

**BURUNDI EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT ALLOCATION:
REPORT FROM THE GRANTS AND PERFORMANCE COMMITTEE**

For Decision

Please note: Board papers are deliberative in nature and, in accordance with the GPE Transparency Policy, are not public documents until the Board has considered them. It is understood that constituencies will circulate Board documents among their members prior to Board consideration for consultation purposes.

1. STRATEGIC PURPOSE

1.1. The purpose of this paper is to request the Board to approve an allocation for an education sector program implementation grant (ESPIG) to Burundi, as recommended by the Grants and Performance Committee (GPC) following its discussion of the grant application during its January 29-31, 2019 meeting.

2. RECOMMENDED DECISION

2.1 The GPC recommends the Board approve the following decision:

BOD/2019/03-XX–Allocation for an Education Sector Program Implementation Grant to Burundi: The Board of Directors with respect to the application submitted in the fourth round of 2018:

1. Notes compliance with the requirements for accessing the fixed part of the maximum country allocation, as described in the application and summarized and assessed in Annex 2 to BOD/2019/02 DOC 02.
2. Notes compliance with the incentives for accessing the variable part of the maximum country allocation and approves the indicators on Equity, Efficiency, and Learning and their means of verification, as described in the application and assessed in Annex 2 to BOD/2019/02 DOC 02.
3. Approves an allocation from GPE trust funds for an education sector program implementation grant (ESPIG), as described in the application submitted and summarized in Table 1 in decision BOD/2019/03-XX 3 (c), subject to:
 - a. Availability of funds.

- b. Board decision BOD/2012/11-04 on commitment of trust funds for ESPIGs in annual installments.
- c. GPC recommendations for funding include (all amounts in US\$):

Table 1 Application Summary and GPC Allocation Recommendations for an ESPIG in US\$:

Burundi		
a.	Maximum Country Allocation	25,600,000
b.	Allocation Requested (100%)	25,600,000 ¹
c.	Fixed Part Requested	17,920,000
d.	Variable Part Requested	7,680,000
e.	Allocation Recommended by GPC	25,600,000
f.	Grant Agent	Agence Française de Développement (AFD)
g.	Agency Fee % - Amount	4% - 1,024,000
h.	Period	5 years
i.	Expected Start Date	March 30, 2019
j.	Variable Part Disbursement Modality	Ex-post
k.	Funding Source	GPE Fund

- 4. Requests the Trustee to withhold the transfer of funds until the condition set out in Annex 1 to BOD/2019/02 DOC 02 has been met.
- 5. Requests the Secretariat to:
 - a. Include in its notification of grant approval to Burundi the condition, requests for report-back and observations on the program as recommended by the Grants and Performance Committee and set out in Annex 1 to BOD/2019/02 DOC 02.
 - b. Include an update on the issues listed as “conditions” and “report back” in the annual Portfolio Review in accordance with the specified timeline.

¹ Includes US\$700,000 for the cost of the grant agent to perform its roles and responsibilities (formerly supervision fees).

3. BACKGROUND

3.1 The Committee assessed the grant application from Burundi and discussed whether it met the funding model requirements to access the fixed and variable part of the maximum country allocation.

3.2 Prior to the discussion, no conflicts of interest were disclosed.

3.3 The GPC had a rich discussion regarding the application and found that Burundi met the requirements.

3.4 The primary discussion points are summarized in Annex 1. The evidence for meeting the requirements and quality standards is set out in Annex 2.

4. PLEASE CONTACT Margarita Focas Licht (mlicht@globalpartnership.org) in case of any questions.

5. ANNEXES

5.1 This paper includes the following annexes:

- Annex 1 – GPC Observations, Report-Backs, and Conditions
- Annex 2 – Secretariat Quality Assurance Review Phase 3 (Final Readiness Review)

5.2 The following is available on the [Committee eTeam site](#):

- Burundi ESPIG Application Package (GPC/2019/01 DOC 08)

ANNEX 1 – GPC OBSERVATIONS, REPORT-BACKS, AND CONDITIONS

Burundi	
Observations	<p>Considering the fragile context of the country, including the socio-political events of 2015 and their impact on the education sector, the Committee commends the high share of education in the total government budget.</p> <p>With regard to the substantive focus on classroom construction in the proposed program and the significant amount allocated to it (68 percent of the GPE grant), the Committee strongly encourages the country to focus on out-of-school children and to target the most marginalized areas when selecting construction sites.</p> <p>Given the emphasis on construction in the current proposal, the Committee recommends that the additional maximum country allocation of US\$21.3 million, for which the country will apply shortly, not focus on classroom construction. Instead, the Committee recommends that the next grant consider a better balance between construction activities and activities designed to address other challenges, such as better access to early childhood education, access for and retention of vulnerable children in basic education, improvement of the quality of learning conditions and pupil performance.</p> <p>The Committee further encourages the reinforcement of the EMIS to track the implementation and impact of the proposed program, in particular to ensure that the program is effectively implemented and benefits vulnerable children.</p> <p>The Committee also discussed the focus on French language in the proposed program and the way this would interact with Kirundi, the other national language and mother tongue of children in the country. The Committee fully supports the complementarity and the added-value of this focus on improving learning of and in the French language to reinforce the overall quality of learning.</p> <p>Generally, and in the context of the recent suspension of a number of international non-government organizations and the related troubling issue of required identification of staff by ethnicity, the Committee notes its high concern around this issue, including its impact on the implementation of the program and the functioning of the local education group.</p>
Report-Backs	<p><i>For the Grant Agent:</i></p> <p>Given the importance of reducing gender-based disparities, the Committee requests that the grant agent monitor the dropout rates for girls in basic and secondary education and any other indicator useful to measure progress in this area. The Committee also requests that the grant agent monitor the reduction in disparities in learning conditions between provinces and, if data is available, based on wealth. The grant agent is requested to report on these issues in its regular progress reports on the grant.</p> <p>The Committee also requests that the grant agent provide an operational manual or similar document within one year of grant approval. The Secretariat</p>

	<p>will review the information received to ensure that the grant implementation arrangements are robust, and that the activities indeed target the most marginalized children. The Committee notes that the program document provides reassuring information on marginalized schools targeted under the Fixed Part of the grant.</p> <p><i>For the Local Education Group:</i></p> <p>Considering the fragile context of the country and the Committee’s concern about equity, in particular as it concerns out-of-school children and other marginalized children, the Committee requests the local education group to monitor, and the coordinating agency on behalf of the local education group and via the joint sector review report to provide the Secretariat with annual updates on the following:</p> <ul style="list-style-type: none"> ▪ The share of education in public expenditure with a breakdown of national resources and foreign aid ▪ The situation of out-of-school children ▪ The beneficiaries of the classroom construction component of the proposed program in both the fixed part and the variable part <p>At the request of the Committee, the Secretariat will share the updates with the Committee.</p>
Condition	<p>In order to ensure that the proposed program will benefit the most marginalized children through the large classroom construction component and overall, the Committee requests that the grant agent prior to the release of grant funds provide a list of the targeted schools under the fixed part to the Secretariat. The Secretariat will review the list before authorizing the transfer of the funds.</p> <p>The Committee notes that information on marginalized schools targeted under the variable part component is included in the program document.</p>

ANNEX 2 – SECRETARIAT QUALITY ASSURANCE REVIEW PHASE 3 (FINAL READINESS REVIEW)

Burundi - Quality Assurance Review – Phase 3

Total Program Cost: US\$30.6 million, of which
GPE: US\$25.6 million; and GA: US\$5 million (€4 million)
Proposed GPE Grant Amount: US\$25.6 million
Fixed Part: US\$17.92 million, of which US\$0.7 million (3.9 percent) for Grant Agent's Implementation Support Costs
Variable Part: US\$7.68 million
Implementation period: 5 years
Projected implementation start date: March 30, 2019
Grant Agent: Agence Française de développement (AFD)

1. BACKGROUND AND EDUCATION SECTOR OVERVIEW

1.1 COUNTRY BACKGROUND

Burundi is a small landlocked country with an extremely high population density. The majority of the population lives below the poverty line (72.9 percent) and is rural (87 percent).² The country's economy is largely reliant on its agricultural sector, which employs 80 percent of the labor force, although the sector contributes just 40 percent of GDP and poverty affects mainly small rural farmers. The level of food insecurity is alarming, with the country ranking bottom of the Global Hunger Index (2014, latest available data). The recession continued in 2017 owing to the fragile political environment, low private consumption attributable to the downturn in food production caused by poor weather conditions, and forced migration (refugees and internally displaced persons).³

Burundi has experienced great political instability and many episodes of violence since its independence in 1962. Relative stability conducive to economic recovery returned to the country following the Arusha Peace and Reconciliation Agreement (2000). Yet in 2015, the re-election of Pierre Nkurunziza to the presidency triggered a political crisis that claimed hundreds of lives. A census conducted by the Office of the United Nations High Commissioner for Refugees (UNHCR) reports that nearly 275,000 Burundians have found refuge or sought asylum in other countries. In March 2018, the UNHCR and the Burundian Ministry of the Interior announced a slight trend reversal with the return of over 20,000 refugees since September 2017.⁴

Country Name: Burundi	
Population	10.9 million (2016, transitional plan simulation model, Ministry of Education, Technical and Vocational Training – MEFTP)
Human Development Index Ranking	184 out of 188 countries (2015, UNDP)

² World Bank data, 2017: <https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS?locations=BI>

³ Adapted from <http://www.worldbank.org/en/country/burundi/overview>

⁴ *ibid*

GDP	US\$2,469 million (2016, transitional plan simulation model, MEFTP)
GDP per capita	US\$226 (2016, transitional plan simulation model, MEFTP)
World Bank Income Classification Level	Low-income country (2017, World Bank)

1.2 EDUCATION SECTOR OVERVIEW

Following the sociopolitical events of 2015, a number of development partners pulled out, the pooled fund was suspended, sector dialogue dwindled, the sector’s internal funding shrank, and the macroeconomic environment was totally disrupted. Therefore, in collaboration with its development partners, the Government took up the option of developing a medium-term transitional plan (2018-2020 TEP) rather than continuing with the implementation of the 2012-2020 Education and Training Development Sector Plan (ETDSP). This option will enable the Government to focus its efforts on basic education, protect the gains until the country overcomes the current unrest and prepare a comprehensive sector plan at the end of the transitional plan period.⁵

Following a participatory process, the Government and the Development Partner Group (DPG) endorsed the Transitional Education Plan (TEP) on May 31, 2018. The document was independently appraised by a team of consultants hired by UNICEF, the coordinating agency, on behalf of the DPG. The recommendations of the appraisal, published in a final report in May 2018, were addressed in the final version of the transitional plan.

The TEP will focus on basic education in order to support the basic education reform launched at the start of the 2013/2014 academic year and meet the major challenges identified by the 2014 Education Country Status Report (CSR) and the analysis of risks and vulnerabilities conducted in 2017. In fact, considerable challenges persist in terms of equity, efficiency and learning outcomes.

1.2.1 Learning outcomes

Burundi posts higher average scores than the other countries that took part in the 2014 Program for the Analysis of Education Systems (Benin, Burkina Faso, Cameroon, Chad, Côte d’Ivoire, Niger, Republic of the Congo, Senegal, and Togo) in terms of reading and mathematics at the start and end of primary education. However, 21 percent of pupils present learning difficulties in reading at the start of their schooling and 43.5 percent at the end of their schooling.⁶ The situation is less of a concern in mathematics with just 3 percent of pupils below the “sufficient” level at the start of their schooling and 12 percent at the end of their schooling. However, the national exams post contradictory results.⁷ Learning difficulties in the first year of schooling are the result of a number of factors, such as the assignment of less experienced teachers to the earlier grades, limited learning time, overcrowded classes, and pupil and teacher absenteeism. An important factor that might explain the marked drop in reading outcomes at the end of schooling is the switch in

⁵ Elements drawn from the 2018-2020 foreword to the 2018-2020 Transitional Education Plan

⁶ 2014 PASEC and 2017 CSR results.

⁷ Just 37 percent of grade 6 pupils scored 50 percent and above in mathematics, 2017 CSR.

language of instruction from Kirundi to French in grade 5, when the pupils and their teachers have a poor command of the French language. Insufficient textbooks and an imbalanced distribution of textbooks across schools are other factors impacting negatively on learning outcomes.

1.2.2 Equity

As reported by Indicator #4 of the GPE results framework, the primary completion rate was 66.6 percent in 2016, with the advantage to the girls whose completion rate was 70.3 percent as opposed to 62.8 percent for the boys (gender parity index of 1.11). The secondary completion rate stood at 25.6 percent, with a reversal in the gender disparity situation: 28.6 percent of boys completing secondary education compared to 22.7 percent of girls (gender parity index of 0.79). The pre-primary enrollment rate is low, at 6.66 percent in 2016, with gender parity (Indicator #5 of the GPE results framework).

Significant disparities appear when it comes to primary retention and the transition to lower and upper secondary education, wherein province and wealth are the most important factors in the creation of inequalities. As mentioned above, girls also stand less chance of continuing with their studies in secondary education. In addition, children who do not live with their parents (orphans and fostered children), children living with disabilities, and children who are the most exposed to the different risks identified are also vulnerable and more at risk of being out of school.

It is of note that a large proportion of out-of-school children live in rural areas: the 2013 household living conditions survey (ECVM) found an out-of-school rate of nearly 19.8 percent for children aged 7 to 16 years (90 percent of whom had never attended school and 10 percent of whom had dropped out of school) and 23 percent for children aged 6 to 14 years (94 percent of whom had never attended school). Some 93 percent of these children lived in a rural area. The distribution of out-of-school children across the 18 provinces shows that just five of the provinces – Kirundo, Ngozi, Ruyigi, Cibitoke and Makamba – account for nearly half (48 percent) of the children aged 7 to 16 who are out of school. Conversely, the lowest proportions of out-of-school children are found in the provinces of Bujumbura Mairie, Bujumbura Rural, Muramvya and Mwaro.⁸

1.2.3 Efficiency

The repetition rate remains very high at 22 percent of pupils enrolled in the first three cycles of basic education in 2015-16.⁹ The proportion of repeaters is higher at the beginning than at the end of the cycle (29 percent of repeaters in the first year of primary school compared to 25 percent in grade 6 in 2014).

The internal efficiency coefficient for 2014 stood at 62.1 as opposed to 48 in 2005 and 41.7 in 2010 (GPE results framework indicator #13). The allocation of teachers is not efficient, as measured by GPE results framework indicator #11, with a coefficient of 0.56 for the ratio of the number of teachers to the number of pupils per school in 2016. The availability of trained teachers is limited, with a pupil/trained teacher ratio of 47.37 in 2016 (GPE results framework indicator #12). Double-shift schooling is a widespread practice in the country, with a rate of 54 percent of classes on a

⁸ 2018-2020 Transitional Education Plan, page 13

⁹ TEP simulation model

double-shift system in the first three cycles of basic education and 67 percent in the first cycle. It would also appear that, quite aside from past efforts and the work remaining to improve the rationalization of the use of teachers, many more classrooms need to be built to improve access conditions nationwide.¹⁰

1.2.4 Monitoring of Sector Performance

The Local Education Group (LEG) is the lead platform for dialogue and cooperation between the Government and its partners (bilateral, UN agencies, development banks, national and international NGOs, teacher unions, and parent associations). Following the events of 2015, the Belgian development agency handed over its grant agent mandate to UNICEF for the Education Sector Program Implementation Grant (ESPIG) funding approved by the GPE Board in 2013 with an end date of March 2019. UNICEF is also the LEG's co-chair alongside the Ministry of Education as lead partner.

Sector coordination has been scaled up compared to the 2015 situation, mainly with seven regular LEG meetings and four extraordinary LEG meetings held since 2017. The Ministry of Education co-chairs the regular LEG meetings alongside the lead partner's representative, which demonstrates the national authorities' commitment to coordinating the sector with the partners. The content of group discussions has also been gradually extended to subsectors other than primary and basic education, which group members deem a positive development. The LEG's terms of reference are scheduled to be updated by the end of 2018.

The two major activities on which the Government and its partners have worked together over the past two years are the study of the system's vulnerabilities and, more broadly, the development of the transitional plan. A joint sector review was also conducted on July 25 and 26, 2017 to "put together a comprehensive information package to facilitate the objective, in-depth evaluation of the education system's performances, especially basic education, against the targets set in the 2012-2020 Education and Training Development Sector Plan (ETDSP)."¹¹ The TEP provides for this mechanism to be scaled up in 2018 to enable a review of the past academic year, produce a documented report on the state of progress with the activities and their achievements or difficulties encountered, and to share and validate the annual action plans.

2. FIXED PART REQUIREMENTS

2.1 Requirement 1: A credible, endorsed Transitional Education Plan (TEP)

The Government of Burundi has developed a Transitional Education Plan (TEP) for the 2018-2020 period, with a costed multi-year action plan. This package was appraised and endorsed by the Government of Burundi and the Local Education Group (LEG) on May 31, 2018. The country received Education Sector Plan Development Grant (ESPDG) funding to improve its sector data analysis and develop the plan.

¹⁰ The 2018-2020 Transitional Education Plan sets a target of 1,000 classrooms to be built for the primary level equivalent by 2020.

¹¹ Joint sector review report, July 2017

The external assessment of the 2018-2020 transitional plan was conducted in April 2018 and the resulting recommendations were addressed in the finalization of the sector package. The partners' endorsement hence confirms the credibility of the finalized plan. The assessment conducted by the Secretariat also confirms the plan's robustness, i.e., that it is based on empirical data, that it is sensitive to context and disparities, and that it is strategic, targeted and operational.

Following the April 2015 sociopolitical crisis and consultation with the development partners, the Government of Burundi took up the option to develop a medium-term transitional plan to take over from the Education and Training Development Sector Plan (ETDSP) that Burundi had put in place for the 2012-2020 period. The ETDSP and its accompanying 2013-2015 multi-year action plan had been endorsed by the Government and the development partners, but most of the partners, especially those contributing to a pooled fund for the education sector, had stopped financing the implementation of the ETDSP.

The transitional plan concentrates on basic education to support the reform of basic education launched at the start of the 2013/2014 academic year and meet the major challenges identified by the 2017 Education Country Status Report (based on 2014 data) and the analysis of risks and vulnerabilities conducted in 2017.

Conclusion: Requirement 1 is met.

2.2 Requirement 2: Evidence of commitment to TEP and its financing

The education sector is a priority for the Government of Burundi in view of the share of its budget earmarked for education. The two sector and primary level financing criteria are therefore met.

The share of the education sector in recurrent expenditure excluding public debt has always been very high. It rose from 31.1 percent in 2012 to 34.1 percent in 2016 and is forecast at 38.5 percent in 2018, 37.7 percent in 2019 and 36.2 percent in 2020. The share of the education sector in total public expenditure increased from 18.6 percent in 2014 to 23.2 percent in 2016 and will total nearly 39 percent, 36.8 percent and 36 percent, respectively, in 2017, 2018 and 2019. Given that the country's crisis has drastically reduced the national budget, following lower taxation levels and the withdrawal of bilateral donors, government capital expenditure has fallen substantially, and the trend could continue in the coming years. Note that the 2017 Education Country Status Report (CSR) indicates that government resources between 2010 and 2014 were highly dependent on foreign financing (current and capital budget support), which represented more than half of government resources for this period. Nevertheless, in 2016, external financing fell back to just 15.7 percent of total government resources.

The share of recurrent public expenditure on education earmarked for primary education stood consistently at around 49 percent between 2014 and 2016. It will decrease to 46 percent in 2018, but will resume its level of 49 percent in 2020.

With respect to the development partners' commitment, domestic resources will cover virtually all the sector's operating expenditure for the 2018-2020 period. The development partners will

contribute 15 percent of the total costs of financing the implementation of the TEP and, including the GPE contribution requested in the grant application, the outstanding TEP financing gap will be 4 percent. The key development partners' major areas of intervention are summarized in Annex 1.

Conclusion: Requirement 2 is met. The Government has committed to increase spending on education and the share of primary education in the 2018-2020 Transitional Education Plan (TEP). Nonetheless, the Secretariat proposes recommending that the country regularly monitor the share of education in public expenditure, in particular by means of joint annual sector reviews with breakdowns of national resources and foreign aid.

2.3 Requirement 3: Availability of Data.

Education sector analysis: Burundi started conducting a new diagnostic analysis of the education system (CSR) with support from the Pôle de Dakar in 2014, but the report was only finalized and published in 2017. This new Country Status Report (CSR) includes a detailed analysis of quality (the analysis covered the results of the 2014 Program for the Analysis of Education Systems (PASEC)), equity and disparities. The country also conducted a study of risks and vulnerabilities in 2017, and the TEP endorsed in June 2018 was based on an analysis of the most recent data.

Basic financial and education data for sector monitoring: In principle, the collection of school data starts in November, i.e., two months after the start of the academic year, but the statistical yearbook is published very late on (12 months, at the earliest, following the start of data collection). Note also that although the school census covers all subsectors, the response rates for higher education and trades education are very low. The statistical yearbooks present data disaggregated by gender and place of residence, as well as data on children with disabilities. The 2017-2018 statistical yearbook is currently being printed for circulation and preparations got underway for the 2018-2019 census in November 2018.

Burundi periodically fills in the UNESCO Institute for Statistics (UIS) questionnaires on formal basic, post-basic and higher education. The most recent presentation of data to UIS was in April 2018. The latest data published by UIS on Burundi cover the 12 basic indicators recommended by the GPE. They date from 2015 for the school statistics and 2013 for the financial data.¹²

System or mechanism for monitoring learning outcomes: The country took part in the PASEC 2014 and will also take part in PASEC 2019. The preparations for this second participation in the regional PASEC assessment are part of the gradual development of a national mechanism for assessing pupils' learning outcomes in basic education. Specific actions have hence been included in the Transitional Education Plan to scale up the Government's learning outcomes monitoring system.

Conclusion: Requirement 3 is met. The country plans to improve the Education Monitoring and Information System (EMIS) to produce statistical data on time in the next sector plan.

¹² "Government expenditure on education as a percentage of GDP" and "Government expenditure on education as a percentage of total government expenditure"

The country also intends to update the CSR with a view to preparing the new ten-year sector plan.

3. ESPIG

3.1 PAST ESPIG PERFORMANCE

Burundi became a member of the GPE on August 7, 2012 following the endorsement of its 2012-2020 Education and Training Development Sector Plan (ETDSP) to which was appended a three-year action plan for the 2013-2015 period.

ETDSP implementation was supported by an initial GPE grant (ESPIG) for a sum of US\$52.9 million, initially programmed over 3.5 years (January 2013-June 2016) with the Belgian development agency as grant agent. The technical and financial execution of this first GPE grant was initially handled by the Pooled Fund for Education – Special Allocation Budget (PFE-SAB), a financial instrument created in 2007 to pool the different donors' contributions. Over the 2013-2015 period, with the launch of ETDSP implementation on June 18, 2013, the GPE funds supplemented the contributions from Belgium, AFD and UNICEF. The pooled fund provided financial support for the launch of important reforms, such as the basic education reform and, the fund's performance was considered satisfactory and steady over 2013 and 2014, with a commitment rate of 83 percent and a disbursement rate of 42-44 percent.¹³ The aligned, harmonized use of the funds through the PFE-SAB also produced conclusive outcomes in terms of developing the Ministry of Education's management capacities, as much from the point of view of the civil servants as the organization and its procedures.¹⁴ Program implementation was found to present a total of €45,279.73 in ineligible expenditures, but the Government subsequently reimbursed this sum to the pooled SAB account.

Following the 2015 sociopolitical events, the Government and its development partners agreed to restructure the GPE grant: direct execution of the sums remaining for disbursement (US\$20.1 million) was assigned to UNICEF, thereby altering the implementation modality. This restructuring, proposed by a new program document, was approved by the GPE Board in June 2016.¹⁵

According to the information provided by the grant agent on December 6, 2018, the reformed program entitled the Basic Education Consolidation Support Program (PACEF) posted a disbursement rate of 97.4 percent of the total amount¹⁶ (funds executed and committed), thereby making for substantial progress with the targets of the project's three main components:

1. Consolidate access and increase equity in basic education by means of school construction and rehabilitation, provision of school equipment and materials, and information campaigns.

¹³ 2014 annual report on the Pooled Fund for Education, Belgian development agency, February 2015

¹⁴ 2013-2016 program implementation completion report, Belgian development agency, June 2017

¹⁵ Considering the measures taken by the European Union under Article 96 of the provisions of the Cotonou Agreement following the sociopolitical events of 2015, the Pooled Sector Fund was suspended as most of the bilateral donors had withdrawn. Implementation of what remained of the ongoing GPE grant was assigned to UNICEF.

¹⁶ This is the sum reported by the most recent financial statement sent directly by the UNICEF office in the country. The data sent by UNICEF headquarters to the Secretariat on all the funding managed by the organization are produced quarterly, and the latest financial statement (not up to date) presents a disbursement level of 66.9 percent.

2. Improve the quality of education by assisting with the implementation of the curricular reform in basic education.
3. Improve the steering and monitoring of the education system by building capacities to produce and use statistical data.

The program was initially set to cover the period from April 27, 2016 to June 21, 2018, but the closing date was subsequently extended to March 31, 2019 following approval of an application to revise the funding submitted to the Secretariat in April 2018. Although PACEF implementation started on time, construction of the 157 classrooms fell behind schedule owing to necessary trade-offs. These delays were made up and a first batch of 45 classrooms was delivered in February/March 2017, with the remaining 112 classrooms delivered as temporary solutions in August/September 2018 for use from the start of the academic year. It is also useful to note that the project was restructured to act on the Government's decision to finance the editing and printing of lower primary textbooks (first and second years of studies by the World Bank) under a project with more substantial funds for school textbooks. The funds initially allocated for lower primary textbooks were redirected to a new "Back-to-School" campaign to get children back to school for the start of the 2018-2019 academic year, therein justifying the project extension request. This campaign was rolled out in November 2018, distributing 1,200,000 school kits in Burundi's most vulnerable provinces, over half of which were financed by the GPE fund.

The program document (pages 21-23) describes how the lessons learned from the implementation of the current ESPIG (PACEF), and also other interventions covered by the previous sector plan, were put to use to develop this program. Reference is made to these lessons learned in Section 3.3 Assessment of the Program Document.

It is useful to note that the grant agent's co-financing for this program includes technical assistance upstream of the provision of the GPE grant to assist with defining the national allocation process for the new school constructions.

3.2 ESPIG DESCRIPTION

The program is designed to help the national authorities uphold the education system's achievements and continuity and contribute to reducing vulnerabilities by putting in place actions to prevent and manage risks liable to affect the education system. It will help the national authorities, in close collaboration with all the development partners, to continue to make progress to safeguard the right to education, under the common framework formed by the TEP, to create the conditions conducive to the definition of longer term goals and thereby support the upcoming sector planning process. It has five components.

Component 1 – Improve intake capacities – is designed to help improve learning conditions and pupils' academic progression and, reduce the most extreme situations in order to foster more equitable schooling for children by optimizing available resources and building more classrooms. Main activities include a school building program (240 classrooms with the fixed part and 195 with the variable part); definition and implementation of procedures to improve local resources management; and development of a school infrastructure maintenance and rehabilitation strategy, particularly for weather-damaged infrastructures, for school infrastructure sustainability. This

component will be funded entirely by ESPIG, and all variable part disbursements will be allocated to the construction activities.

Component 2 – Improve the quality of learning and efficiency of the system – is designed to improve teaching-learning processes and conditions to scale up learning outcomes and foster continuous schooling for pupils. Main activities include building capacities to teach the French language as a subject and use French as a language of instruction to facilitate the linguistic transition; improve science teaching conditions and practices in cycle 4 by providing schools with laboratory and IT equipment; build teacher and trainer skills in testing and remedial practices to reduce repetition by setting up and operationalizing school networks to support teachers. In this way, the project will support the gradual institutionalization of the school networks and their operationalization. This component will be entirely funded by ESPIG.

Component 3 – Support school resilience and reduction of vulnerabilities – is designed to provide local support to identified groups while informing Ministry of Education, Technical and Vocational Training (MEFTP) analyses and thinking so as to build real specific intervention strategies that can then be institutionalized by the future sector plan. Main activities include scaling up inclusive education with support to operationalize the inclusive education reference center; setting up local actions to support the retention of girls in school, which starts to fall in cycle 3; developing interventions to protect and help enroll out-of-school children who represent 25 percent of the school-age population; and supporting the educational and community reintegration of repatriates with a language upgrading mechanism. This component will be entirely funded by ESPIG.

Component 4 – System management and steering support – is designed to improve education system steering and, in particular, to support the preparation of the future sector plan. Main activities include support for efforts to develop trades education and vocational training by assisting with the development of a trades education and vocational training promotion strategy and implementation of a communication and information campaign on the local training supply and its job opportunities; improving EMIS data collection and processing; and assistance with all the preparatory activities for the development of the future ESP (support to update the CSR and develop a new simulation model including all the subsectors; evaluation of the implementation of TEP and assistance with drafting the future ESP; funding of Burundi's contribution to the implementation of PASEC; and special training in planning and follow-up studies). This component will be entirely funded by AFD.

Component 5 – Project management and technical assistance – is designed to ensure optimal project management by setting up an enhanced fiduciary management mechanism external to the government structures with the recruitment of an independent fiduciary operator; to deploy resident technical assistance to help steer the project; and to deploy a project management assistance team to oversee the school infrastructure program. This component will be entirely funded by AFD.

Burundi was one of the first countries to use a grant modality closely aligned with the national system, by means of the use of a pooled sector fund, to implement the first GPE grant. Following the 2015 crisis, the pooled fund was suspended and the GPE grant was restructured and

implemented by UNICEF as GA with a project aid modality. This same modality was chosen to support the implementation of the transitional plan.

In order to safeguard the pooled sector fund's outcomes, the project will be implemented by the national directorates in accordance with their strategic functions of steering, leading and implementing operations, quality control and supervision. They will be assisted in these functions by a project management assistance system. The services of a fiduciary agent will be used (funded by AFD) to ensure sound, efficient financial management of program expenditures and comply with the intervention terms defined by the international agreements in force. The relevant METFP departments will be responsible for steering the activities and their monitoring and evaluation at the sector level with the assistance of the fiduciary agent for financial execution. This approach is designed to respect the current intervention constraints while establishing practices conducive to the gradual realignment of aid in the education sector once the right conditions are in place. We also plan to call on NGOs to implement the activities for local communities owing to their grassroots embeddedness, their knowledge of the school and extracurricular environment, and the interesting experiments that NGOs have developed for vulnerable populations. The program also intends to contribute to building the national administration's capacities in programming, managing, steering and monitoring the reforms undertaken, even though the planned mechanism includes a parallel fiduciary channel. The project also intends to deploy resident technical assistance to strengthen the coordination and complementarity of the different interventions for the cohesion of all the funds provided to implement the TEP.

The grant agent will, moreover, check the advisability of the activities, issuing declarations of no-objection for the multiyear and annual activity plans at the different public procurement stages, for the project procedures manual, and for the technical and financial execution reports. The project funds may be disbursed by two mechanisms: (i) direct payment by AFD, and (ii) renewable advances paid into a project account.

This project approach is justified in that the country's circumstances are not yet conducive to a return to a modality more aligned with the national mechanism.

The variable part will be used for strategies to reduce repetition at different levels of basic education (efficiency dimension), to reduce geographical disparities in access to basic education and improve learning conditions (equity dimension), and to improve pupils' performances in French (learning outcomes dimension). All the funds, which will be disbursed once the different targets for the variable part indicators have been met, will be earmarked to finance the construction of 195 classrooms as well as latrines, water supply points and administrative offices, in addition to the 240 classrooms that we propose financing from the fixed part.

Table A: ESPIG Components and Costs

		GPE Financing US\$	% of total GPE	AFD Financing US\$	Total Amount US\$	% of total
Total MCA		25,600,000		5,000,000	30,600,000	
Fixed Part						
Program Component						
A	Component 1 – Improve intake capacities	9,634,450	38	0	9,634,450	32
	Action 1.1 Infrastructures	9,621,212		0	9,621,212	
	Action 1.2 Improve local management	12,198		0	12,198	
	Action 1.3 Maintain and repair school infrastructures	1,040		0	1,040	
B	Component 2 – Improve quality of learning and system efficiency	4,820,444	19	0	4,820,444	16
	Action 2.1 Improve French learning	801,607		0	801,607	
	Action 2.2 Improve science learning	262,595		0	262,595	
	Action 2.3 Reduce repetition	505,269		0	505,269	
	Action 2.4 Improve the school networks system	3,250,973		0	3,250,973	
C	Component 3 – Support school resilience and reduction of vulnerabilities	2,765,106	11	0	2,765,106	9
	Action 3.1 Inclusive education	400,000		0	400,000	
	Action 3.2 Retain girls in school	228,884		0	228,884	
	Action 3.3 Protect and assist out-of-school children	1,399,072		0	1,399,072	
	Action 3.4 Reintegrate repatriates into school and the community	737,150		0	737,150	
D	Component 4 – System management and steering support	0	0	797,810	797,810	3
	Action 4.1 Improve management of flows into trades education and vocational training	0		46,905	46,905	
	Action 4.2 Improve the EMIS	0		71,035	71,035	
	Action 4.3 Assist with drafting the future ESP	0		679,870	679,870	
E	Component 5 – Management, technical assistance, and monitoring and evaluation	0	0	3,183,600	3,183,600	10
F	Miscellaneous and contingencies	0	0	1,018,590	1,018,590	3
Grant Agent's Implementation Support Costs*		700,000	2	0	700,000	2
Sub-total of Components		17,920,000	70	5,000,000	22,920,000	75
Variable Part						
A	Equity	2,560,000	10	0	2,560,000	25
B	Efficiency	2,560,000	10	0	2,560,000	
C	Learning Outcomes	2,560,000	10	0	2,560,000	
Sub-total Variable Part		7,680,000	30	0	7,680,000	
GRAND TOTAL (with Grant Agent's Implementation Support Costs)		25,600,000	100	5,000,000	30,600,000	100
Agency Fees**		1,024,000				

* Include Grant Agent's direct costs, such as Program Management, Administrative and other direct implementation costs.

** Agency Fee is not included in the MCA and is calculated as percentage rate (agreed with each GA) from the Total Fixed Part and Total Variable Part.

3.3 ASSESSMENT OF THE PROGRAM DOCUMENT

The program proposal was developed in compliance with the phases in the quality assurance process established by the Secretariat. The first proposal benefited from support from the QAR 1 (May 2018) and QAR 2 (July 2018) phases, as well as a first QAR 3 phase, with the submission of a full application in August 2018. Following the Secretariat's recommendations based on QAR 3 (September 2018), the country decided to withdraw this first application and rework the proposal for the November 2018 cycle. In agreement with the Secretariat, a new proposal exclusively for the variable part was submitted to the Secretariat, and a short-form QAR 2 report (covering solely the variable part) was subsequently delivered to the country on October 26, 2018. This application was submitted on November 21, 2018.

The recommendations stemming from the two QAR 2 reports (full version of July 2018 and short-form version of October 2018) were addressed to finalize the document presented here. The two memoranda in response to the QAR 2 reports describe those recommendations addressed in the latest version of the program document, those that will be taken up for consideration for program implementation, and those for which comments clarify the Government's point of view.

- **Program design**

The Twige Neza program is designed to fill the gaps identified by the 2017 CSR sector analysis and the 2017 Risks and Vulnerabilities report, and is directly geared to the transitional education plan's priorities (TEP 2018/2020). Program preparation included substantial consultations with the Government's development partners, with particular attention paid to the need for synergies throughout the sector. Consequently, both the GPE grant's fixed part activities and variable part strategies will be conducted in alignment with other assistance.

It is important to note that this program is the only large-scale program to support the construction of classrooms throughout the country (see Component 1), while World Bank funding for a total of US\$40 million for the 2018-2023 period is set to improve the quality of education, mainly at the primary level.¹⁷ It is useful to point out that the transitional plan identifies a need for 1,000 classrooms over the 2018-2020 period and that this GPE grant would support the construction of 435 classrooms. The Component 2 activities (improving teaching of and in French, and sciences) are also particularly necessary, as they meet vital needs that are not entirely covered by other financial assistance.

The program document also contains results chains highlighting the planned actions, outputs and objectives for each program component and subcomponent. In addition, the program's overall objective is to jointly improve equity, efficiency and learning outcomes, directly in line with the national objectives (TEP) and the GPE's strategic goals.

Nevertheless, the Secretariat will oversee the definition of the missions of the reference center for the promotion of inclusive education during program implementation to ensure that the center's

¹⁷ The components of the program funded by the World Bank include: infrastructure rehabilitation; revision of school curricula and production of textbooks; teacher training; and support for the development of the EMIS and provision of IT equipment. The program document for this project is available at: <http://documents.worldbank.org/curated/en/478261527391831585/pdf/BURUNDI-PAD-05072018.pdf>

purpose is effectively to promote inclusive education nationwide, and that it will not serve for the intake of children with special needs in the center itself with a view to offering them an education outside of the existing classic school system. The Secretariat will ensure that this information is included in the grant implementation report submitted by the grant agent in accordance with the regular program monitoring schedule.

The Secretariat also asks the GPC if it would like to make recommendations regarding the content of the proposal for the use of the additional allocation of US\$21.3 million, which the country is to prepare in 2019. Following the GPE Financing Conference held in Dakar, Senegal, in February 2018, the country has an additional maximum allocation of US\$21.3 million available through to 2020. Given the advanced state of the preparation of the present program when this announcement was made, the country has chosen not to develop a program using the total amount (US\$46.9 million), but to submit an application at a later date for access to this additional amount. In view of the large share of this program's budget earmarked for the construction of classrooms, the GPC could consider asking the country to find a better balance between the school building activities and the activities designed to improve the quality of learning conditions and pupils' performances in the GPE funds' two envelopes.

- **Program budget**

The estimated costs for the program's main activities are acceptable, even though the costs are lump sums for some activities. The details provided are such that the estimated costs can be checked as being acceptable and the program document presents the reference elements for the main activities such as the school building work. In general, a call for projects from NGOs with proven experience will be launched for the implementation of the activities with lump-sum budgets.

With respect to the school construction component, as mentioned above, the unit costs presented comply with the school construction norms and standards published in 2018, which present standard packages for the construction of schools at different levels of education. These construction packages comprise classrooms, latrines, administrative offices and water supply points. Given that the country will be in a position to provide more detailed information on the number of infrastructures to be delivered by type of construction only after the conclusion of the initial identification work on recipient sites, the Secretariat will conduct the necessary monitoring in liaison with the authorities and the grant agent, and points out that if this exercise results in changes to the program's results framework, GPE policy on ESPIG revisions shall apply.

- **Results framework**

The Secretary notes that the results framework addresses the recommendations that it made in Phase 2 of the Quality Assessment Review (QAR 2) in July 2018. In particular, the results indicators have been improved and are accompanied by baseline data and targets to measure progress with the program's deliverables and target impacts.

However, from the point of view of the program's ultimate goals, it would have been interesting to clearly state the country's objectives for girls, especially in terms of reducing drop-out rates, whereas the proposed results framework only explicitly presents one type of indicator with

disaggregation by gender: the primary completion rate for boys. Regarding the school construction program, a component that will absorb nearly 57 percent of the program budget,¹⁸ it would also have been interesting to include an indicator to be able to suitably measure the reduction in disparities in learning conditions in the provinces benefiting from the first phase of construction, and in the provinces that have been identified as TEP priorities owing to the greater vulnerability of their populations.

The Secretariat therefore proposes that the GPC recommend the following actions to the country, without necessarily requiring a formal report:

1. Monitoring of the dropout rates for girls in basic and secondary education, and any other indicator useful for the measurement of progress with reducing gender-based disparities. This monitoring could be conducted as part of the annual joint sector reviews.
2. Monitoring of indicators to be able to measure the reduction in disparities between provinces in terms of learning conditions, which could be conducted as part of the annual joint sector reviews.

- **Monitoring and evaluation**

The program document shows that program monitoring concerns are: (i) technical and financial monitoring of project activities; (ii) monitoring of changes and progress made; and (iii) monitoring of the program context and changes with respect to the project's key actors. The program document is also clear as to the program monitoring roles and responsibilities of the different stakeholders. The country does not plan to organize a mid-term review, but a final evaluation is provided for and a mechanism will be set up to regularly capture the lessons learned during program implementation and readjust implementation where necessary.

- **Fiduciary, Implementation Arrangements, and Readiness**

In view of the context, the program will be implemented using a project approach. However, the National Education Ministry will be project manager for program components 1, 2 and 4. Implementation of the program component 3 activities will also be assigned to those NGOs already firmly embedded in local target communities which have knowledge of the school and extra-curricular environment, experience in inclusive education and innovative education tools in fragile contexts, and have been working closely with the ministry for a number of years. The ministry and the communes will be involved in planning, implementing and monitoring these activities assigned to the NGOs.

The Secretariat notes that the program document addresses the recommendations of the second phase of the program's quality assurance review (QAR 2) published in July 2018. The program document clearly explains the roles and responsibilities of the different entities set to be involved in program implementation (different education ministry structures, grant agent, fiduciary agency, project management assistance, delegated project managers, and independent monitoring and evaluation bureau). The program document also explains how the fiduciary agency will manage the grant and which expenditures will be paid directly by AFD and which will be covered by the fiduciary agency.

¹⁸ Or 68 percent of the GPE grant alone.

- **Risk Identification and Mitigation Measures**

The program document reflects the findings of a 2017 analysis funded by a GPE Education Sector Plan Development Grant (ESPDG) of the risks that could affect the sound implementation of the program. It proposes suitable risk mitigation measures for the risks identified. The risks considered the most critical and probable are contextual (deterioration of the economic, social and political, and security environment), institutional (the operators required for the program can no longer conduct their activities); and operational (the project is perceived as inequitable and inequality-increasing). On the issue of environmental and social risks, the program document explains that the grant agent's procedures require the project managers to conduct a study of the program's environmental and social impacts and the proposal of risk mitigation measures and their impacts.

- **Sustainability**

The Twige Neza program activities are sustainable in that the program is in line with the TEP and will also contribute to the development of the new sector plan by means of capitalization on the program's experiences and outputs, institutional capacity building and support for the development of the new sector plan. The program's implementation also calls for the powering-up of internal processes (ministry directorates, school networks, teaching/assessment process, and the local resource management system), which should make the education system's operations and management sustainable and reduce training and equipment costs.

It is useful to bear in mind that the program will capitalize on the achievements of the implementation of previous GPE grants, especially with respect to the pooled fund in 2013-2015, wherein the Ministry of Education teams played a full part in intervention planning and implementation.

- **Aid effectiveness**

As mentioned above, the program is aligned with the transitional plan (TEP) scheduled for the 2018-2020 period, but it will be implemented using a project approach. The project approach is justified in that the country's circumstances are not yet conducive to a return to a modality more aligned with the national mechanisms.

However, the Ministry of Education is involved in steering and monitoring the program's implementation. The program's implementation modality also allows for an adaptive process to gradually realign aid in the education system once the right conditions are in place.

4. VARIABLE PART

4.1 Description of the variable part

The partners have steadily improved and clarified the proposal for the variable part on the basis of the quality assurance review process. In particular, the strategies have been improved, as they have the indicators to differentiate them more from the fixed part proposal. The country will use more ambitious, although feasible in Burundi's fragile context, indicators (deliverables and outputs)

to measure progress made with the equity and learning outcomes dimensions. This amended proposal thereby fully meets the quality standards for the assessment of the variable part.

Regarding the variable part's "efficiency" dimension, the country intends to ramp up the achievements made in reducing the repetition rate following the introduction of administrative measures to reduce repetition. The theory of change that will improve the results achieved by the administrative measures is based on the following elements: (i) improvement in learning conditions; (ii) improvement in the relevance and harmonization of pupil assessment tools; and (iii) development of tools and a mechanism for assessment results analysis to alter assessment practices, in particular to prepare remedial actions and improve repetition decisions. The TEP also provides for information activities on this issue.

Regarding the "learning outcomes" dimension, the country intends to improve pupils' outcomes in the long run by improving teaching practices and improving the teachers' command of the language of instruction, which is French, starting in the 3rd cycle of basic education. This improvement in pupils' outcomes will be the product of the following results chain: (i) capacity building for officials of Ministry of Education to make the teacher support mechanism more efficient; (ii) implementation of a plan to improve teacher support; (iii) proposal of remedial strategies for teaching practices and strategies to improve the command of French; and (iv) design and dissemination of teaching tools. In addition, to assure longevity and financial sustainability, the implementation of the strategies associated with this results chain is based on the institutionalization and improvement of the school networks forming the core of the national in-service teacher training system, and which are supported by additional partners including the World Bank.

Regarding the "equity" dimension, the aim of the proposed strategy is to improve the allocation and use of the new and existing resources to significantly reduce the number of overcrowded classes, especially in the first cycle of basic education. Thus, in order to improve the equity of learning conditions and public expenditures and positively influence the performance of pupils in disadvantaged schools. The country therefore proposes action concerning: (i) the availability of more classrooms for the first cycle to divide up the largest classes without having to use double-shift schooling, which reduces learning time; and (ii) the recruitment and/or deployment of teachers in these schools with new classrooms and in schools with the greatest needs for teachers, which would improve the optimization of the existing teaching staff.

Table B: Variable part indicators and disbursements

Dimension	Indicator	Disbursement
Efficiency <u>Objective:</u> By 2022, to promote academic achievement and continuous academic progression for pupils in basic education, and reduce repetition and dropout rates by introducing effective teaching solutions and full teacher and trainer accountability for more efficient system management.	Final: % of schools implementing specific repetition reduction measures Baseline: 0% Target: 60% (June 2021)	US\$1,280,000 (July 2021)
	Intermediate: % of school networks with resource staff trained in positive repetition management Baseline: 0% Target: 60% (Jan 2021)	US\$1,280,000 (February 2021)
Equity <u>Objective:</u> By 2022, to improve the allocation and use of new and existing resources to significantly reduce the number of overcrowded classrooms, in particular in the first cycle of basic education, in order to improve equity in learning conditions and public expenditures and produce a positive effect on the performance of pupils in disadvantaged schools.	Final: Number of cycle 1 classes with 90 pupils or more Baseline: 753 Target: 492 (November 2021)	US\$768,000 (December 2021)
	Intermediate 2: Percentage of new basic education teachers deployed in schools with a pupil-teacher ratio above the national average Baseline: 0% Target: 75% (September 2021)	US\$1,024,000 (October 2021)
	Intermediate 1: Availability and validation of site priority criteria and system covering the MEFTP's entire infrastructure program Baseline: 0 (no criteria) Target: 1 (July 2019)	US\$768,000 (September 2019)
Learning outcomes <u>Objective:</u> To improve pupils' learning outcomes by improving teaching practices and improving teachers' command of the language of instruction, which is French, starting in the 3 rd cycle of basic education.	Final 2: % of trained teachers who use the new French instruction practices in the 3rd cycle of basic education Baseline: 0% Target: 30% (December 2021)	US\$320,000 (January 2022)
	Final 1: % of trained teachers who have attained Level B2, considered acceptable for teaching purposes by the international classification¹⁹ Baseline: less than 10% (based on 2013 data to be updated with new baseline in 2019)	US\$320,000 (January 2022)

¹⁹ Level B2 of the Common European Framework of Reference for Languages corresponds to an “advanced or independent” level on a scale from A1 to C2.

	Target: increase of 10% (December 2021)	
	Intermediate: % of teachers in the 3rd cycle trained in French-teaching tools and practices to effectively help pupils improve their command of the French language and thereby guarantee the comprehension and expression required to successfully complete their schooling, in all disciplines Baseline: 0% Target: 70% (September 2021)	US\$1,024,000 (October 2021)
	Process: Introduce and roll out regulations presenting entire operation of the school networks and instructing on the system actors' new responsibilities Baseline: 0 (regulations do not exist) Target: 1 (December 2019)	US\$896,000 (January 2020)

4.2 Assessment of the variable part

The proposed strategies and indicators as well as the targets set to trigger disbursement of the variable part in the GPE's three priority areas of efficiency, equity and outcomes have been discussed and adopted with the Local Education Group (LEG). They form part of interlinked strategies governing the objectives of the Twige Neza in its entirety and the 2018-2020 TEP.

The Secretariat also notes the following points:

- **Relevance of selected strategies**

This standard is met. The strategies proposed for the three dimensions of the variable part are relevant and the theories of change are clear and justified. The strategies are sector-level strategies and will be implemented consistently with support from other education sector partners.

Regarding the efficiency dimension, the planned strategies will improve the outputs reached since the introduction of the administrative measures to reduce repetition rates by affecting both public perceptions of repetition, teaching practices (including educational practices to improve learning by pupils with academic difficulties) and assessment procedures to identify such pupils and address their difficulties. These strategies will also support TEP actions directly targeting the improvement of learning conditions and outcomes.

Regarding the “learning outcomes” dimension, a strategy to improve French teaching is important given the French language's place as a language of instruction in the education process starting in the 3rd cycle of basic education. The implemented interventions will also aim at improving teaching practices. Moreover, the use of the school networks as the main mechanism to improve teachers' French teaching skills is also relevant. It will help institutionalize a sustainable in-service teacher training system.

The strategy for equity is also relevant in that it will reduce the inequalities in learning conditions between regions. This strategy also aims to institutionalize the mechanism for the optimal allocation of school resources. In addition to the school constructions, The annex on the variable part states that the allocation of teachers in these schools will be improved.

- **Transformative effect**

This standard is met. The measures proposed for the three dimensions are the result of methodical research based on real data and conditions to support the hypotheses already put forward in the 2018-2020 transitional plan and find sustainable solutions deemed appropriate to the country's context (see school networks, teaching-assessment process, social and professional image, EMIS, and local resource management). By addressing the underlying causes of the challenges in terms of efficiency, learning outcomes and equity, the identified strategies will ultimately significantly transform the system's performances.

- **Adequacy of indicators and targets**

This standard is met. The final indicator for the equity dimension, which has been reworked since the first application submission in August 2018, does not directly measure disparities between schools, provinces and groups of children, but the target's ambition will ensure that learning

conditions are improved in the provinces the least endowed with human resources and classrooms. The country intends to reduce the number of first cycle classes with 90 or more pupils from their current number of 753 to 492 (i.e. a 35 percent reduction in two to three years), and this will benefit the most vulnerable provinces.

- **Reliability of means of verification**

This standard is met. The annex on the variable part includes internal and external verification for most of the indicators. The General Education Inspectorate (IGE) will be involved in the internal verification while an independent monitoring and evaluation bureau will be responsible for the external verification of the results.

- **Clarity and adequacy of disbursement mechanism**

This standard is met. The annex on the variable part provides information on the disbursement mechanism for each indicator. The program document annex explains that the variable part financing received will be reused to extend the school construction program. The memorandum prepared by the country to explain how the country has addressed the QAR 2 recommendations stipulates that, in the event the country fails to meet the targets and consequently fails to access the total amount of the variable part, the additional construction program will be revised downwards. Disbursement of the variable part will also be prorated to the results reached for a majority of indicators and targets.

5. RECOMMENDATIONS²⁰

The Secretariat is recommending to the Grant and Performance Committee to consider that the three funding model requirements are met.

The Secretariat is also proposing to the GPC to recommend approving the fixed part and the variable part. The Secretariat finds that the proposed program is relevant to the country context and education sector challenges and meets all the standards required by the GPE.

The Secretariat is further proposing to the GPC to make the following recommendations to the country:

- Regarding GPE funding model requirement 2, the share of education in public expenditure could be regularly monitored, namely through the annual joint sector reviews with a breakdown of national resources and foreign aid.
- The annual joint sector reviews could monitor the dropout rates for girls in basic and secondary education, any other indicator useful to measure progress in terms of reducing gender-based disparities, and indicators to measure the reduction in disparities in learning conditions between provinces.

Finally, the Secretariat is asking the GPC if it would like to make recommendations regarding the content of the proposal pertaining to the use of the additional allocation of US\$21.3 million, which the country will prepare in 2019. In view of the large share of this program's budget earmarked to build classrooms, the GPC could consider asking the country to find a better balance between the school construction activities and other activities designed to improve the quality of learning conditions and pupils' performances in the two GPE funding envelopes.

²⁰ These recommendations were adjusted by the GPC. The final recommendations are found in Board Document BOD/2019/02 DOC 02 Annex 1.

Annex 1: Major Interventions of Development Partners 2018-2020²¹

Donor name	Major interventions	Financial scale	Years covered
AFD	<ul style="list-style-type: none"> Component 4 of the Twige Neza project Management, technical assistance, and monitoring and evaluation of the Twige Neza project Twige Neza project miscellaneous and contingencies 	US\$2,960,000	2019-2020
UNICEF	<ul style="list-style-type: none"> School constructions and equipment Technical support and studies EMIS development Capacity building 	US\$4,721,358	2018-2020
World Bank	<ul style="list-style-type: none"> Infrastructure rehabilitation Revision of school curricula and production of textbooks Teacher training Support for EMIS development and provision of IT equipment 	US\$22,117,168	2018-2020
World Vision	<ul style="list-style-type: none"> Training Construction Decentralization support 	US\$3,524,148	2018-2020
Handicap International	<ul style="list-style-type: none"> Training and provision of equipment (children with special needs) 	US\$170,125	2018-2020
WFP	<ul style="list-style-type: none"> School feeding Studies 	US\$59,518,739	2018-2020
UNFPA	<ul style="list-style-type: none"> Supply of didactic equipment Training Studies 	US\$113,333	2018-2020
ENABEL	<ul style="list-style-type: none"> Support for the promotion of trades education: rehabilitation and equipment Vocational training graduate employment 	US\$3,893,794	2018-2019
Right to Play	<ul style="list-style-type: none"> Teacher training 	US\$360,142	2018-2020
UNESCO/IICBA	<ul style="list-style-type: none"> EMIS support: automated human resources management 	US\$105,059	2019

²¹ Data provided by the Ministry of Education based on the 2018-2020 three-year budgeted action plan.