



GLOBAL
PARTNERSHIP
for EDUCATION

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Meeting of Board of Directors
By Audio Conference
March 9, 2016

Overview of GPE's Work in Fragile and Conflict Affected States
Background Brief--- February 23, 2016

HIGHLIGHTS

- **28 GPE member countries are classified as FCAS** (46% of total DCPs)¹
- **12 Transitional Education Sector Plans** are currently being used with GPE support (see table in annex).
- **4 countries have benefited from Accelerated Funding, totaling more than US\$ 22 million** (99% disbursed as of January 31 2016).
 - CAR: US\$3,690,000 (US\$3,659,707 disbursed)
 - Chad: US\$6,955,170 (total disbursed)
 - Somalia (South Central): US\$1,380,000 (total disbursed)
 - Yemen: US\$10,000,000 (US\$9,996,440 disbursed)
- **GPE has provided a foundation for coordination and dialogue among development and humanitarian actors** in countries as diverse as Chad, Burundi, Central African Republic, South Sudan, Somalia, and Yemen. Through its Operational Framework for Effective Support in Fragile and Conflict Affected States, and its Accelerated Financing policy, GPE has successfully promoted coordinated decisions about the best way to utilize resources in crises settings, including by shifting resources to direct service provision by nongovernmental providers during acute crises.
- According to a 2013 Brookings study, GPE has introduced “**modalities that not only allow GPE to support new CAFS entering the partnership but also continue supporting the education needs of young people when stable countries experience crises and disasters**” (Winthrop and Matsui, 2013, pp. 42-44).

1. OVERVIEW

Millions of children around the world are affected by conflict, natural disasters, complex humanitarian emergencies, internal strife and fragility. More than half of the world's out of school children live in countries facing war and violence, and are deprived of their right to education.

¹ 22 are classified as fragile by the World Bank and 18 are classified as conflict-affected by UNESCO; 12 fall into both lists.

Moreover, 100 million children and young people are affected by natural disasters and hazards on an annual basis. Many of these children have not been given an opportunity to go to school or have been taken away from schools. Children are crossing borders or are becoming permanently displaced without a guarantee that they can go to school when they finally arrive at a safer destination. Over one third of the world’s refugee children are still missing out on primary education, and three out of four do not have access to secondary education. More than one third of countries hosting refugees do not recognize their right to education. More than 60% of refugee children live within the boundaries of GPE partner countries.

GPE is strongly committed to addressing this crisis. The **Global Partnership’s Strategy 2020** makes support for conflict affected and fragile states (CAFS) a focus for the partnership over the next five years. This continues what has been a steady increase in GPE support to CAFs. Such a focus is supported by GPE’s unique inclusion of representation from countries affected by conflict and fragility in its governance arrangements, who are members of the GPE Board and Board committees.

GPE’s approach to CAFS begins with the allocation of GPE financing using an eligibility and allocation framework that places an emphasis on low and lower middle income countries with high levels of out of school children, and that specifically weights allocations towards countries affected by fragility and conflict. This has led to an increase in the proportion of grants disbursed to CAFS (Table 1) and the growth in the number of CAFS in the partnership (Table 2).

Table 1: GPE disbursements (USD million) (Source: GPE Secretariat 2016)

	2011	2012	2013	2014	2015
CAFS	177	151	175	263	286
Non-CAFS	208	203	159	261	196
All	385	354	334	524	481

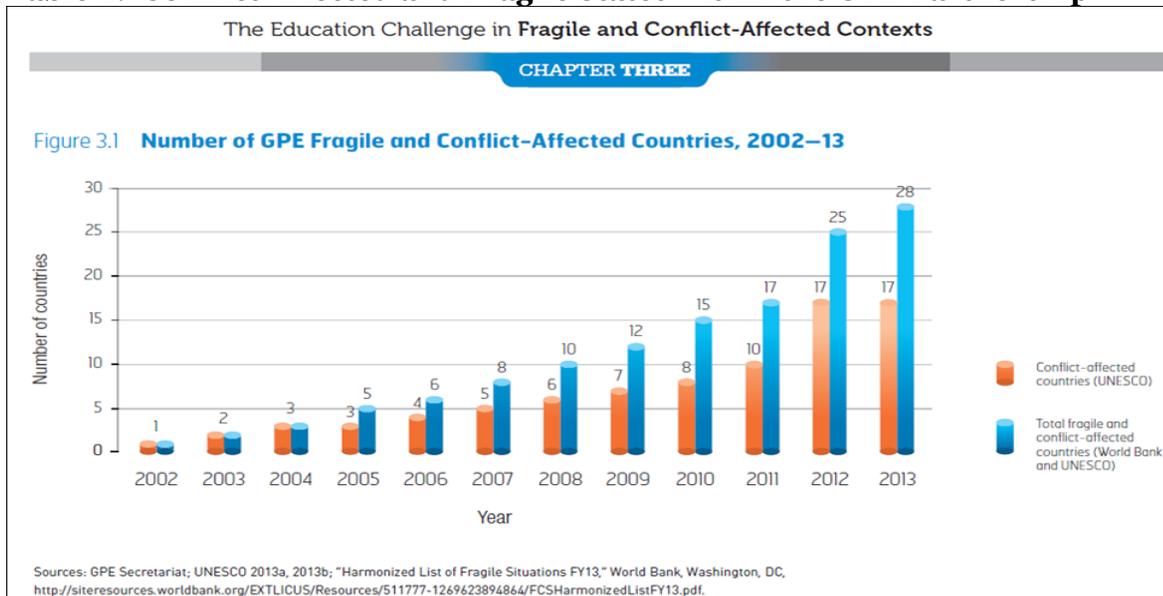
GPE deploys a progressive approach in EiEPC contexts, providing flexibility to address challenges and optimize program results when a country faces a crisis. GPE finances education interventions that accompany children throughout a country’s progress from recovery, through to preparedness to reduce the impact of any future crises. It recognizes that securing a continuum of education services is crucial to maintaining important progress made by school-going children and youth, teachers and education systems.

GPE support in emergency contexts has four main components:

- GPE supports **Education Sector Plans** that **reinforce emergency readiness**, preparedness, and planning through its sector planning grants.
- GPE supports **Transitional Sector Planning** – which offers a unique starting point for policy coordination when countries are emerging out of crisis, and specifically recognizing the need to link between development actors (organized within a Local Education Group or LEG) and humanitarian actors (through the Education Cluster).
- Through its **Accelerated Financing** mechanism, countries with existing GPE allocation are able to draw down on up to 20% to meet immediate needs when a crisis strikes.

- GPE grants can also be restructured to meet urgent emergency needs, and can be deployed for direct service provision to address urgent needs, under the **GPE Operational Framework for Effective Support in Fragile and Conflict-Affected States**.

Table 2: Conflict Affected and Fragile States within the GPE Partnership



2. GPE MECHANISMS FOR SUPPORT IN FRAGILE AND CONFLICT AFFECTED CONTEXTS

a) Transitional Sector Planning, and Preparedness Planning Across the Partnership

During early recovery, the Global Partnership can provide technical support to help countries establish a transitional (or interim) education sector plan (TEP), which forms the basis for a coordinated approach by identifying priority actions in the medium-term.

A TEP enables a government and its partners to develop a structured plan to maintain progress toward ensuring the right to education and meeting longer-term educational goals and seeks to address immediate needs relevant to the context as well as actions needed to strengthen education system capacities.

A TEP results in a:

- A common framework to help the government align development and humanitarian partners in support of education. This alignment will be especially important in situations where both development and humanitarian partners and funding are present. The TEP can then also serve as a vehicle for harmonizing emergency or early recovery education activities that may be specified in a Humanitarian Response Plan with longer-term development priorities for the education sector.
- Accelerated timelines so that urgently needed funds can be received in transition contexts.
- Robust plans that will facilitate access to external education financing opportunities.

- Sense of ownership among those involved in the planning process, which will aid with implementation of the plan.
- “Road map” for a few priority education programs for three years.

In addition, GPE prioritizes and incentivizes inclusion of **crisis preparedness and planning** in sector dialogue mechanisms and education planning exercises. Revised guidelines for education plan preparation, created in cooperation with the IIEP, are used by the GPE to establish minimum standards for all sector plans, which GPE has committed to monitoring as part of its Strategy 2020. To qualify as credible, a plan must include **“an analysis of the country vulnerabilities, such as conflict, disasters, and economic crises, and shall address preparedness, prevention and risk mitigation for the resilience of the system”** (GPE 2015a–b).

b) Accelerated Support in Emergency and Early Recovery Situations (adopted by the GPE Board in 2012)

GPE Accelerated Funding allows for disbursement within eight weeks of up to 20% of GPE’s indicative allocation for a partner country. Use of funds is based on the Education Cluster needs assessment and agreed upon by a local education group and the humanitarian Education Cluster at country level.

Through this mechanism, GPE can provide rapid assistance to countries that are: (i) eligible for GPE Education Sector Plan Implementation Grants (ESPIG) funding; (ii) affected by a crisis for which a humanitarian appeal has been launched and published by the UN Office of Coordination for Humanitarian Affairs, with education as a part of that appeal; and (iii) able to demonstrate that GPE funds will not displace government and/or other donor funds, but will be in addition to other resources.

Activities can include, but are not limited to, emergency activities such as temporary shelters, school meals and distribution of school supplies, as well as activities critical to establishing or rebuilding education services, such as classroom construction, teacher remuneration and school grants. Accelerated support should be implemented within one year, by which time the country should have applied for the remaining 80% allocation for longer-term development programming. This promotes a link between shorter-term emergency response and longer-term development needs.

c) GPE Operational Framework for Effective Support in Fragile and Conflict-Affected States (adopted in May 2013).

In 2013 GPE and its partners adopted an Operational Framework for Effective Support in Fragile and Conflict Affected States. This policy aims to provide more effective support when emergencies occur during implementation of GPE ESPIGs, calling for a rapid review of the situation by the LEG, immediate notification and exploration of alternatives in cases where a grant agent can no longer implement planned activities due to a crisis, and efficient grant revisions where adjustments are needed in order to address education needs arising from an emergency.

Under this policy GPE is able to redirect resources to priority activities arising from the emergency, with the same grant agent (as in Yemen in 2015), or to an alternative grant agent who can ensure continuity of services and salaries – as occurred in Madagascar in 2009 and is currently underway in Burundi.

3. GPE'S INCREASED FOCUS ON REFUGEE AND DISPLACED CHILDREN

GPE countries are home to just over 3 million refugee children, about 63% of the world's refugee children population based on UNHCR data. Yet few GPE partner countries include refugees in their education sector planning, and many lack the capacity and resources to address the educational needs of refugees.

In response, GPE is reaching out to strengthen the partnership by bringing in key partners involved in responding to the needs of displaced children affected by conflict and crisis and encouraging greater attention to the education of refugees and displaced populations in education sector plans.

GPE and UNHCR are also finalizing an MOU, for collaboration that will be at global, regional and local levels with the overall aim to support partner countries to do more for displaced children.

Some of the activities under the MOU include:

- Further engagement by UNHCR in local education groups, and education partners working with UNHCR on refugee education;
- Focused work with national education partners on the inclusion of refugees in national and sub-national education policies, sector plans and budgets;
- Provide technical advice to national partners in design and implementation of programs to address key challenges in meeting the educational needs of refugees;
- Leveraging of development partners for programming and funds to benefit refugees in protracted settings and/or where enhancement of national systems is required to absorb refugees;
- Targeted support to address critical gaps in refugee education service provision including education for girls and adolescents, quality and learning achievement.

4. GPE'S RESULTS IN PARTNER COUNTRIES

Central African Republic (CAR): Early Recovery and Coordination

In the Central African Republic the Global Partnership for Education contributed to an early recovery intervention through the provision of accelerated funding and support for the development of a TEP. After the 2013 crisis, over one third of schools were damaged and non-functioning. A GPE grant for US\$15.5 million for 2014-2015, managed by UNICEF, has supported over 100,000 children to return to school; delivery of school kits to more than 250,000 children, rehabilitation of more than 250 classrooms, and catch up classes in target schools.

The Global Partnership played a unique role in promoting donor coordination through the creation of the first Local Education Group (LEG) in CAR, which in turn proved to be an important mechanism for planning when crisis struck. It also helped to leverage additional financing, aligned around the education sector plan. Today donors are fully aligned around CAR's sector plan: an EU program, fully aligned to the TEP, complements the GPE program (target provinces not covered by the GPE program but with the same package of interventions), an AFD program helps to re-establish the Ministry of Education capacity in coordination with the GPE program, NGOs provide co-funding to implement activities through the GPE program, and the Humanitarian Education Cluster works closely with the LEG.

Chad: Supporting a Coordinated National Response to a Humanitarian Crisis

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

Using GPE support, Chad set a strong example for GPE partner countries by becoming the first GPE partner to **include refugees in its Transitional Education Sector Plan** in 2013. GPE subsequently provided Chad with two grants to implement its education sector plan (US\$7.06 million and US\$40.14 million for the period 2013-2016.) An existing humanitarian appeal includes education, and GPE confirmed in May 2015 an indicative allocation of US\$34.8 million in new funding for Chad. GPE is supporting Chad's development of an Education Sector Plan for the period 2017 to 2026.

In March 2015, during Chad's annual Joint Sector Review (JSR) of the education sector, a discussion between the Ministry of Education and its development partners led to a decision to mobilize additional funding to respond to its humanitarian crisis. Under GPE's Accelerated Support policy, Chad was eligible to request US\$6.96 million as accelerated funding to focus on basic service delivery in August 2015.

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

The Chadian authorities submitted a final proposal for accelerated financing to GPE on January 8, 2016. Funding was approved by the Country Grants and Performance Committee on February 4, 2016, meeting GPE's commitment to processing Accelerated Funding proposals within a four week window. Funds were rapidly disbursed to GPE implementing partner UNICEF by February 9, 2016, demonstrating the speed with which GPE can move to support accelerated financing for humanitarian crises.

Democratic Republic of Congo (DRC): Support for Better Planning and Domestic Financing

Access to a free, quality education for all Congolese children was introduced in 2010 by the government. But in many towns and villages, parents still contribute to school costs to cover school maintenance, administration, and even supplies and teachers' salaries.

GPE has supported DRC to prepare a TEP for the period 2012-2014 – the country's first education sector plan since independence. Motivated by the new education plan, the government increased the share of its budget allocated to education, from 9% in 2010 to 16% in 2013 with the goal of reaching 18% by 2018.

The Global Partnership is presently supporting the government's efforts with a USUS\$100 million grant that covers school rehabilitation and construction in the most deprived provinces, distribution of 20 million textbooks around the country and improvements in sector management. It is also investing in a new education sector plan, which includes a vulnerability analysis conducted with IIEP support.

GPE is supporting DRC to develop a new ESP for the period 2016 to 2025, and to prepare its application for a second GPE grant of USUS\$ 100 million for consideration by the GPE Board in 2016.

Sierra Leone: Grant Restructuring during a Health Emergency

In 2015 education progress in Sierra Leone was significantly affected by the Ebola crisis. In response to this crisis, Sierra Leone, a GPE partner since 2007, used GPE's **Operational Framework for Effective Support in Fragile and Conflict-Affected States** to restructure a part of its US\$17.9 million GPE grant to meet immediate educational needs. GPE funds were used to support emergency radio and television school programs when schools were closed and to ensure safe and secure learning environments when schools reopened.

GPE stood ready to similarly restructure its funding in Guinea and Liberia, staying in contact with LEGs and monitoring each situation closely. This however proved unnecessary as other sources of funding were available in these countries, allowing GPE financing to support the sector once the emergency abated and development efforts could resume.

South Sudan: Linking Humanitarian Response and Long Term Development

Two years after its independence, South Sudan joined the GPE. GPE supported the development of the country's education sector plan, and provided USUS\$36.1 million in funding to support that plan during the 2013-2016 period.

In December of 2013, renewed conflict broke out in South Sudan, creating another humanitarian crisis in which an estimated 2 million people, including 500,000 children, were displaced in three states. Using GPE's Operational Framework for Effective Support in FCAS, the local education group, in consultation with the Education Cluster, including the Ministry of Education, donors, and UN agencies, were engaged to plan for the best use of GPE and other funds to address this crisis.

GPE played an important role in facilitating consensus among these stakeholders to leverage funds from other donors to the sector to support educational programming in the three conflict-affected states. This allowed GPE funding to protect the rights of children in the unaffected states, as well as support the transition from emergency to long-term development in the conflict affected states.

Today, South Sudan is concluding its second Sector Analysis with support from GPE, and preparing for a GPE ESPIG. Sector analysis supported by GPE has included a vulnerability analysis in order to integrate emergency needs within the education sector plan. As a result, the Ministry of Education is planning to establish an education in emergency unit within the ministry in order to coordinate development and emergency activities even better in the future.

Somalia: Innovative Approach to Transitional Sector Planning

After years of civil war, in 2012 Somalia joined GPE as a federal state. More than 75% of Somalia's public schools were destroyed or closed, and two generations of children had grown up largely without access to basic education.

The Global Partnership provided critical funding and helped Somalia rally support for a plan to rebuild the nation's school system, working in an innovative fashion with three regions to develop transitional plans. For the first time ever, there are now TEPs in place for all three Somali regions: South and Central Somalia, Somaliland and Puntland. As a result, Somalia is now shifting away from fragmented, emergency activities toward better planning and program implementation.

Since 2012, GPE has supported Somalia with grants to each of these regions, providing US\$14.5 million in total. These grants have supported payment of teachers' salaries, access of girls to schools, and accelerated training programs that allowed children in South Central Somalia to access to public schools from the beginning of the 2013-14 school year.

Somalia is presently eligible for an additional allocation of US\$ 33.1 million for a second grant phase.

Yemen

Yemen, a GPE partner since 2003, has received over US\$120 million in funding from the partnership. GPE supported the country's most recent TEP for 2013-15.

In 2015, escalating conflict led to considerable disruption of education in Yemen. An emergency LEG meeting was convened by the Ministry of Education to determine how best to use GPE funds to respond to the conflict that left 1.8 million children out of school.

Using GPE's **Operational Framework for Effective Support in Fragile and Conflict-Affected States**, approximately US\$10m (of a US\$72,600,000 grant) was subsequently redirected for rebuilding 150 schools, psycho-social support to 37,500 girls and boys, and basic school supplies for nearly 91,000 children.

More recently, during the LEG meeting in Amman, Jordan, Yemeni partners agreed to develop the TEP for the country to ensure the continuation of education activities in the country. The LEG in Yemen helped partners who have suspended their operations in the country to be involved in the sector dialogue and so enabled them to remain engaged during the crisis.

5. CONCLUSION

GPE's three main mechanisms for support in fragile and conflict affected contexts – accelerated financing, transitional sector plans and GPE's operational framework for effective engagement in fragile and conflict-affected states, ensure that GPE's funding to the education sector does not stop when emergencies strike, and that partners work together to identify needs and the best use of GPE funds, as has happened in CAR, Chad, Somalia, South Sudan, and Yemen.

Moreover, the process to receive accelerated funding requires development and humanitarian actors to work together in a way that helps strengthen the link between emergency response, recovery and development, and promotes improved coordination. Notably, this model has ensured rapid response, sustained financing, and improved donor alignment and coordination in countries such as the CAR, DRC, Madagascar, Yemen, and more recently Chad (see GPE Portfolio Review 2015; Menashy and Dryden-Peterson 2015). As demonstrated in Chad and Sierra Leone, GPE financing can be moved rapidly and effectively to meet emergency needs.

However, GPE's current approach has three main limitations:

- GPE's Operational Framework and its accelerated financing mechanism forces a choice between emergency and development needs, whereby funds for crisis are not additional to existing development funds. Whereas some countries choose to use GPE funding to address emergency needs, on the whole governments tend to choose to try to raise funds from other sources if possible and retain GPE funds to address longer-term development goals, as South Sudan chose to do when the crisis intensified and the potential reallocation of GPE funds was discussed and decided against in 2014.
- GPE's approach also has a second limitation. Although more than half of the world's refugee children live within GPE partner countries, few countries include them in their national education sector plans and programs – a notable exception being Chad. More can be done to include refugee education within nationally owned planning and programming.
- A third limitation is that GPE eligibility and allocation models are not responsive when there is a rapid deterioration of educational opportunities in countries and regions that are not already part of the partnership. As an example, as of the 2014 data released in 2016, Syria is now eligible for GPE financing because it has more than 15% of children out of primary school and a per capita income of under US\$2500. However, GPE was not positioned to provide support to Syria as the crisis unfolded, missing the chance to provide education for the millions of out of school children who are the victims of this crisis.

Given the significant gap in education emergency funding, and the fact that so many out of children affected by conflict and crises live within GPE partner countries, GPE recognizes the need for enhanced action. GPE's current approach should be seen as a solid foundation and model for future efforts, but also warrant further elaboration in order to meet these challenges.

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Annex 1 – Profile of GPE Support to Partners Affected by Conflict and Fragility

Country	Approved		Disbursed		Transferred		Accelerated Funding	ESP or TEP	ESP or TEP Period	Endorsement Year
Afghanistan	US\$	55,700,000	US\$	27,856,780	US\$	31,710,860		TEP	2011- 2013	2011
Burundi	US\$	52,900,000	US\$	32,800,000	US\$	32,800,000		ESP		
CAR	US\$	57,000,000	US\$	46,487,012	US\$	51,985,348	Yes	TEP	2014-2017	2014
Chad	US\$	47,200,000	US\$	41,957,178	US\$	46,798,946	Yes	TEP	2013-2015	2012
Comoros	US\$	4,600,000	US\$	3,298,072	US\$	4,600,000		TEP	2013-2015	2013
DRC	US\$	100,000,000	US\$	78,454,962	US\$	100,000,000		TEP	2012-2014	2012
Côte d'Ivoire	US\$	41,400,000	US\$	29,299,994	US\$	32,000,000		ESP		
Eritrea	US\$	25,300,000	US\$	11,042,602	US\$	15,340,029		ESP		
Ethiopia	US\$	100,000,000	US\$	80,000,000	US\$	100,000,000		ESP		
Gambia	US\$	6,900,000	US\$	3,658,218	US\$	3,697,114		ESP		
Guinea-Bissau	US\$	12,000,000	US\$	9,137,437	US\$	12,000,000		ESP		
Haiti	US\$	46,100,000	US\$	29,742,796	US\$	37,000,000		TEP	2013-2016	2014
Liberia	US\$	40,000,000	US\$	40,000,000	US\$	40,000,000		ESP		
Madagascar	US\$	85,400,000	US\$	41,058,270	US\$	47,626,273		TEP	2013-2015	2013
Mali	US\$	41,700,000	US\$	29,140,133	US\$	30,000,000		ESP		
Nepal	US\$	59,300,000	US\$	-	US\$	-		ESP		
Nigeria	US\$	100,000,000	US\$	4,000,000	US\$	15,000,000				
Jigawa								ESP	2013-2022	2014
Katsina								ESP	2014-2016	2014
Kano								ESP	2014-2016	2014
Kaduna								ESP	2006-2015	2014
Sokoto								ESP	2011-2020	2014
Pakistan	US\$	100,000,000	US\$	22,068,017	US\$	30,068,017				
Balochistan	US\$	34,000,000	US\$	8,068,017	US\$	8,068,017		ESP	2013-2018	2014

Sindh	US\$	66,000,000	US\$	14,000,000	US\$	22,000,000		ESP	2013-2017	2014
Rwanda	US\$	25,200,000	US\$	-	US\$	10,000,000		ESP		2015
Sierra Leone	US\$	17,900,000	US\$	1,855,526	US\$	5,000,000		ESP		
Somalia	US\$	14,500,000	US\$	8,395,862	US\$	11,696,614				
South Central	US\$	8,200,000	US\$	4,286,358	US\$	6,091,800	Yes	TEP	2013-2016	2013
Puntland	US\$	2,100,000	US\$	1,321,265	US\$	2,100,000	Yes	TEP		
Somaliland	US\$	4,200,000	US\$	2,788,239	US\$	3,504,814	Yes	TEP		
South Sudan	US\$	36,100,000	US\$	15,197,258	US\$	23,663,560		ESP		
Sudan	US\$	76,500,000	US\$	27,675,756	US\$	38,450,000		TEP	2012-2014	2012
Timor-Leste	US\$	2,800,000	US\$	2,537,205	US\$	2,800,000		ESP		
Togo	US\$	27,800,000	US\$	6,971,097	US\$	9,000,000		ESP		
Uganda	US\$	100,000,000	US\$	8,503,767	US\$	35,000,000		ESP		
Yemen	US\$	82,600,000	US\$	18,046,674	US\$	31,000,000	Yes	ESP	2013-2015	2013
Zimbabwe	US\$	23,600,000	US\$	10,228,097	US\$	19,548,797		TEP	2011-2015	2013
Total	US\$	1,382,500,000	US\$	629,412,713	US\$	816,785,558	6			