as having a large financial stake in the project (USD130 million International Development Association (IDA) funding to GEQIP II). Donors commented positively on WB performance in managing GEQIP funds, and did not distinguish between the management of GEQIP funds from GPE funds.

The SE noted that several of the reforms since 2010, including the distancing of the Global Partnership from the WB, the establishment of the CA role and the expansion of the GPE Secretariat, have reduced the administrative burden of the Partnership on WB in-country staff. This is because the WB staff is no longer responsible for administration and coordination, a responsibility they had previously during EFA-FTI. The CA now bears responsibility for coordination between GPE Secretariat staff and the ETWG. Although the communication role has shifted to the CA, some ETWG members indicated that they would like the SE to provide regular updates on the GEQIP. ETWG members stated that the SE could provide more frequent and more detailed communications regarding GEQIP and more timely responses to their phone or email requests.

**Finding 6. Amongst consulted stakeholders there was mixed awareness of the roles of the Supervising Entity, the Coordination Agency nor the GPE Secretariat with respect to the Global Partnership for Education. This speaks to a broader lack of knowledge of local stakeholders of the Global Partnership's non-financial contributions to Ethiopia.**

There was mixed awareness amongst consulted ETWG members of the role of the World Bank as SE, USAID as the CA, and the contributions of the GPE Secretariat in Ethiopia. Explanations for this situation include that ETWG members do not distinguish between the GEQIP and the GPE funding, the reported frequent turnover of ETWG representatives, and infrequent visits of GPE Secretariat staff to Ethiopia (that may also contribute to a general lack of knowledge of the Partnership

overall). One third of consulted stakeholders said they would not typically distinguish the Partnership from the program that it supports, the GEQIP, in education sector discussions. A potential explanation for this is because the GEQIP I and II have used a pooled funding mechanism, and because donor contributions are not earmarked to specific components of the project, education stakeholders do not identify the specific contributions of donors, but rather the aggregate project that they support.

Another explanation for the lack of knowledge of the roles of 'GPE-affiliated' stakeholders is the frequent turnover of ETWG members' representatives, who typically sit on the group for one to two years before the responsibility shifts to another representative of their organization. With such high turnover, ETWG members' representatives do not necessarily receive an orientation or introduction to the roles and processes of the group, unless their organization provides it.

The last explanation noted by consulted stakeholders is the infrequent visits by GPE Secretariat representatives. Since April 2011, three GPE Country Support field missions to Ethiopia have taken place, one by the previous country lead and two by the current country lead. Stakeholders stated that the lack of a GPE presence in country has contributed to reduced knowledge of GPE's contributions to Ethiopia, as well as the roles that 'GPE-affiliated' actors such as the WB as SE play. These three factors also contribute to the lack of knowledge regarding the role of CA (as described below), perceptions of support provided by the GPE Secretariat and speak to the lack of visibility of the Global Partnership overall in Ethiopia.

## Coordinating Agencies

**Finding 7. In Ethiopia, the role of the Coordination Agency as a communication link among ETWG members is well appreciated. ETWG members commented positively on the Coordinating Agency's performance, however few were aware of the CA's role with respect to the Global Partnership for Education.**

In Ethiopia, the MoE Director of Planning and a representative of a development partner organization collaborate in the position of Coordinating Agency (CA). This is a unique arrangement, not seen in other countries. The CA partner is engaged for a two year term as per the TORs of the ETWG. Since 2010, there have been four CAs. As of April 2015, UNICEF has become the ETWG co-chair and CA for GPE. USAID served as the Coordinating Agency (CA) from April 2013 until April 2015. Previously, FINNIDA served as CA between spring 2010 and March 2013, while DFID played that role between 2007 and spring 2010. As the majority of ETWG members had not been members of the groups for longer than two years, the majority of persons interviewed had only experienced USAID as the CA.

Interviewed members of the ETWG spoke very positively of the CA's contribution as a communication link among ETWG members. The CA representative from USAID was described as respectful, hard-working and good at managing the relationships among the different stakeholders in the ETWG. As mentioned in the previous finding, interviewed stakeholders were aware of the CA's role as a co-chair for the group, however they were not aware of the representative's designation as CA or the representative's specific responsibilities with respect to the Global Partnership for Education.

The CA from USAID was highly involved in coordinating the GPE grant application process, as well as integrating feedback from the revisions by the donors and the MoE. Because the PIG grant application was the primary focus during USAID tenure as CA, there was less time dedicated to other aspects of the CA role, such as updating GPE changes in policies (e.g. new funding model, new Board members) or encouraging and facilitating greater involvement of CSOs in stakeholder deliberations within the education sector.

## Support from the Global Partnership for Education's Secretariat

**Finding 8. The GPE Secretariat has provided modest technical assistance support that has focused on GEQIP funding application process. The type and level of support provided has suited Ethiopian needs.**

Consulted stakeholders described the Global Partnership's value added primarily in terms of its financial contributions. Few of those interviewed were aware of the technical assistance provided by the Secretariat over the 2010 to 2014 period, other than the CA, SE and several MoE representatives. Those who were familiar with the 2013 PIG application process provided positive feedback on the Secretariat's support. For example, consulted stakeholders involved in the GPE funding application process in 2013 reported positively on the support provided by the (former) Country Lead in preparing the GEQIP II funding application, through the three Quality Assurance Reviews. The GPE Secretariat staff noted that its feedback on the application was modest as the MoE submitted a strong application.

Interviewed GPE Secretariat staff indicated that Ethiopia's structure and systems for education sector planning are strong, with the implication that the level of ongoing technical support needed by the country is modest. This was corroborated by the Ministry of Education representatives who indicated that current (modest) levels of technical support from GPE Secretariat are meeting existing needs, given the technical support they receive from other donors and partners. For example, the 2013 PIG funding application was drafted in a collaborative process led by the MoE. The MoE wrote the first draft of the PIG application, and then it was reviewed and commented on by the donor group. The CA integrated donors' comments and the final version was reviewed and approved by the Ministry of Education to submit to GPE Secretariat. The GPE Country Lead provided feedback on the application, which was integrated and subsequently submitted to the Board for approval.

Interviewed stakeholders at the Ministry of Education, Coordinating Agency, and World Bank reported having modest interaction with the GPE Secretariat staff since the last funding cycle application and subsequent change of Country Lead in 2014. National stakeholders attributed the infrequency of contact to turnover and staff shortages in the Secretariat, as well as a lack of a formal process for interaction outside of the grant application process.

Finally, interviewed stakeholders in Ethiopia reported that the GPE Secretariat's ability to provide needed technical support when it is needed in Ethiopia is limited by its lack of a physical presence and its (comparative) lack of in depth knowledge of the current context as noted earlier.

### 3.3 Synergies with the Global Partnership for Education at the global level

**Finding 9. Government and DP stakeholders have attended, and expressed mixed feedback about the benefits of their participation in GPE-supported regional information and learning events.**

In Ethiopia, four of the consulted stakeholders (including representatives of the Ministry of Education, a donor and a CSO) had attended international GPE-supported regional information and learning events. The consulted stakeholders

#### The GPE Meeting in Addis Ababa

The 18-19 of November, 2013, a GPE Board Meeting was held in Addis Ababa, Ethiopia. Consulted stakeholders felt strongly that this was a positive event and appreciated the opportunity to showcase their own progress in the education sector, through site visits and presentation. MoE representatives noted that the Global Partnership should have further Board meetings in developing countries to provide Board Members an 'on-the-ground' experience of GPE programming.

expressed positive feedback about the GPE-supported events as they provided deeper insights into the Partnership as well potential for knowledge sharing between countries. However, several concerns were expressed with regards to maximizing the benefits of such events for their organization. They reported that it was difficult to assure ‘the correct person’ from their organization was available to attend (someone both informed on the content and high level enough to affect decision-making within their organization), and were challenged with how to disseminate the information learned within their organization upon their return.

Regional workshops, including the Sector Monitoring initiative session, facilitated by the GPE were positively viewed by participant stakeholders for their knowledge sharing potential, but stakeholders noted that their organizations were challenged by assuring the correct person was available to attend and could disseminate the knowledge within their organization. There were also concerns regarding the level of complexity of discussions that were perceived as too basic for Ethiopia, a country more advanced in education sector development as compared to other countries that were GPE funding recipients. Interviewed representatives were particularly interested in how the Global Partnership for Education could facilitate countries to learn from each other, rather than learn from the Partnership.

Senior Ministry of Education representatives that participated in the regional constituency meetings reported that the meetings added value as a space to prepare prior to Board meetings. However, overall, MoE representatives would like meeting that focus on ‘lessons learned sharing’ at the global level to enhance their work. For example, one representative suggested knowledge sharing with countries on the strategic use of funds as well as their interest to learn from countries outside the African region (e.g., Asia).

The Global Partnership for Education has also supported regional activities through the creation of communities of practice, by supporting the Basic Education Network (BEN), which receives an annual CSEF grant via the regional CSEF grantee, and by producing the annual Results for Learning Report. The Partnership has also provided funding through the Global Regional Activities funds that has supported initiatives in Ethiopia. However, when asked to comment on the Global Partnership’s role in knowledge sharing at the regional level, respondents did not volunteer information on these aspects of GPE Global and Regional Activities.

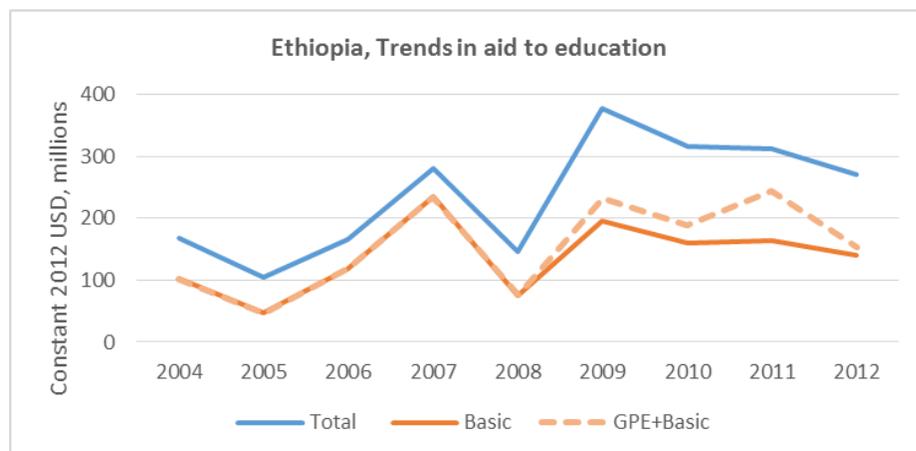
In Ethiopia there is little overlap between the stakeholders participating in global and regional GPE events and those involved in the GPE grant application and program implementation processes. As a result, it is unlikely that education sector stakeholders would reach out to their Board Member to contribute to global level discussions. As noted previously, very few stakeholders were aware that the Minister of Education of Ethiopia is currently a GPE Board Member. Interviewees felt positively about His Excellency holding this position; however none of those interviewed reported reaching out to put their views forward to him. As such, despite having an Ethiopian on the GPE Board, consulted stakeholders in Ethiopia did not feel particularly connected to the Partnership’s global dialogue. However, the Partnership’s choice to host a Board Meeting in November 2013 in Addis Ababa was very appreciated by interviewed stakeholders and perceived as a reward for the country’s success in their education sector.

### **3.4 The Global Partnership’s effects on availability and use of resources for the education sector**

Education sector official development assistance (ODA) to Ethiopia has experienced similar trends to that of the global education sector over the past 10 year, including a sharp rise in 2009 and a subsequent slow decline in donor funding (as indicated in exhibit 3.1 below). Low levels of funding over the 2005 to 2008 period are attributed to a freezing of donor funding accounts due to the post-2005 election developments. The 2010 Desk Study of Ethiopia noted that, “education aid was

hostage to the "on-off" episodes in the broader aid relationships<sup>221</sup> during that period. Donors within the GPE-funded project have chosen a pooled fund modality as per the request of the MoE. Interviewed donors stated that their countries either contribute to both pooled fund program and provide project-based funds or solely project funding to support the education sector, depending on their own country's official policies.

### Exhibit 0.1 Trends in aid to education



Despite changes in donor funding over the past 10 years, the government of Ethiopia's expenditures in the education sector have been relatively stable between 2004 and 2014, between 21% and 25% (see exhibit 1.3 below). In 2010, education expenditure as a percent of government spending was 24.3%. At the 2014 replenishment conference, the government pledged to maintain education spending at 25% of its budget<sup>222</sup>. The Government of Ethiopia is financing the bulk of education sector costs (between 75-88% of annual costs since 2011), with a targeted contribution from the government of USD 2.01 B for 2015<sup>223</sup>. Primary education will continue to receive the bulk of the resources, as the government pledged to maintain 50% of its education sector budget for basic education.

Consulted government representatives noted that the GPE funding was 'essential' to help closing the education sector funding gap that loomed between USD 300 million and USD 500 million per year over the 2011 to 2014 period<sup>224</sup>. Although the figures have not been confirmed, a similarly large funding gap is anticipated for the upcoming ESDP V.

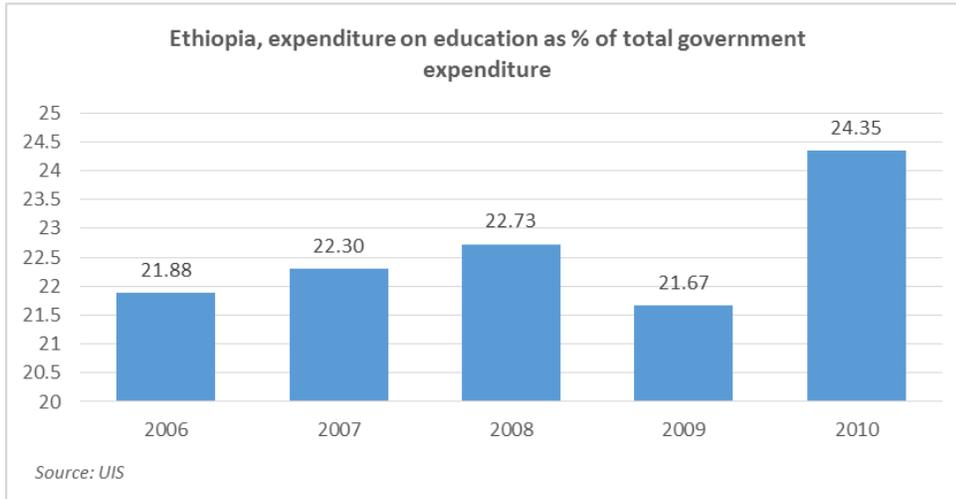
Interviewed stakeholders were not aware of GPE having any specific influence on funding or the donor landscape in Ethiopia. Consulted stakeholders' responses regarding the 'additionality' of GPE funding were mixed. The majority of interviewed donor representatives in Ethiopia noted that subsector funding decisions are made by their headquarters, rather than at the country level. The majority of GPE donor representatives interviewed in Ethiopia noted that the 'overall pot' of funding was the same and the decision was simply in which proportions to give bilaterally and multilaterally through the Partnership. However, one GPE donor noted that its multilateral support for GPE accommodated education priorities that were quite distinct from its bilateral priorities for the education sector in Ethiopia.

<sup>221</sup> Catherine Dom. Mid-Term Evaluation of the EFA Fast Track Initiative. Country Desk Study: Ethiopia. 2010. p xii.

<sup>222</sup> <http://www.globalpartnership.org/content/pledge-report-gpe-replenishment-conference-june-2014>

<sup>223</sup> Global Partnership for Education. Ethiopia Program Implementation Grant Application. 2013, p5.

<sup>224</sup> Global Partnership for Education. Ethiopia Program Implementation Grant Application. 2013, p5.

**Exhibit 3.2 Expenditure in education as % of total government expenditure**

Interviewed stakeholders were not aware of the Partnership bringing in new donors or additional funding. Although no evidence indicated that the Partnership had mobilized additional support from donors, the 2014 Replenishment conference saw the Government of Ethiopia increase its pledge for education support. Should Ethiopia meet its 2014 Replenishment pledge, this would be an example of how the presence of the Global Partnership has encouraged an increase to education sector resources in Ethiopia.

## 4 Conclusions: Linking the Ethiopia case to the Global Partnership for Education reforms since 2010

This section provides observations on linkages between global GPE reforms introduced since 2010 and the evaluation findings deriving from the case study of Ethiopia.

Changes in the Global Partnership since 2010	Observations in Ethiopia
<p>Creation of a new, constituency-based Board structure with equal representation of DCP and donor governments (2010). Support to enable effective DCP participation through regular constituency meetings (2014).</p>	<p>Government representatives in Ethiopia laud the changes made to create a constituency based Board structure for the Global Partnership for Education. Interviewed Ministry of Education representatives indicated that the constituency meetings will be a good opportunity for constituency members to learn and share experiences and prepare for board meetings, making them more effective and efficient. Ministry representatives who attended the Africa 3 constituency meeting in 2014 indicated that the session provided members the opportunity to discuss important issues frankly and prepare for a smoother Board meeting.</p> <p>Few of the interviewed ETWG members (including several GPE donors) were aware that the Minister of Education, Ethiopia became a GPE Board member in early 2015.</p>
<p>The World Bank no longer acts as the default Supervising Entity (2010 and ongoing)</p>	<p>At the request of the Ministry of Education, the World Bank continues as the Supervising Entity for Ethiopia. Interviewed Ministry and ETWG members reported satisfaction with the role played by the World Bank with respect to the financial and technical management of the GPE-funded project in Ethiopia. Although several ETWG members noted that the World Bank could provide more detailed and more frequent updates on the project. Consulted ETWG members noted that there are no other players as involved in basic education in Ethiopia with the same level of technical and financial capacity that could play the role of Supervising Entity.</p>
<p>Expansion of the GPE Secretariat Country Support Team (CST) (2010 and ongoing) and greater focus on country missions and outreach activities; development of tools to strengthen country level processes, including grant guidelines, ESP development guidelines, appraisal guidelines, and country-level process guide, all aiming to ensure that the LEG is at the center of country level decision processes.</p>	<p>The newly introduced three-phase Quality Assurance Review process provided clear guideline for the GPE grant application process in Ethiopia. The process of developing the GPE grant applications and related program documents was participatory and involved ETWG members. The members of the GEQIP pooled fund played a visible and important role during grant application and program development by providing feedback on drafted documents and through regular well attended monthly meetings. The resulting project is considered to be nationally owned and is led by the Ministry of Education.</p> <p>MoE representatives noted that the Partnership's ESP development guidelines have served to direct the process of the ESDP V development. MoE representatives are supported by IIEP and UNESCO for the development education sector policy plans, resulting in well drafted planning documents. ETWG members provide feedback in the form of comments to the ESDP. The GPE Secretariat has not been involved in current ESDP V planning, and will likely not review the document until the next funding application cycle begins in 2016.</p> <p>The previous country lead was involved in the 2013 PIG application process and their contribution was positively viewed by implicated national stakeholders. However, since the last funding application cycle, interactions</p>

Changes in the Global Partnership since 2010	Observations in Ethiopia
	between national stakeholders and the recently appointed country lead have been sporadic. As such, changes within the GPE Secretariat's CST have not yet translated into changes for Ethiopia.
Adoption of a Strategic Plan (SP) and related implementation plan (2012) that defined GPE goals, as well as objectives for the period 2012-15. The SP indicated a newly sharpened focus on, amongst others, education quality (learning for all children).	<p>Ethiopia has had a long standing commitment (in sector development plans since 1994) to enhancing access to education. Following some remarkable success in realizing this objective, it identified an urgent need to improve the quality of education in 2010. The Global Partnership's thematic focus on education quality, as defined in the 2012-2015 Strategic Plan, was highly relevant to the Ethiopian context.</p> <p>Similarly, the Global Partnership's focus on inclusiveness, girl's education, quality teaching and access are long standing priorities of the Government of Ethiopia.</p> <p>Several interviewed Ministry of Education representatives and donor partners pointed to the need to heighten support for pre-primary level education, as primary education only begins at the age of seven. Although the Partnership-funded project contributes to supporting one year of pre-primary education in certain areas of the country, consulted stakeholders noted that more resources are necessary to ensure broader, quality access to pre-primary education.</p>
Creation of a single GPE fund (2011). Development of the Needs and Performance Framework, and publication of indicative country allocations (2012). New funding model (2014 and ongoing) that includes results-based element.	<p>Several interviewed MoE representatives and a couple of DPs raised strong concerns about the lack of consideration to the population of school children in a country in the GPE funding criteria. Consulted stakeholders noted that funding proportional to school children population size would be more appropriate for Ethiopia than the current cap of USD 100 million regardless of a country's population. An additional concern raised by the Ministry of Education representatives relates to the three year timeframe for GPE funding. As the government uses a five year planning cycle for its national and education sector planning, the three year GPE cycle results in uncertainty of funding for the last two years of its plans.</p> <p>Interviews indicated that there is modest awareness of the new results based funding model beyond the stakeholders affiliated with the Global Partnership (MoE co-chair, CA, SE). Other stakeholders that were aware of the new funding model reported learning about it through their own organizations.</p> <p>Several interviewed stakeholders flagged a potential challenge for Ethiopia with the new results based funding model, given widely acknowledged shortcomings with the reliability of information generated by EMIS. This is seen as a possible constraint unless EMIS data can be enhanced so that it generates the kind of reliable information that might be needed to inform disbursements. Due to the lack of awareness of the new funding model during current ESDP V planning, MoE stakeholders were unclear which targets would be used in future GPE grant applications. Since the next GPE funding application will not be for another three years, they noted that the targets in their current education sector plan may no longer be relevant and new targets would have to be drafted.</p>
Initiation of the Global and Regional Activities program (2010)	The interviews in Ethiopia did not generate information that could be used to address questions related to complementarity of the Global and Regional Activities Program, the Global Partnership's engagement in global advocacy work and GPE country level interventions.

<b>Changes in the Global Partnership since 2010</b>	<b>Observations in Ethiopia</b>
<p>Encouragement for LEG to use the most aligned modalities, including use of sector budget support and maximum use of country systems (since 2010).</p>	<p>The ETWG is comprised of representatives of the Ministry of Education, donors and civil society organizations who support the education sector in Ethiopia. Interviewed ETWG members indicate that the ETWG plays information sharing and feedback roles regarding the different stakeholders ongoing funding and programming.</p> <p>The use of a pooled funding modality in Ethiopia for the GPE-funded project has encouraged the alignment of aid of the contributing donors and maximizes the use of country systems. GEQIP donors meet monthly to discuss the progress of the project’s implementation and government systems are used project planning, implementation, procurement and disbursement of funds throughout the project period. As GEQIP donors and the MoE representatives work closely together, donors working in basic education outside of the pooled fund have reduced information regarding the GEQIP, as GEQIP updates are typically given separate from the ETWG meetings. Thus the strong alignment of aid within the GEQIP program results in its isolation from other donor activities.</p>

## Appendix 1 Consulted Stakeholders

The table below lists all stakeholders consulted during the evaluation country visit to Addis Ababa, Ethiopia during the period March 1<sup>st</sup>-10<sup>th</sup>, 2015.

	Names	Title and Organization
Ethiopia		
1	H.E. Shiferaw Shigutie	Ministry of Education, Ministry of Education
2	Eshetu Asfaw Cheru	Director of Planning and Resource Mobilization, Ministry of Education
3	Solomon Shiferaw	(former) Director of Planning and Resource Mobilization, Ministry of Education
4	Fuad Ibrahim	State Minister for General Education, Ministry of Education
	Dr. Gebeyehu Workeneh	Director of Information Communication Technology, Ministry of Education
	Biniyam Gesese	Representative of Teacher Development Directorate, Ministry of Education
	Mohamed Abubeker	Director of Special Needs, Ministry of Education
	Yasabu Birkeneh	Director of School Improvement Program, Ministry of Education
	Tamirat Fitie	Representative for Directorate of Curriculum, Ministry of Education
	Asfaw Mekonnen	Director of Inspection, Ministry of Education
	Sahilu Bayessa	Director of Licensing and Re-Licensing, Ministry of Education
5	Jack Rossiter	Economic Advisor, Ministry of Education
6	Birham Hailu	Coordinator, Ministry of Education
7	Michelle Chen	Chief of Education, USAID
8	Thi Mai Thanh	Senior Education Specialist, World Bank
9	Rahel Yergashewa	Education Advisor, DFID
10	Satu Pehu-Voima	Senior Officer, FINNIDA
11	Biruk Zenebe	Program Officer, JICA
12	Lata Menon	Chief of Education, UNICEF
	Dorothy Angura	Education Specialist, UNICEF
13	Ali Kassaw	UNESCO
	Solomon Andarge	Project Officer, UNESCO
14	Yohannes Benti	President, Ethiopian Teachers' Association
15	Alebachew Mokonnen	Executive Director, Basic Education Network

	<b>Names</b>	<b>Title and Organization</b>
	Araya Gebru	Program Head, Basic Education Network
16	Dr. GERAL Heusing	Director, Information Centre Addis Ababa, DAAD (German Academic Exchange Service)

Prior to the site visit, the evaluation team conducted a telephone interview with the current and the former GPE Secretariat country leads (Mr. Douglas Lehman and Ms. Margarita Focas Licht).

## Appendix 2 Consulted Documents

Ministry of Education of Ethiopia, “National Education and Training Conference Briefing Report”, Africa Union Hall, October 2012.

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## **Chapter 3. Virtual Case Studies**



## Synthesis of Virtual Case Studies

### Introduction

As outlined in the Evaluation Inception Report approved by the Independent Evaluation Committee, the evaluation team conducted 10 'virtual' country visits to complement data collection carried out through the eight in-country field missions. The virtual field visits consisted of interviews conducted via Skype or telephone, and document review.

While data elicited from the ten virtual case studies provided less breadth than the eight in-country visits, this had been expected and did not negatively affect the evaluation team's ability to use the emerging information as one of the data sources feeding into the formulation of overarching evaluation findings and recommendations.

### Methodology

#### Framework and Methods of Data Collection

The virtual field visits used the same evaluation tools (i.e. interview protocols and analysis framework) as used the in-country field missions.

Data was collected through document review and interviews via Skype or telephone that, in some cases, were followed up with email correspondence to clarify specific issues. Guidelines were developed for the evaluation country teams to ensure quality and coherence of data collection and analysis.

**Documents reviewed** included: country summary reports for each of the ten countries, produced from the Document and Grant Review of GPE's 59 developing country partners, and documents made available by GPE country leads and/or in-country representatives or stakeholders. Each virtual country evaluation lead conducted a document review, which was analyzed along with data collected through interviews to triangulate data and develop emerging findings.

**Interviews** were conducted with a total of 97 stakeholders. Of these, 12% were former and current GPE Secretariat Country Leads and 88% were country level stakeholders, as shown in Table 1.

**Table 1. Types of Stakeholders Interviewed by Country**

Types of Stakeholders	10 countries of focus for 'virtual' field visits										Total
	Afghanistan	Burundi	Cambodia	Ghana	Honduras	Madagascar	Malawi	Moldova	Uganda	Yemen	
Country leads	1	1	1	1	2	1	0	1	2	2	12
Supervising/ Managing Entities	2	2	2	1	0	1	2	2	1	1	14
Coordinating Agencies	1	3	1	1	0	1	1	1	2	1	12

Types of Stakeholders	10 countries of focus for 'virtual' field visits										Total
	Afghanistan	Burundi	Cambodia	Ghana	Honduras	Madagascar	Malawi	Moldova	Uganda	Yemen	
LEG members: development partners	0	3	3	1	7	2	3	0	0	1	20
LEG members: CSOs	1	0	1	1	0	3	0	3	3	1	13
LEG members: private sector	0	0	0	0	0	0	0	0	0	0	0
Government representatives	2	0	2	3	2	2	0	5	2	4	22
Other (e.g. universities)	0	0	0	0	1	0	0	3	0	0	4
<b>Total</b>	<b>7</b>	<b>9</b>	<b>10</b>	<b>8</b>	<b>12</b>	<b>10</b>	<b>6</b>	<b>15</b>	<b>10</b>	<b>10</b>	<b>97</b>

### Country Selection

Countries were selected using the same criteria as the in-country field missions. As shown in Table 2 below, the selected countries reflected geographic diversity among GPE member states; included fragile and conflict-affected countries; and represented a balance between countries with 2010-2014 program approvals and countries with longer experience with the FTI/GPE. For further details on the selection criteria methodology and details about all 18 field mission countries, please see Volume III, Appendix 2 (Methodology).

### Limitations and Mitigation Strategies

Due to considerable communication delays with many of GPE Country Leads and local representatives in the countries selected, the evaluation team had difficulty acquiring necessary data from all ten countries in time for submission of Zero Draft Evaluation Report. The evaluation team provided an update to the IEC on the progress of each of the virtual field visits mid-March and informed them about this delay. The virtual visits were completed in time for the June Draft.

Despite the efforts of the evaluation team and country counterparts, it was not possible to consult with representatives of all key constituency groups represented in the GPE. As a result, no interviews were conducted with private sector representatives, and in some countries representatives of one or more other constituencies were unavailable (e.g. sometimes government representatives, in other cases donor LEG members other than the SE or CA). This limited the breadth of stakeholder views that the evaluation team was able to elicit in some countries. To the extent possible, the team mitigated resulting data gaps by drawing upon information available from the various other groups as well as from documents.

Table 2. Overview of 10 countries selected for virtual field visits

Country	Region	Fragile state (Y/N)	Conflict-affected (Y/N)	Income Group*	SE/ME	Date joined GPE	Grant Types	PIG grant allocation (cumulative to 30 June 2013) US\$ millions	HDI ranking <sup>225</sup> based on 187 countries	Expenditure on Education as % of GDP <sup>226</sup>
Afghanistan	South Asia	Both		LDC	UNICEF	2011	PIG	55.7	169	n/a
Burundi	Africa	Both		LDC	Belgium	2012	PIG	52.9	180	6.07
Cambodia	EAP	No	No	LDC	WB	2006	PDG, PIG	57.4	136	2.6
Ghana	Africa	No	No	LMIC	WB	2004	PIG	94.5	138	8.22
Honduras	LAC	No	No	LMIC	NA <sup>227</sup>	2002			129	n/a
Madagascar	Africa	Both		LDC	WB	2005	EPDG, PDG, PIG	209.4	155	2.78
Malawi	Africa	Both		LDC	WB	2009	EPDG	90	174	5.35
Moldova	Europe & CA	No	No	LMIC	WB	2005	PIG	13.2	114	8.58
Uganda	Africa	No	Yes	LDC	WB	2011	EPDG, PDG, PIG	100	164	3.28
Yemen	MENA	Both		LDC	UNICEF	2003	PIG	122.6	154	5.15

\* LDC: least developed country; LMIC: lower middle income country

<sup>225</sup> As per Human Development Index website: <http://hdr.undp.org/en/countries> on 28 May 2015

<sup>226</sup> Ibid

<sup>227</sup> Honduras has not yet applied for a GPE grant, and was selected on this basis, allowing the evaluation team to collect data from a range of country scenarios, including one with no active grant.

## Synthesis of Key Themes deriving from Virtual Country Visits

The table below provides a high level summary of key issues that have emerged from the ten virtual case studies, in particular information deriving from stakeholder consultations. More nuanced examples and insights deriving from this line of inquiry were used to support specific findings in the main report. Similarly, information deriving from document review conducted as part of the virtual site visits has informed other background studies conducted for this evaluation, such as the GPE Document and Grant Review (Volume IV, Appendix 6).

Please note that blank boxes merely indicate that neither stakeholder consultations nor document review provided explicit information on this issue in the respective country; i.e. it does not mean that the issue at question does not apply in that country.

Theme/Issue	Afghanistan	Burundi	Cambodia	Ghana	Honduras	Madagascar	Malawi	Moldova	Uganda	Yemen
<b>GPE Relevance</b>										
1) GPE financial support perceived by most or all consulted stakeholders as relevant in view of existing country needs and priorities	√	√	√	√	√	√	√	√	√	√
2) GPE financial support allows reaching previously underserved geographical areas and/or population groups				√						
3) GPE financial support has been crucial to keep national education system going after crisis/conflict and/or to restore donor confidence (e.g. following corruption issues)						√	√			√
4) GPE financial support relevant, but only “drop in the bucket” in view of scope of existing sector needs	√								√	
<b>GPE Effectiveness</b>										
5) The GPE’s strategic goals as formulated in the 2012-15 Strategic Plan are aligned, to different degrees, with evolving developing country priorities	√		√	√		√	√	√	√	√
6) GPE has contributed to strengthening individual or collective capacity of Ministry of Education staff/units	√			√						

Theme/Issue	Afghanistan	Burundi	Cambodia	Ghana	Honduras	Madagascar	Malawi	Moldova	Uganda	Yemen
7) GPE has contributed to development of new or strengthened education sector plans (or interim plans)	√		√	√		√	√		√	√
8) GPE grants make notable difference in country's ability to implement ESP priorities	√	√	√	√		√	√	√	√	√
9) Significant gaps in capacity of key national actors has affected quality of GPE grant proposal and/or grant implementation	√	√				√			√	√
10) Observation and regret that GPE has not shared relevant lessons from other countries	√	√	√	√	√	√	√	√		
11) GPE contributed to conducting first FSR, strengthening or reviving dormant JSR processes		√	√							√
12) Limited availability and/or reliability of available sector data	√									
<b>GPE as a Partnership</b>										
13) LEG function taken up by existing dialogue mechanism		√	√	√	√	√	√	√		√
14) GPE has contributed to making LEG more inclusive/diverse, especially in view of strengthening Civil Society engagement			√	√		√			√	
15) GPE supported planning processes more participatory than similar exercises in the past	√		√				√	√		√
16) Government and LEG are working well together			√	√			√	√	√	
17) Government and LEG are generally not (yet/always) working well together	√	√				√				√
18) According to stakeholders, continuous and meaningful CSO participation remains an issue						√	√		√	√
19) No or little private sector participation/representation in LEG	√		√		√	√	√		√	

Theme/Issue	Afghanistan	Burundi	Cambodia	Ghana	Honduras	Madagascar	Malawi	Moldova	Uganda	Yemen
20) GPE has positively influenced donor alignment/harmonization with ESP/sub-sector plan/GPE funded program		√		√		√	√	√	√	
21) LEG led by national government	√	√	√	√	√		√	√	√	
22) LEG less active after ESP/GPE grant approval			√			√			√	
23) GPE funded program seen as integral part of government's sector work rather than as stand-alone program		√		√		√		√		√
<b>GPE Management</b>										
24) GPE Secretariat perceived as having provided valued technical support during grant application, especially through QAR			√	√		√		√	√	
25) GPE grant application process including funding allocations seen to be transparent and well managed		√	√	√		√	√	√		
26) New GPE Funding Model (2015) generally welcome, but there are questions/concerns						√			√	
27) SE has provided valued technical support during grant development/preparation	√	√	√	√		√	√	√	√	
28) SE has provided valued technical support post grant approval			√							
29) SE monitoring reports valued as feedback mechanisms			√							
30) Concerns, criticism of SE/ME selection process	√	√	√			√	√			√
31) SE/ME seen to have strong technical capacity			√	√		√	√	√	√	√
32) Concerns over SE capacity in country (e.g. due to senior staff located elsewhere)				√			√			
33) LEG members noted that SE is not consistently sharing information with LEG proactively and/or in transparent manner			√				√		√	

Theme/Issue	Afghanistan	Burundi	Cambodia	Ghana	Honduras	Madagascar	Malawi	Moldova	Uganda	Yemen
34) Coordinating Agency (CA) has provided valued support in period leading up to GPE grant approval		√						√		
35) CA effective in coordinating LEG members			√	√		√		√	√	√
36) CA role less well understood than that of SE	√	√		√			√	√	√	
37) GPE Secretariat has provided other valued technical support including in relation to JSRs			√	√						√
38) Position of Secretariat staff as external actors allows them to act as neutral facilitators and mediators e.g. between government and LEG	√								√	
39) Lack of Secretariat staff presence on the ground has negative effects on their knowledge of local processes and ability to intervene				√						