GPE 2020 Country-Level Prospective Evaluations

FIRST ANNUAL REPORT: MALI (APRIL 2019)

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RESULTS FOR DEVELOPMENT

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Abbreviations and acronyms

ABS	Appui Budget Sectoriel
AFD	Agence Française de Développement
BID	Banque Islamique de Développement
BSI	Budget Sectoriel d'Investissement
CADDE	Cellule d'Appui à la Décentralisation et à la Déconcentration de l'Éducation
CAP	Centre d'Animation Pédagogique
CEQs	Core evaluation questions
CFA	Communauté Financière Africaine
COGES	Comités de Gestion des Etablissements Scolaires
CPS	Cellule de Planification et de Statistique
CSEF	Civil Society Education Fund
CSO	Civil society organization
DCP	Developing country partner
DP	Development partner
EFA-FTI	Education for All Fast Track Initiative
EFEP	École de Formation des Éducateurs du Préscolaire
EGRA	Early Grade Reading Assessment
EMIS	Education management information system
ESA	Education sector analysis
ESP	Education Sector Plan
ESPDG	Education sector plan development grant
ESPIG	Education sector program implementation grant
FCAS	Fragile and conflict-affected state
FONGIM	Forum des ONG Internationales au Mali
GAR	Gross admission rate
GDP	Gross domestic product
GER	Gross enrollment rate
GoM	Government of Mali
GPE	Global Partnership for Education
GPI	Gender parity index
GSS	Enseignement secondaire general
GTZ	Gesellschaft für Technische Zusammenarbeit
IBRD	International Bank for Reconstruction and Development
IIEP	International Institute for Educational Planning
IFM	Institut de Formation des Maîtres
ISR	Implementation Status & Results Report
ITRP	Independent Technical Review Panel
JSR	Joint Sector Review

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JSS	Junior secondary school
KFW	Kreis fur Wiederaufbau
KII	Key informant interview
LEG	Local Education Group
M&E	Monitoring and evaluation
MEEFAP	Mali Emergency Education For All Project
MEFP	Ministère de l'Emploi et la Formation Professionnelle
MEN	Ministère de l'Éducation Nationale
MESRS	Ministère de l'Enseignement Supérieur et de la Recherche Scientifique
MEF	Ministère de l'Economie et des Finance
NER	Net enrollment rate
NGO	Nongovernmental organization
ODA	Overseas development assistance
OIF	Organisation Internationalie de la Francophonie
OOSC	Out-of-school-children
PAD	Project Appraisal Document
PAPB	Plan d'Actions Pluriannuel Budgétisé
PASEC	Education Systems Analysis Programme
PIRSEF	Plan intérimaire du secteur de l'éducation
PISE	Programme d'investissement sectoriel de l'éducation
PRODEC	Programme Décennal de Développement de l'Éducation
PSS	Enseignement Secondaire Professionnel
PTR	Pupil/teacher ratio
RSTF	Rapport de Suivi Technique et Financier
SDG	Sustainable Development Goal
TEP	Transitional Education Plan
ToC	Theory of change
TSS	Enseignement Secondaire Technique
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USAID	United States Agency for International Development
VPN	Virtual private network

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Executive summary

A) Overview

1. This is the first of two annual reports to be submitted during the three-year prospective evaluation of the Global Partnership for Education (GPE) in Mali – one of eight country prospective evaluations that will be complemented by a total of 22 summative country evaluations, to be carried out between 2018 and 2020. It follows a baseline report on Mali that was submitted in May 2018, and reproduces some of the education data that were included in that report. In addition, it also presents the findings of the first prospective evaluation mission to the country, which took place in April 2018, and offers some initial, tentative conclusions on the basis of the limited data collection, monitoring and assessment undertaken to date.

B) Purpose and objectives

2. The purpose of the prospective evaluations is to assess whether GPE's inputs and influence are orienting education sector planning, implementation and monitoring toward the intermediary outcomes outlined in its theory of change (ToC). The prospective evaluations are forward-looking, and explore what happens while it happens. They closely observe initial decisions, document the perspectives of decision-makers and focus on the activities and involvement of key stakeholders early in the period under review to understand if progress is being made and whether, and to what extent, GPE is making a contribution.

3. The objective of the prospective evaluations is to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level, as well as the validity of GPE's ToC in light of the GPE Strategic Plan 2016–2020. The prospective evaluations seek to establish if and how GPE inputs and activities contribute to outcomes and potential impact at country level. They are designed to assess GPE's progress on its goals and objectives.

C) Intended audience

4. The primary intended users of the country-level evaluations are members of GPE. This encompasses the Secretariat, senior management and members of the Country Support Team – as well as developing country partner (DCP) governments and other members of Local Education Groups (LEGs) in the sampled countries. Other users include the wider education community at global and country levels.

D) Methodology

5. The methodology for the prospective evaluations is a theory-based contribution analysis approach, and the guiding framework is provided in an evaluation matrix and a country-level ToC, developed according to GPE's existing overall ToC. The evaluation methodology envisages a seven-stage process. The first four stages focus on establishing a solid baseline for each country and the subsequent three stages constitute iterative annual country-level reporting.

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6. Data have been collected through desk review of available documentation and datasets, supplemented by interviews conducted with key informants during the first country mission.

E) GPE engagement

7. Mali has been a member of GPE (then the Education for All Fast Track Initiative or EFA-FTI) since 2006. In 2007 EFA-FTI contributed US$6.5 million as a catalytic fund grant to the US$47.7 million second Education Sector Investment Program (ESIP II) led by the World Bank and administered by the Ministry of National Education. This program focused on improving the quality of basic education (US $17.2 million), improving access to education (US$37.6 million) and strengthening institutional management practices in the education sector (US$3.87 million)[1]. In 2012, GPE was preparing to disburse a grant for centralized education management, but this was cancelled due to the military coup d'état. After negotiation, this grant was turned into an emergency fund to help support continuing education in conflict-affected northern Mali. The Mali Emergency Education for All Project (MEEFAP) channeled US$41.7 million into Mali between 2013 and 2017, based around three key priorities, which were well aligned to the government's interim education plan priorities:

- **Component I:** Increasing access to quality basic education services.
- **Component II:** Strengthening the technical and pedagogical capacity of the education system.
- **Component III:** Strengthening the administrative and monitoring capacity of the education system and project management.

8. During the MEEFAP period, GPE supported Mali to continue to develop the successor to the 2001–2011 Education Sector Plan (ESP). As part of this push GPE provided a US$442,000 ESP development grant (ESPDG) to fund an education sector analysis (ESA) and planning activities for the 10-year Education Development Program (PRODEC 2). This ESA was carried out in 2017 and PRODEC 2 is due to be finalized and endorsed in early 2019. This means that while MEEFAP funding and the ESPDG have both been fully disbursed, there is currently no new application for GPE funding.

9. Secretariat missions to Mali by the country lead continue to provide technical support for the finalizing of PRODEC 2, and it is likely that there will be technical support to help the government of Mali (GoM) and the LEG prepare for an education sector program implementation grant (ESPIG) application in 2019.

F) Key findings

10. **Planning.** Sector planning in Mali has been slow and sporadic since the 2012 coup. Initially it was planned that a successor to the 2001–2011 PRODEC would be in place by 2012, but instead the concurrent operational plan (Education Sector Investment Program[2] (PISE III)) was extended while an interim plan was drawn up. The interim education plan (PIRSEF) was intended to cover 2015/16 only but has been repeatedly extended and is still in operation.

11. ESPDG funding has supported the completion of an ESA in 2017, and has supported GoM and the LEG in the process of developing PRODEC 2, which will be Mali's next 10-year ESP. While there are varying reports from donors and other LEG members about the quality of design of PRODEC 2, it seems on course to be endorsed in January 2019. The planning process has been led by the Ministry of

[1] World Bank (2011) Implementation Completion and Results Report for ESIP to (Report # ICR00001847).

[2] Programme d'investissement sectoriel de l'éducation

National Education (MEN), with some limited consultancy from the LEG coordinated by the United Nations Children's Fund (UNICEF).

12. The MEN has also implemented a strategy to crowdsource ideas and planning priorities from regional and local education divisions, which they say are being collated and included in the final planning axes. This policy did not extend to the inclusion of civil society organizations (CSOs), or locally run nongovernmental organizations (NGOs).

13. GPE technical support has been present throughout the planning process and is reported to have been useful in helping to coordinate the planning activities of the LEG. However, it is reported by government officials and donors that the missions have been brief, and while useful, were not sufficiently substantial to have a major formative impact on the planning process. The need for a credible ESP in order to apply for an ESPIG is also seen by LEG members as a motivating factor in pushing to finalize PRODEC 2.

14. **Monitoring and inclusive sector dialogue**. The LEG in Mali meets regularly and consists of the three government ministries with responsibility for education (Ministry of National Education (MEN), Ministry of Employment and Professional Training (MEFP), Ministry of Higher Education and Scientific Research (MESRS)[3]), and a range of development partners (DPs). While meetings are regular, members of the LEG speak of issues of coordination among these different stakeholders, especially related to projects being carried out by DPs. There are also issues with government communication, with donors in the LEG stating they often receive information so shortly before meetings are to be held that they do not have time to productively digest it before the meeting. The LEG does not include any civil society representation.

15. The work of the government in developing Joint Sector Reviews (JSRs) has been improving over the years. The Secretariat country lead conducted missions to Mali in 2016 and 2017, and used the time to engage with the government on how to improve the inclusivity and accountability of the JSRs. This seems to have taken effect in 2017, with the JSR appearing to be more inclusive and based on dialogue than those previously [4]. Also, in 2017, the government carried out missions to three regions to gather information on the quality of education service delivery. While both of these actions show an improved commitment to mutual accountability, there is little evidence of broader inclusivity in these discussions as both the JSR and the regional missions were reported to have engaged primarily with government officials, with no time set aside for engagement with teachers' associations or civil society organisations (including those specifically involved in monitoring such as Beekunko). Although in country reports show an improvement in the JSR process, the 2017 JSR was still deemed to be below standard on the GPE results framework (meeting only 1 out of 5 criteria).

16. While there have been improvements to the education management information system (EMIS), first by GPE through MEEFAP, implemented by the European Union since 2017[5], these improvements have not compensated for serious issues with the production and reporting of meaningful data on education sector performance. The upgrades have focused on computerizing the data collection and analysis process, through the introduction of a virtual private network (VPN), an effort which MEEFAP was not successful in completing but which has since been taken up by the EU. Data currently produced in the annual education sector review (Rapport de Suivi Technique et Financier (RSTF), equivalent to an annual sector performance review) focus on tracking financial disbursement and

[3] Ministère de l'Education Nationale (MEN), Ministère de l'Emploi et la Formation Professionnelle (MEFP), Ministère de l'Enseignement Supérieur et de la Recherche Scientifique (MESRS),

[4] This is based on the 2016 country mission report. The country lead did not attend the 2017 JSR so it is not clear whether this trend continued. As the CL didn't attend the JSR, the judgement was made based on the agenda and attendance list – making it a less robust judgement than that made directly in 2016.

[5] World Bank (2017) Implementation Status and Results Report (#9) for MEEFAP.

listing output-level achievements. A lack of a learning assessment system and the absence in the TEP of a meaningful results framework which maps a causal path from inputs to outcomes means that there can be little meaningful monitoring of education sector performance.

17. **Financing.** In 2017 Mali allocated 19.9 percent of its budget to education. Per capita spending dropped by 19 percent in 2013; it has been rising by 3 percent per year since, but the total allocation has not yet reached its 22.4 percent high point of 2012[6].

18. Most recurrent spending is decentralized, while spending on systematic improvements (including the improvement of school facilities, additional teacher training, and outreach programs targeting increasing uptake of education[7]) lies with the three responsive ministries. This *action plan* budget[8] accounts for about 30 percent of all education spending, with 64 percent of that money coming from overseas development assistance (ODA). While detailed information on the spending of the non-action plan budget is not available, from the reports on the action plan budget it can be seen that release rates for ODA are much higher than for government allocations. This potentially indicates a lack of commitment to additionality on the part of the government.

19. GPE funding to Mali since 2012 has consisted of the Education Sector Program Implementation Grant (ESPIG), operationalized through MEEFAP, which constituted US$41.7 million over five years (2013-2017), and the ESPDG of US$442,000 in 2016. This made GPE the third largest contributor of ODA to Malian education in 2017 (after the International NGO Forum in Mali (FONGIM) and the United States Agency for International Development (USAID)). GPE's contribution in 2017 accounted for roughly 1.5 percent of the total education budget, but approximately 5 percent of the action plan budget. The technical requirements set out by GPE for the grant application process appear to have had an effect on the GoM's commitment to budget tracking and reporting, but further research will need to be done, once Mali is receiving more GPE funding, to assess whether GPE is having an impact on the amount and quality of education financing in Mali.

20. **Implementation.** It is difficult to measure the effectiveness of government ESP implementation because of the failure to link the original plan to the sector reports. The Transitional Education Plan (TEP) has been in place since 2015/16. The TEP was only intended as a one-year interim plan and so does not have targets to cover the subsequent years, although it is still officially the national sector plan. What is available is a breakdown of government and DP disbursements for education over the last year, and a list of un-costed outputs, both of the three education ministries and of DPs. This may be because of a lack of a permanent ESP and the fact that the TEP was not intended to set out long-term targets, potentially leading to a feeling that it was no longer relevant, despite being the government's primary education planning document.

Progress toward a stronger education system.

21. There is little progress being made to strengthen the education system in Mali.

- **Teachers –** There has been a decrease in the number of government trained teachers in the years following the 2012 conflict. There was a small increase in the number of government trained teachers working in 2017, and stakeholders in government assert that the policy is now to employ only trained teachers. However, whether this translates into a long-term positive trend remains to be seen.

[6] Data up to 2015 shown at http://uis.unesco.org/country/ML; more recent data shown in GPE results framework indicator reportage.

[7] Rapport de Suivi Technique et Financier (2017)

[8] The action plan budget is mostly capital expenditure, but not exclusively – equally the core budget is not necessarily entirely recurrent expenditure. There is not enough data on expenditure to meaningfully divide the budget between capital and recurrent expenditure.

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- **Non-teacher inputs** – There have been some, albeit limited, improvements in the provision of services for schools, including classrooms, toilets, electricity and other structural inputs. However, improvements have been slight and the baseline was low so it is difficult to say that significant improvements are being made.
- **EMIS** – An EMIS exists in Mali, with data being collected at the local government level and analyzed by the Planning and Statistics Office (CPS) in the MEN. Strengthening the EMIS was an aim of MEEFAP, funded by GPE. This was intended to have been done by developing a VPN to streamline the recording, transfer and analysis of data. This was not completed in the project period, but is being continued by the European Commission.
- **Learning assessment –** There is still no meaningful learning assessment being conducted in Mali. A number of learning assessments have been carried out by DPs and civil society in the last five years but the government has yet to develop its own system.

Progress toward stronger learning outcomes and equity.

22. Due to the lack of a regular national learning assessment in Mali it is difficult to track student learning. However, from the learning assessments that have been completed in recent years it is clear that many students are not achieving the expected levels of learning (for example, in the 2012 Education Systems Analysis Program (PASEC) survey 90.2 percent of fifth grade students failed to reach minimum proficiency in mathematics[9]), and national child and youth literacy rates are low, with 46 percent of 15–24-year-olds being illiterate.

23. Access to education is a serious issue in Mali. Gross enrollment rates (GERs) are low for all levels of schooling[10]. 52 percent of the poorest quintile of young people are out of school, a figure which drops to 20 percent for the richest quintile. While these figures show that access in general is an issue, and that wealth is a determinate factor for school dropout, these issues are not strongly defined by gender, with the gender parity index (GPI) for primary and JSS completion and out-of-school children falling within the range set out by the GPE results framework indicators.

G) Recommendations

24. While it is too early to give conclusive recommendations, the findings of this initial evaluation show a common feeling among those interviewed that while non-financial support provided by the Secretariat is useful in coordinating and motivating the LEG, it is limited by a lack of a consistent presence in Mali. The Secretariat could perhaps leverage more impact by working more directly to establish roles, responsibilities and channels of communication, expanding either the length or frequency of country missions. The suggestion from members of the LEG is that the government should take responsibility for coordinating the LEG, rather than the GPE-nominated coordinating agency, meaning that GPE technical support could focus on building government coordinating capacity, and de-centering the dialogue-building role of the coordinating agency. This flexibility in GPE's model would allow for the ToC to be adapted to suit the individuality of the Malian context, in which the weak coordination and dialogue between partners are central barriers to progress.

25. Donors expressed some frustration at the lack of coordination on projects and funding within the LEG. Future GPE technical support and standards should focus on establishing stronger pooled funding mechanisms to allow greater alignment of funding and implementation among international DPs and ministries.

[9] http://www.confemen.org/wp-content/uploads/2015/07/Plaquette-Mali-VF.pdf

[10] There is some disagreement between different sources on the exact enrollment rates – the range of figures is given in section 2.3.

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26. Finally, future ESPIG funding should focus not only on the technical strengthening of the EMIS, but also on developing the capacity for evidence-informed decision-making, and the reporting and use of data in the Ministry of National Education.

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1 Introduction

27. This section introduces the report and the evaluation: it covers the relevant country context, as well as the background of this project and the methodology for the evaluation.

1.1 Background

1.1.1 Overview of Mali

Context area	Features[11]
Country context	• Democracy restored in 2013 following coup d'état and military rule. • Presidential elections in August 2018: incumbent president won amidst protests against continuing instability. • Parliamentary election in November/December 2018. • Northern Mali characterized by pervasive instability in the midst of continuing insurgency. Terrorism and intercommunal violence have seriously affected governance and the delivery of essential services since 2013. • Country characterized by very low human development indicators: life expectancy at birth is 58; infant mortality is 68 per 100,000; and 77.7 percent of the population live in poverty. • Human Development Index in 2017 was .427, meaning that Mali ranks 182nd out of 189 countries for which data were published.
Education context	• In 2018 48 percent of population is aged 14 or younger. • Compulsory basic education from age 7 to 14, with 5.5 million children falling into this bracket. • 1 million out-of-school children in 2017, down from 1.15 million in 2016. • .72 million out-of-school adolescents in 2017, up from .57 million in 2016. • Literacy rate in 2017 at 33 percent for those aged 15 and older. Rates range from 60 percent for 15–24-year-old males, to 2.7 percent for females 65 and older. Literacy rate increasing after brief dip directly after the 2013 conflict.
Structure and features of the education system	• Education spending was 19.9% of government expenditure in 2016. • Education divided into six years of primary school and six years of secondary school. Secondary education is normally divided into two three-year cycles. Free pre-primary education is available for three years, giving an overall 3-6-3-3 system. • GER at 5.06 percent for pre-primary, 80.08 percent for primary, 41.47 percent for secondary and 5.49 percent for tertiary education, with 61.69 percent surviving to the end of primary school[12]. These

[11] Data sourced from https://data.worldbank.org/country/mali, https://www.hrw.org/world-report/2018/country-chapters/mali, http://uis.unesco.org/country/ml, https://www.epdc.org/country/mali. All data sourced November 20, 2018.

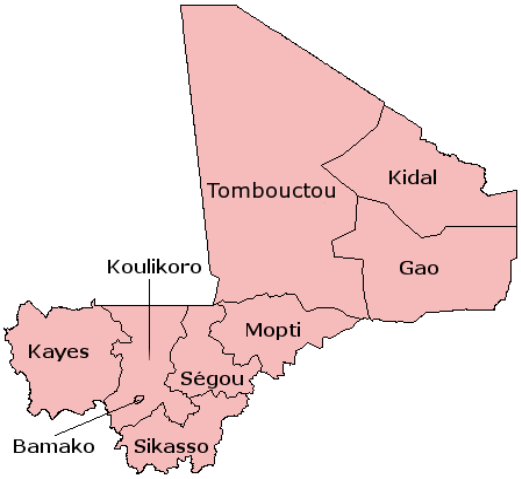
[12] These figures are those reported to UIS. The government of Mali reports similar but different figures – this is addressed in section 2.3 – the UIS figures are included here to give an indication rather than a definitive assessment.

figures dropped during the 2013 conflict, and while they are now growing, they have not reached pre-conflict levels.
- Pupil/teacher ratio (PTR) in 2017/18 at 20:1 for pre-primary, 38:1 for primary and 17:1 for secondary education.
- Basic education centrally governed by the MEN, with many schools being operated independently by NGOs. Vocational education governed by the MEFP, while secondary education and research is governed by the MESRS.
- Curriculum has traditionally been delivered in French, but an increasing move is being made towards a Pédagogie Convergente, which includes bilingual and mother-tongue education in primary schools.
- Education policy governed by PRODEC from 1998 to 2008. PRODEC II delayed due to conflict, with a series of interim and emergency plans in effect until PRODEC II is to be introduced in 2019.

Country context

28. Mali is a landlocked country of 1.2 million square kilometers, with a population of 18 million. The country gained its independence in 1960. It ranks 182 out of 188 on the Human Development Index[13]). Up to 14 percent of Mali's population is affected by severe malnutrition. The population growth rate is just over 3 percent and the total fertility rate is 6.1—one of the highest in the continent— which affects the demand for schooling. In 2017 the per capita gross national income was US$794. Foreign aid was equivalent to 5 percent of gross national income and 75 percent of central government expenditure in 2015[14].

Figure 1 – Map of Mali



29. Geographically and administratively, Mali is divided into three northern regions, and seven, more densely populated, southern regions around the Niger River. The regions are subdivided into 56 Cercles and 703 Communes. In 2012 a Tuareg uprising began in northern Mali, led by the National Movement for the Liberation of Azawad and including Islamist groups, including Al-Qaeda in the Islamic Magreb. This precipitated a coup d'état and a military takeover of power in Bamako in March, with a second coup in December. Democratic government was restored in 2013 with the election of a new president, Ibrahim Boubacar Keïta. Regional elections were scheduled for late 2017 but have been postponed until early-2019. Despite the signing of peace agreements in 2015 northern areas and even parts of central Mali remain critically unstable. The peace process envisioned to end the 2012–2013 political-military crisis stalled in 2017, and today travel is discouraged to the country on the grounds of crime and terrorism. In August 2018 the country held presidential elections, with the incumbent Ibrahim Boubacar Keïta winning the run-off in the midst of violent protests against the security state and reports of human rights abuses by the military. Parliamentary elections were scheduled for late November/early December 2018, but have been postponed until April 2019 amid organizational problems and security concerns.

[13] http://hdr.undp.org/en/composite/HDI

[14] OECD-DAC Creditor Reporting Standards (2018) – Accessed from https://stats.oecd.org

Education context

30. Preschool education is not compulsory and starts at the age of 3. Although overall numbers of children enrolled in preschool have increased by four times, from just over 24,000 in 2000 to over 106,500 in 2015-16, mainly through public and community provision, only around 4.5 percent of children in primary school have had a preschool preparation. Children enter primary school officially at 7 years old. After six grades, theoretically at age 13, they move to lower secondary school, from Grades 7 to 9. This completes the two cycles of basic education (17ducation fondamentale). Higher secondary education[15] is in high schools (lycées) from Grades 10 to 12, or in secondary technical schools. Those in high schools (just 6.1 percent of enrollments in general education) sit the Baccalauréat in Grade 12. Also, 14.7 percent of primary school children and 60 percent of general secondary students are enrolled in private schools. Mali has four universities (the universities of Mali, Bamako, Sangkoré and Tombouctou).

31. Provision of education in Mali was slowly improving up until 2005 but thereafter lost coherence, partly due to a change of minister. The 2010 ESA, drafted by the World Bank, presented the primary GER as 80 percent, and lower secondary as 46.8 percent, growing at an annual 3.5 percent and 6.8 percent, respectively. However, it also stated that "a child with an affluent background is twice as likely to get access to schooling as a child of poor background." In 2015 literacy stood at 33.1 percent (22.2 percent for women). Critically, 61.5 percent of the population over 6 years old had no education at all, according to the 2017 ESA. A draft of the 2017 ESA in March 2018 gave the figure of 80 percent of children without minimal education competencies.

32. The conflict in northern Mali led to dramatic changes to the issues faced by education planners. In northern Mali, displacement of teachers led to an estimated 25 percent reduction in the capacity to teach[16] and a lack of safety combined with displacement and food insecurity led to dramatic decreases in attendance. The introduction of Sharia law segregated boys from girls, further straining the education system. In the south, schools faced dramatic overcrowding issues as displaced people from norther regions sought to enroll in schools in central and southern Mali. In October 2012, 35,000 new basic education students were registered in the seven regions in the south[17], putting further strain on teachers. This shift in the educational landscape in Mali has limited the government's capacity to effectively draw up and implement plans.

Structure and features of the national education system

33. The administration of education in Mali is shared by three separate ministries: the MEN, responsible for general education including preschool, basic and secondary education; the MESRS, responsible for higher education and research; and the MEFP, responsible for technical education[18]. All three ministries have been involved in the planning of, and will endorse, PRODEC 2, although GPE engagement is focused on the role of the MEN.

34. A variety of languages are spoken in Mali and MEN policy is for 11 languages to be used as languages of instruction: French (the official national language) is used in "écoles classiques", while local languages, (most often Bamanankan, spoken by 80 percent of the population) are used in "écoles

[15] For the purpose of this report "basic education" refers to the primary and lower secondary cycles (Grades 1–9) while "secondary education" refers to higher secondary schooling (Grades 10–12)

[16] Details on the effects of conflict taken from the MEEFAP implementation completion and results report published by the World Bank. Accessed November 26, 2018, from http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf

[17] Ibid.

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à curriculum", around half of all primary schools. National policy is for pupils to begin instruction in the local language and to "converge" on French as the language of instruction by Grade 4.

1.1.2 GPE in Mali

GPE support in Mali

35. Mali has been a GPE partner since 2006, when it became one of the 32 EFA-FTI endorsed countries. A memorandum of understanding was signed by the GoM and the LEG to establish a multi-donor approach for support to the sector, and in 2007 Mali received an EFA-FTI grant of US$8.7 million for a project focused on improving school quality and equity. Funding was for 2008–2009 and was combined with an International Development Association Education Sector Investment Program II (the combined total was US$58.7 million). The World Bank was the supervising entity. By mid-2009 only US$2.2 million (25 percent) of the US$8.7 million had been disbursed. The project closed in December 2010, with US$13.8 million (23.5 percent) of the combined funding cancelled (US$2.1 million from the EFA-FTI grant).

36. In 2012 GPE had issued a grant for decentralizing management of basic education (through a development policy operation). However, the 2012 coup d'état meant that this was abandoned. After negotiation with the LEG this grant was converted into an emergency grant. This meant that for the period of 2013–2017 GPE provided a US$41.7 million grant for MEEFAP. This seems to have been a response to the crisis in Mali and it broadly aligned with the priorities of the PIRSEF interim plan. The three central components of the MEEFAP program were as follows[19]:

- **Component I:** Increase access to quality basic education services through construction and rehabilitation of physical structures, provision of health and nutrition programs, and distribution of teaching-learning materials to students in targeted areas, with a focus on displaced students.
- **Component II:** Strengthen the technical and pedagogical capacity of the education system through teacher training and pedagogical support for affected students in order to improve students' learning.
- **Component II:** Strengthen the administrative and monitoring capacity of the education system by fostering school management committees and providing support for the MEN's monitoring and evaluation (M&E) system in targeted areas.

Table 1 – GPE funding in Mali

Grant type	Years	Allocations (US$)	Disbursements (US$)	Grant agent
MEEFAP (ESPIG)	2013-2017	41.7 Million	41.2 Million	International Bank for Reconstruction and Development (IBRD)
ESPIG	2007-2010	8.7 Million	8.7 Million	IBRD
ESPDG	2016	442,604	201,783	UNICEF
PDG	2012	200,000	182,246	IBRD

[19] Taken from GPE's website - https://www.globalpartnership.org/country/mali (accessed February 14, 2019)

Civil Society Education Fund (CSEF)	2016	50,000	50,000	COSC-EPT[20]
CSEF II	2017	50,000	50,000	COSC-EPT
CSEF III	2018	TBC	TBC	COSC-EPT
	Total	**48,996,151**	**48,294,988**	

Source: GPE website and documentation (retrieved November 15, 2018)

37. In 2016 Mali received an ESPDG to assist with the development of PRODEC II, a 10-year ESP to replace PRODEC, which ended in 2011. The grant was US$442,604 and was divided into two parts: US$192,742 was to be allocated for an ESA and US$249,862 was for the development of the sector plan. The ESPDG period closed in 2017. Currently, there are no projects in Mali running with GPE funding.

38. COSC-EPT received funding through the CSEF in 2016 and 2017. Although this funding was forecast to recur in 2018, no information was available on whether funding had been disbursed. In 2016 this funding was used to support a variety of projects focused on rights-based education, advocacy and capacity building for budget tracking, and the integration of an e-learning platform, among other work.

39. Non-financial support from the Secretariat in Mali has primarily consisted of yearly, or bi-yearly missions, in which the country lead for Mali has worked to support the LEG in developing their GPE grant proposals and in completing their grant-related obligations to GPE's standards. This is supplementary to the technical support provided by the grant agent and the coordinating agency. Table 2 maps recent education sector development and GPE grants in Mali.

[20] Coalition des Organisations de la Société Civile pour l'Education Pour Tous au Mali, a coalition of civil society actors.

Table 2 – Outline of education sector events in Mali (2001–2028)

	2001…	…2011	2012	2013	2014	2015	2016	2017	2018	2019…	…2028
National ESP	PRODEC									PRODEC II	
Temporary ESPs				Development of PIRSEF		Implementation of PIRSEF					
Budget implementation plans		PISE III				PISE III extension/Interim Plans D'Actions				PAPB (2019–2022)	
Political events			Coup d'état	Elections					Elections		
GPE implementation grants				MEEFAP grant							
GPE sector plan development grants							ESPDG (ESA and ESP development)				
GPE program development grants									PDG		

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1.1.3 Evaluation background

40. In June 2016, the GPE's strategic plan (GPE 2020) aligned its vision and mission to the SDGs and recognized that education is pivotal to the achievement of all other SDGs. It also articulated this vision in actionable goals, as well as both country and global objectives. GPE 2020 adopted an M&E strategy for the 2016–2020 strategic plan period, including a results framework for monitoring progress across three goals and five strategic objectives in GPE's ToC and a set of 37 indicators (fully detailed in Annex B). The strategy comprises independent evaluation studies, including programmatic, thematic, and country-level evaluations, which will lead to an evaluation of the entire GPE portfolio.

Country-level evaluations

41. The country-level evaluations comprise independent, external prospective and summative analyses. Prospective evaluations focus on eight selected countries to address whether GPE inputs to the education sector during this time are conducive to the intermediary outcomes in the country's ToC. Summative evaluations assess ex-post the contribution of inputs to intermediate outcomes, outcomes and potential impact in a diverse sample of 22 countries.

42. The prime purpose of this work is to design and implement the prospective country-level evaluations as part of the GPE 2020 M&E strategy for the period 2018–2020. It aims to: (i) evaluate GPE's contributions to strengthening education systems and, ultimately, achieving education results within partner developing countries in the areas of learning, equity, equality, and inclusion; and (ii) evaluate the relevance, efficiency, and effectiveness of GPE's ToC and country-level operational model.

Prospective evaluations

43. The purpose of the prospective evaluations is to assess if GPE's inputs and influence are orienting education sector planning, implementation and monitoring towards the intermediary outcomes as outlined in the ToC. They are forward-looking, and explore what happens, while it happens. They closely observe initial decisions, document the perspectives of decision-makers and focus on the activities and involvement of key stakeholders early in the period under review in order to understand whether progress is being made and whether GPE is making a contribution.

44. The objective of the prospective evaluations is to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level, as well as the validity of GPE's ToC in light of its strategic plan. They seek to establish if and how GPE inputs and activities contribute to outcomes and potential impact at country level. They are designed to assess the GPE's progress on its goals and objectives towards its mission and vision of inclusive and equitable quality education and lifelong learning opportunities for all.

45. In this context, GPE support is defined as both financial inputs deriving from GPE grants and related funding requirements, and non-financial inputs deriving from the work of the Secretariat, the grant agent and the coordinating agency, and from GPE's global-level engagement (e.g. technical assistance, advocacy, knowledge exchange, quality standards and funding requirements).

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1.1.4 Methodology and tools

46. The methodology for the prospective evaluations is a formative, learning focused and theory-based contribution analysis approach. The contribution claims to be tested during the evaluation are as follows:

- Claim A: "GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning."
- Claim B: "GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress."
- Claim C: "GPE advocacy and funding requirements contribute to more and better financing for education in the country."
- Claim D: "GPE (financial and non-financial) supports and influences contribute to the effective and efficient implementation of sector plans."
- Claim E: "The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system."
- Claim F: "Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education."

47. The guiding framework is provided in an evaluation matrix and a generic country-level ToC, developed according to GPE's existing overall ToC for GPE 2020. The evaluation will seek to answer three key evaluation questions:

- Key question I: Has GPE support to Mali contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? If so, how?
- Key question II: Has the achievement of country-level objectives contributed to making the overall education system in Mali more effective and efficient?
- Key question III: Have changes at education system level contributed to progress toward impact?

48. As stated above, the methodology for the prospective evaluations is a theory-based contribution analysis approach, and the guiding framework is provided in an evaluation matrix and a generic country-level ToC, developed according to the existing overall GPE 2020 ToC. It envisages a seven-stage process. The first four stages focus on establishing a solid baseline for each country and the subsequent three stages constitute iterative annual country-level reporting. This is further described in Annex B and the Inception Report.

49. This approach is consistent with that of the summative evaluations and thus contributes to their final combination in a summative synthesis report. In the application of contribution analysis, prospective evaluations are forward-looking and assess if inputs and influence in education sector planning are conducive to intermediary outcomes, as per the ToC. Conversely, summative evaluations trace the ToC ex-post to explore the contribution of inputs to intermediate outcomes, outcomes and impact. The country-level ToC (in line with the evaluation matrix and the generic ToC) are the evaluators' tools and guiding documents. The evaluation matrix and the generic ToC are presented in Annex B.

50. The focus for data collection and analysis is relevant to the key indicators in GPE's results framework and additional indicators described in the respective countries' ESPs. The evaluation team has not collected primary quantitative data but instead has drawn upon secondary data to base evaluation findings on a solid quantitative basis. In addition, two rounds of data collection have been/will be conducted, in 2018 and 2019, respectively. Each of these will contribute to their respective annual reports.

51. Key informant interviews (KIIs) are conducted each year of the evaluation and gather information on the following main lines of inquiry:

- education planning (including alignment and coherence);
- the implementation of the ESP (including the stage of implementation against plans and implementation challenges);
- sector dialogue;
- monitoring (including the strengths and weaknesses of monitoring systems, both in terms of data production and transparency);
- education financing;
- GPE financial and non-financial support; and
- DP activities.

1.1.5 About this annual report

52. This report frames the country-level evaluation throughout 2019 and provides the baseline plus an assessment of change thus far, upon which GPE's support to Mali will be evaluated. It includes a country-specific ToC; a stakeholder mapping (Annex A); an analysis of GPE's alignment, coherence and harmonization at baseline; an analysis of GPE support to planning, dialogue/monitoring, implementation and financing since baseline, and any available information on the current policy cycle's education sector planning and implementation; an analysis of country-specific work planning and data collection, and relevant analytical approaches; and a stocktaking of available data for all levels of the ToC, highlighting data gaps that could be addressed in subsequent reporting.

53. The anticipated risks and related potential limitations that may negatively affect the carrying out of the progressive and summative country evaluations over the three-year evaluation, as well as proposed mitigation strategies, are detailed in Annex F. This report also presents a snapshot of relevant information and data available on Mali at this time, gathered via desk review and the first annual mission; it constitutes the baseline plus progress thus far, for subsequent analysis.

54. This first annual report constitutes an in-country analysis and will contribute to the first synthesis report (January 2019). The second annual mission and report are planned for the second quarter of 2019, and their corresponding synthesis for the last quarter of 2019.

1.2 Country-specific ToC

1.2.1 Objective

55. The evaluations are based on a generic country-level ToC that elaborates the key changes targeted by GPE and their main causal explanations and factors, and alternative hypotheses that determine them. The generic ToC assumes a scenario in which a country would benefit from all available types of GPE financial and non-financial support for the complete policy cycle. It is therefore a high-level document to be tailored to each country's context in the form of a country-level ToC.

1.2.2 Development of country-adapted ToC

56. The country-specific ToC is based on the generic country-level ToC for this evaluation and further tailored and enriched with the information and data gathered in stages one to four of the evaluation methodology, including the first country mission. These include the following:

- **Stage One**: Includes the assessment of data availability and quality, the preliminary input mapping against the generic ToC, stakeholder mapping and country calendar.

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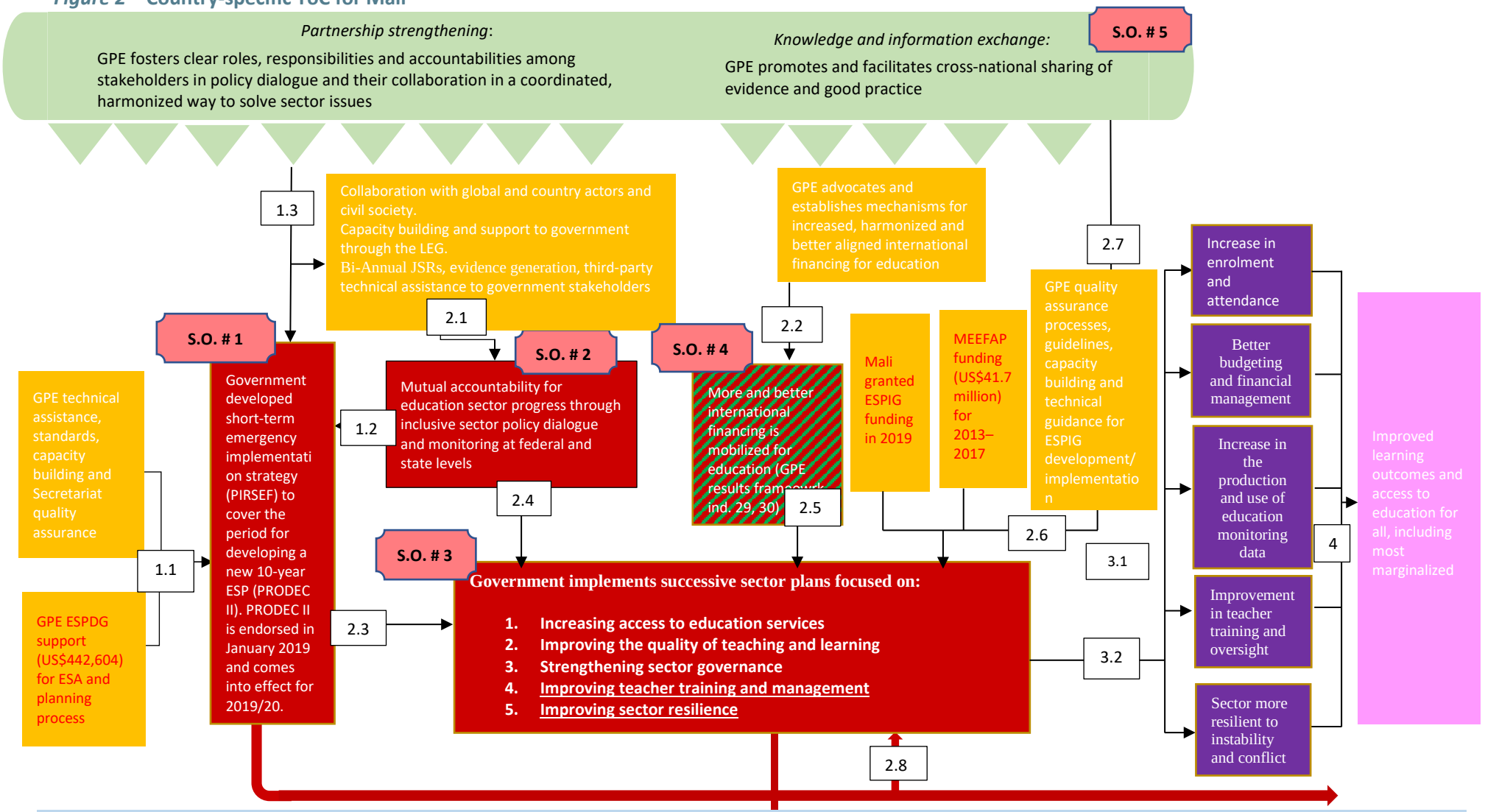
- **Stage Two**: Gathering further evidence on the country-specific ToC through in-country missions, including discussions with relevant stakeholders.
- **Stage Three**: Reviewing stakeholders, data availability and evaluation foci across countries, with a strategic perspective.
- **Stage Four**: Assessing the validity of the ToC on the basis of the current state of affairs and the broader evidence base for each country in the prospective evaluation sample.

1.2.3 Country-specific ToC

57. Figure 1 below outlines the emerging country-specific ToC for Mali within the review period. The ToC will continue to be reviewed and updated during the course of the evaluation.

58. This ToC presumes that GPE financial and non-financial support will contribute to increases in access to quality and relevant education in the country. The logical links also state that GPE's activities will lead to a stronger, inclusive planning process and will foster improved mutual accountability and more and better financing, as well as more effective plan implementation. It also presumes that implementation of the sector plan will result in a more effective and efficient education system. Lastly, the logical links state that stronger education systems will have an impact on learning and equity.

Figure 2 – Country-specific ToC for Mali



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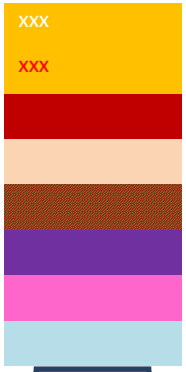
LEGEND



Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)

GPE **financial** inputs/support (grants) and related funding requirements

Country-level objectives that GPE support/influence directly contributes to

Global-level objectives that GPE support/influence directly contributes to, which have consequences at country level

Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence

Intermediate outcomes: Education system-level changes

Impact: Changes in learning outcomes, equity, equality and inclusion

Contextual factors

Corresponding strategic objective in the GPE 2020 Strategic Plan

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

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1.2.4 Assembling the contribution story

59. In Mali, GPE seeks/claims to contribute in the areas of planning, implementation, financing, accountability dialogue and monitoring, through both financial and non-financial inputs.

60. Concurrently to PIRSEF, GPE invested in MEEFAP, receiving both financial inputs as well as technical assistance from the Secretariat and the grant agent. All stakeholders interviewed during the mission were consulted as to whether MEEFAP was well aligned with the country's goals and needs as well as with GPE aims and objectives. Their opinions were also garnered on whether this support helped with the planning process and increased capacity within this arena. National education sector planning process documents and any other documentation, particularly in relation to equity in education, were sought out.

61. With respect to financing, GPE financial contributions as a percentage of salary and non-salary expenses in the country were reviewed. The reliance on donors and the GPE financial and non-financial contribution to the amount and quality of sector financing in Mali were reviewed.

62. With respect to implementation, discussions were conducted as to the stages of implementation, and how these compare to proposed plans and any challenges faced within implementation (both experienced and predicted challenges).

63. In relation to accountability, dialogue and monitoring, the extent to which GPE activities promote and support evidence-based national sector accountability were examined. Additionally, key achievements or challenges, and the strengths and weaknesses, of data systems, in terms of not only data production but also usage and transparency, were assessed.

64. An assessment was carried out on the availability of education sector monitoring data, and availability of documents on, access, enrollment, attendance and out-of-school children. Any documentation available on the quality and use of the EMIS and on education sector performance was also sought out.

65. As outlined in the Inception Report, there are seven mechanisms by which GPE claims to contribute to impact. The mechanisms, critical underlying assumptions, and contribution claims to assess GPE's contribution in Mali are summarized in Table 3. The Mali case study makes use of the framework from the GPE country-level evaluation Inception Report and tailors the assumptions and indicators to the Malian case study.

Table 3 – Explanatory mechanisms, critical underlying assumptions and contribution claims for Mali

Explanatory mechanism	Critical underlying assumptions	(Implicit) contribution claim
BECAUSE (1) GPE provides ESPDGs and guidance, quality assurance, capacity development and technical guidance, and (2) promotes evidence-based and adaptive planning – DCP governments produce and own credible and evidence-based sector plans focused on equity, efficiency and learning.	There is sufficient alignment across partner activities. Country-level partners work inclusively through LEGs. There is political will to use evidence and best practice in sector analysis and planning. GPE has sufficient leverage within the country for GPE advocacy and support to be effective. The process of sector plan development aligns with the principles and good practices promoted by GPE.	**Contribution claim A:** GPE (financial and non-financial) support and influence contribute to the *development* of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning.
BECAUSE (1) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels, (2) GPE promotes and facilitates mutual accountability for education sector progress, and (3) GPE promotes and facilitates cross-national sharing of evidence and good practice – there is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring.	The context is conducive to effective partnership engagement. Generated evidence is trusted and accurate. Civil society groups have the capacity to monitor education service delivery, based on outcomes. Parents and communities have the capacity to monitor education service delivery, based on outcomes.	**Contribution claim B:** GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to *mutual accountability* for education sector progress.
BECAUSE (1) GPE advocates for increased, harmonized and better coordinated international financing for education, and (2) GPE funding requirements include the promotion of improvements in domestic financing for education – more and better financing for education is mobilized in the country.	Grants and increased national financing are sufficient to support required improvements. GPE has sufficient leverage to influence domestic and international education sector financing. External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.	**Contribution claim C**: GPE advocacy and funding requirements contribute to more and better financing.
BECAUSE of – (1) GPE funding through program development grants and ESPIGs, and (2) GPE quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation, (3) there is	The combination of GPE and partner outputs will result in the policy influence and capacity necessary for education management to achieve outcomes and impacts. Outputs are relevant to partners and government to sustain the partnership and achieve impacts. There is sufficient political will to improve education systems.	**Contribution claim D**: GPE (financial and non-financial) support and influence contribute to the effective and efficient

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mutual accountability for education sector progress, (4) the country has developed a credible and evidence-based sector plan, and (5) more and better domestic and international financing for education is available – the country implements and monitors realistic evidence-based sector plans based on equity, efficiency and learning.	Partnership outputs are coherent. Public sector duty bearers want education service delivery impact and are willing to change. There are sufficient financial resources to implement two large national programs. There is sufficient alignment across partner activities.	implementation of sector plans.
BECAUSE (1) countries implement and monitor realistic, evidence-based ESPs based on equity, efficiency and learning – the education system becomes more effective and efficient in delivering equitable quality educational services for all.	There is sufficient political will to improve education systems. The required partner inputs are sufficient for GPE inputs to be effective. There is sufficient alignment across partner activities. Inputs are sufficient, in combination, to allow partnerships to occur. Grants and increased national financing are sufficient to support the improvements required.	**Contribution claim E**: The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system.
BECAUSE (1) sector plan implementation includes provisions for strengthened EMIS and LAS, and (2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress – country produces and shares disaggregated data on equity, efficiency and learning.	Generated evidence is trusted and accurate. There are clearly delineated roles and responsibilities in relation to producing data, reporting against data and using data to monitor implementation.	
BECAUSE of improvements at the level of the overall education system, there are improved learning outcomes and improved equity, equality and inclusion in education.	Systemic issues within the education sector keep children out of school, reduce quality and increase inequality.	**Contribution claim F**: Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education.

2 Assessment of GPE contributions to education sector planning and policy implementation, financing, and sector dialogue/ monitoring in Mali

47. This section summarizes the progress since baseline and assesses the likelihood of GPE contributing in the areas of planning, implementation, financing and sector dialogue and monitoring.

2.1 Situation analysis at Year 1

2.1.1 Education sector planning

Summary

- *The transition from PRODEC to PRODEC 2 has taken eight years, interrupted by conflict and a coup d'état. While PRODEC 2 is due for endorsement in January 2019, the interim years have been governed by PIRSEF, which was intended to cover 2015/16 but has been extended until the present.*
- *DPs in the LEG and government share much responsibility for planning. There is less input visible from CSOs or teachers' organizations, with no official role in the LEG being open to either group. The process has, however, been inclusive of decentralized government, with a system in place to channel ideas and suggestions up from the local to the national level.*
- *GPE's financial support through the ESPDG has helped the planning process by funding the implementation of an ESA, as well as funding for the development of PRODEC 2. The Secretariat's technical support provided during the yearly country missions was deemed to be valuable, but too limited to be more useful.*
- *It is clear that PIRSEF has failed to meet many of the criteria of a credible sector plan, being focused primarily on the organisation of outputs, with no clear causal chain to link its outputs to its broader vision and associated outcomes. Understood in the context of conflict and fragility this is understandable, with the focus being on continuity and the provision of infrastructure.*
- *The real test for the government of Mali will be how PRODEC II can set out a coherent vision, which will adequately address the needs of a conflict affected population, with a clear, costed, logical framework to assist implementation, monitoring and mutual accountability.*

Assessment of sector planning

48. Education sector planning in Mali is governed by a succession of 10-year plans, which are then operationalized into three-year operational plans. The education sector was covered by PRODEC from 2001 to 2011, which was operationalized in a series of budget operationalization programs, known as

PISE. The period of 2001–2011 was covered by PISE I and PISE II. PISE III was introduced in 2010 and was intended to cover the transition period between PRODEC and PRODEC II.

49. While the GoM's intention had been to develop PRODEC II to directly succeed PRODEC, this process was interrupted by the outbreak of violence in the north, and the subsequent coup d'état and military government. In the absence of the capacity or political focus to develop PRODEC II, PISE III was extended past 2012 in order to ensure the continuing operation of the education system.

50. With the restoration of elections in 2013 an interim education plan was developed to govern the education sector until it was possible to develop PRODEC II. This plan was referred to as PIRSEF. This interim plan was brought into operation in 2015, and was intended to cover 2015–2016.

51. It was recommended by GPE and other DPs that Mali should focus on developing a second interim plan in order to cover the period until it would be possible to develop PRODEC II. However, the GoM decided to focus their energies on developing PRODEC II, and instead of developing a second interim plan, extended PIRSEF to cover up to 2018.

52. PIRSEF, which was originally developed to cover 2015/16, was extended to cover 2017/18, while PRODEC II (2019–2028) was being developed. During this period PIRSEF was evaluated against GPE results framework indicator 16a in which it was judged to have failed to meet all but one of the five quality criteria set out for the assessment of TEPs. Table 4 shows a summary of GPE's assessment of PIRSEF, and a full list of assessment criteria and GPE ratings is available in Annex F.

Table 4 – GPE appraisal of PIRSEF (2015) using the GPE/IIEP appraisal criteria

Criteria	Appraisal
1 – Evidence-based	**Met**
2 – Sensitive to context and pays attention to disparities	**Not met**
3 - Strategic	**Not met**
4 - Targeted	**Not met**
5 - Operational	**Not met**

Source – GPE internal appraisal summary

53. The priorities of MEEFAP, PIRSEF and the incumbent PRODEC II are outlined in Table 5. PIRSEF was initially accompanied by an operational plan[21] which outlined planned expenditure for 2015 and 2016. Effectively this plan was a costing of activities by component, and didn't link any of the outputs to specific indicators within the components. When PIRSEF was extended beyond 2016, no new operational plan was developed, and operational planning has been done on a yearly basis, with none of the yearly plans being available for appraisal.

[21] Plans D'Actions Du Programme Interimaire (2015)

Table 5 - Sector priorities from PIRSEF and PRODEC II

PIRSEF 2015/16	PRODEC II 2019–2028
Component I: Improving the quality of teaching/learning	**Program 1:** Improving the internal and external efficiency of the educational system
Component II: Improving access. General objective: to improve access to education and the learning environment, through the construction, rehabilitation and equipping of school infrastructure and administrative structures	**Program 2:** Improving teacher training and management
Component III: Strengthening the governance of the education and vocational training sector	**Program 3:** Promoting equitable and inclusive access to quality basic education for all
	Program 4: Strengthening the governance of the sector
	Program 5: Strengthening the resilience and capacity of the sector

54. The planning process for PRODEC II was restarted in 2017, with Mali being given an ESPDG by GPE in order to carry out an ESA and develop PRODEC II. The ESA was carried out by Pole de Dakar and was published in June 2017, forming the foundation for developing the new 10-year-plan. The plan was developed by the LEG, which consists mainly of the three government ministries with an interest in education (MEN, MEFP and MESRS), DPs, and FONGIM (a confederation of local and international NGOs).

55. During the country mission, government officials involved in the development of PRODEC 2 described it as a "bottom up" process and explained this to mean that local governments first outlined local priorities for education, with those priorities being agglomerated at higher levels until they could be combined into one cohesive national plan. In this conversation the official referenced interactions with local administrators and teachers; however, there is no evidence that communities and CSOs were invited to participate in the planning process.

56. The initial aim of the GoM was that PRODEC II would be finalized and endorsed by April 2018. In the February 2018 Secretariat mission report [22], it was revealed that this date had been pushed back and that PRODEC II would not be endorsed until January 2019. The reasons for this delay were not cited; however, the implications are that Mali will not be likely to receive any GPE funding until the end of 2019, effectively leaving a sizable hole in ODA for the education sector for 2018 and 2019 [23].

57. PRODEC II will first be accompanied by PAPB (Plan d'Actions Pluriannuel Budgetisé), a medium-term budget implementation plan to cover the period 2019–2022.

[22] Mission du Secrétariat du Partenariat Mondial pour l'Éducation au Mali. Rapport de mission: 07 – 09 février 2018.

[23] Ibid.

58. It is clear that the conflict and political instability has had a profound effect on the efficiency and quality of the education sector planning process in Mali. In interviews, ministry officials referred to a rapid turnover of ministry staff caused by the conflict and political instability, and how this had made it difficult to establish a clear focus on developing PRODEC 2. Similarly, donors echoed this, with rapid turnover in staff at DPs causing a lack of coordination and dialogue around the planning process.

GPE contribution to sector planning

59. GPE financial contributions to sector planning include the 2016 provision of an ESPDG of US$442,604, of which US$192,742 was allocated for an ESA and US$249,862 for the development of a new education sector plan (PRODEC II). This accounted for 22 percent of the budget for the ESA and 43 percent of the budget for developing PRODEC II[24]. Initially anticipated to close in April 2018, the grant was extended to April 2019. Reasons for this included delays in education sector analysis work and in the development of a cost simulation model, government key personnel turnover, the fragility of the Malian context, and the complexity of policy options to be explored in a new sector plan. The grant agent for the ESPDG is UNICEF. The comprehensive ESA was published in June 2017 and was used as the basis for the development of PRODEC 2.

60. The process of application for the ESPDG took two years. Initial applications were rejected due to poor construction of the applications and poor communication within the LEG, with six submissions being submitted and rejected in 2015 and early 2016. The issues centered around a lack of clear budgeting and planning, as well as issues of communication, with one application being submitted without the knowledge of the grant agent[25]. The high application standards set by GPE, as well as the technical support of the Secretariat country lead during the application period, contributed to supporting and incentivizing the LEG to improve its planning and coordination capacity.

61. While stakeholders saw the presence of the Secretariat country lead as being helpful to organize and motivate the LEG, it was also considered to be too sporadic and brief to be a major factor. While all stakeholders were aware who the grant and coordinating agents were, they did not necessarily associate their work with GPE. Civil society representatives also noted that due to the short country visits, they had never had a meeting with the Secretariat country lead as part of the planning for PRODEC 2. This reflects a weak in-country partnership whereby stakeholders tend to consider the Secretariat country lead to be "the GPE", rather than perceiving themselves to be part of the partnership.

[24] Overall, GPE contributed 26 percent of the funding, partners 59 percent and the GoM 14 percent – taken from the Republic of Mali Education Sector Plan Development Grant Application – Country Lead Assessment (2016).

[25] Information taken from the ESPDG initial assessment in 2015.

2.1.2 Mutual accountability through sector dialogue and monitoring

Summary:

- *The LEG in Mali is reasonably active and forms the main point of dialogue in the education sector. While the LEG is representative of DPs and government, it has less involvement from CSOs and teachers organisations.*
- *DPs report that though the LEG functions, it has not achieved the desired level of sector dialogue, with many of those interviewed feeling that there should be more communication between DPs, as well as with the government. This would allow for more coordination on spending and projects.*
- *MEEFAP aimed to improve sector monitoring by introducing a VPN to computerize the EMIS. This was not achieved in the project timeframe, and therefore the capacity for data-driven monitoring is limited by the ability to collect timely data from remote or unstable regions. Currently, monitoring occurs through the yearly JSR and accompanying RSTF report. Both have been criticized for being too focused on outputs, with no data on intermediate outcomes related to the effectiveness of ministry outputs.*
- *The quality of JSRs has improved in recent years, some of which is attributable to GPE technical support, with more time being devoted to inclusive discussions during the review, and with the addition of regional factfinding missions. It remains to see whether these improvements will continue and become institutionalised.*

Assessment of sector dialogue

62. The LEG consists of three sector ministries (MEN, MEFP, MESRS), the Ministry of Foreign Affairs, the World Bank, UNICEF, the United Nations Educational, Scientific and Cultural Organization (UNESCO), Canada, Agence Française de Développement (AFD), the French Embassy Cooperation and Cultural Action, USAID, the European Union and FONGIM). In the applications for the ESPDG, the GPE Secretariat country lead notes significant difficulties within the LEG [26], including frequent turnover in personnel, as well as a lack of clarity about the group's roles and responsibilities. During the application process the country lead noted an improvement in the efficacy of the LEG, but still saw it as a risk factor for grant implementation. UNICEF acted as the coordinating agent for the ESPDG, taking responsibility for coordinating the LEG. In interviews, members of the LEG asserted that they believe the government should take responsibility for this coordination, as lead convener of the LEG. In the current system, the government appears to feel that coordination of sector dialogue is not their responsibility, while the coordinating agent sees their responsibility as coordinating meetings of the LEG and activities around sector planning (as mandated by the ESPDG), but not necessarily coordinating dialogue on other issues. Those interviewed felt that this meant there was a lack of clear roles and responsibilities, resulting in poor dialogue and communication, despite regular meetings.

63. What is notable about the LEG is the lack of significant representation of teachers' organizations. Reports against GPE indicator 19[27] indicate that the LEG features representation from CSOs but not from teachers organizations, meaning it only partially fulfills the associated GPE results framework criterion

[26] Taken from the Republic of Mali Education Sector Plan Development Grant Application – Country Lead Assessment (2016) as well as the mission reports for 2016 and 2017

[27] Results framework indicator 19 monitors the involvement of civil society and teachers' organizations in the LEG and is reported as a binary present or absent figure (see Annex B).

(results framework indicator 19). What is less clear is what role CSOs play in the fundamental planning and negotiation activities carried out by the LEG. While FONGIM is represented in the LEG, it does not have a clear role, and because of its varied membership, including many international NGOs (see Annex A for a full membership list) it is not clear how much FONGIM can be said to represent civil society in Mali. It is not clear what role CSOs, represented by FONGIM, or teachers' organizations have played in the development of PRODEC II or the precedent PIRSEF.

64. During the country mission, reports on the functioning of the LEG were mixed. While most stakeholders agreed that the LEG was meeting regularly, a number of issues were pointed out. Most DPs were concerned with a lack of leadership on the part of the government. While they said that the government was officially leading the LEG, it was not taking enough initiative in coordinating the group. The second issue consistently raised was a lack of information-sharing between groups. Some donors complained of the various education ministries sharing documents late, or not sharing documents at all, while also noting that the various DPs had also failed to share results and reports that would have been relevant across the sector.

Assessment of sector monitoring

65. JSRs were carried out most recently in 2016, 2017 and 2018, but none of them met the minimum number of GPE standards on joint sector reviews (results framework indicator 18). Across the three JSRs, the criterion that was met the most was 'participatory and inclusive' (2016 and 2018). The 'comprehensive' criterion was met once in 2017 and the 'evidence based' in 2018; none of the other criteria was met (i.e., 'a monitoring instrument', 'anchored into an effective policy cycle'). The exact history of the JSR process in Mali is not clear, but joint monitoring missions were being carried out on PISE II as early as 2007. The 2018 GPE Secretariat country lead mission report noted that the issue with previous JSRs had been that they monitored disbursements for projects, but did not monitor the implementation or effectiveness of the planned activities. This was something that had been noted in 2017, but again did not occur in the subsequent JSR. On review of the agenda for the 2015 sector review it is clear that the format was more designed as a presentation of the RSTF (the sector report with a section for Q&A). While the RSTF is the main source of monitoring data, it is not monitoring against an explicit results framework, as PIRSEF does not set out specific targets for the sector. Instead, the RSTF monitors inputs from donors and the GoM, and the outputs of this funding. In the absence of consistent EMIS or LAS data, no outcome- or impact-level data are available to track progress.

66. In 2016 the government conducted three ground missions to Mopti, Sissoko and Koulikrou and Ségou regions. These missions consisted of key stakeholder interviews, particularly within the local governments and education departments. Stakeholder lists available in the Mopti and Koulikrou mission reports show a wide spread of stakeholders consulted, mostly from local and regional government and teacher training colleges. The three regions visited are all in the south west, around Bamako, and it is not clear whether other regions were visited, or whether this process was undertaken again in 2017. Regardless, it is a positive move towards more regional integration and inclusivity in the sector review process.

67. Currently, education system monitoring is carried out by the statistics unit in the MEN[28]. Data on enrollment and completion, as well as on classroom, teacher and school numbers, are consolidated on a yearly basis. Up until 2011 these were published publicly on the ministry's website[29], but this practice stopped in 2011, although data are still being collected.

[28] Ministère de l'Éducation - Nationale Cellule de Planification et de Statistique.

[29] Available at http://www.education.gouv.ml/contenu_documentation.aspx?type=20 (accessed: November 29, 2018).

68. While the GPE Secretariat country lead did not attend the 2017 JSR, he did note that the MEN had not yet implemented his recommended improvements to the RSTF. The RSTF did not include accurate budget comparisons or descriptions of the implementation and effectiveness of planned activities. To remedy this, the country lead advised the LEG on how to improve accountability for monitoring by creating a more clearly delineated system of responsibilities for monitoring and financial reporting. In addition, the country lead reports that he provided recommendations to the MEN on how to improve the accuracy and transparency of sector financial reporting, by locating more reporting at the decentralized level. The 2018 country lead mission report noted that the government had provided more detailed information outside of the RSTF than in previous years: a positive step.

69. One of the goals of MEEFAP was to strengthen Mali's EMIS. This was partially to be achieved by the introduction of a VPN, which would allow for more efficient recording, transferring and sharing of education data. This system was intended to be installed in all 50 Education Support Centers (Centre d'Animation Pédagogique – CAPs). At the end of MEEFAP funding, the system had been installed at a central level and in 10 target academies. The European Union has taken over the project and the intention is to roll it out to the remaining eight academies, as well as to the 50 CAPs as was originally intended.

70. According to the World Bank Project Appraisal Document (PAD)[30] for MEEFAP there was no scope for assessing the impact of the EMIS upgrade on decision-making and planning. It remains to be seen how the system improvements will be utilized at the collection stage, as well as by central government in the policy, planning and monitoring processes. According to government interviewees the establishment of the EMIS has not yet been successful, limiting the data available for monitoring.

71. A significant issue with education sector monitoring in Mali is the absence of a regular comprehensive learning assessment. Learning assessments have been carried out sporadically by DPs and CSOs, but there has been a lack of replicability and comparability between the studies, making it hard to monitor changes in learning outcomes and education sector performance.

GPE contribution to sector dialogue and monitoring

72. GPE's financial contributions include funds from the emergency grant (2013–2017) being used to establish a VPN system for monitoring results, which according to the Project Development Objective monitoring in MEEFAP's progress reports was of substantial quality[31]. As noted above, this system has not started functioning fully, and so is yet to make a tangible contribution to monitoring in Mali. It is unclear how it was judged to be of substantial quality for the Project Development Objective assessment.

73. Other GPE financial contributions included US$192,742 as part of the ESPDG to carry out an education sector review. While this had not initially been a government priority, the inclusion of a comprehensive sector analysis in the planning process had been a precondition for receiving the ESPDG. In this way GPE used the ESPDG as leverage to promote a focus on data collection and analysis.

74. In 2015 the GPE Secretariat country lead country mission made a series of recommendations for improving the JSR process. This included having more opportunities for groups to discuss particular topics related to education (e.g. a series of working groups). In 2016 this advice was taken, with the agenda for

[30] Accessed November 27, 2018 from http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf

[31] There is a contradiction between the narrative assessment by the World Bank which notes that the installation of the VPN, and upgrades to the EMIS had not been successful, and the indicator data which deems to EMIS upgrade targets to have been met.

the four-day JSR setting out an entire day for group work, followed by significant time over the next two days to present and discuss this work.

75. GPE Secretariat country lead country mission reports indicate that there is a productive dialogue between the Secretariat, the international DPs in the LEG and the three education ministries. There is a certain level of responsiveness on both sides, and the LEG has made changes to the JSR and monitoring practices in response to recommendations from the country lead. The impression from the key informants interviewed supported this view but noted how short the Secretariat missions have been and how that has limited the impact of the country lead's presence. In the Mali context, in-country stakeholders rely on technical support from the country lead to meet the rigorous standards applied during the grant application process by the Secretariat. This has resulted in a tangible disappointment by stakeholders in the lack of in-country Secretariat presence and in the short country missions by the country lead. This reflects a breakdown in the GPE model of partnership within the country, as all partners continue to look to the Secretariat to play all the roles that are designed (within the GPE support to country model) to be shared across the partnership.

2.1.3 Education sector financing

Summary:

- *In 2016 Mali allocated 19.9 percent of its budget to education. This is a drop from the 2012 high of 22.4 percent.*
- *Education sector financing in Mali divides funds between the main part of the budget, which covers the bulk of expenditure at the central and decentralized level, while an action plan budget focuses on systematic improvements. The lack of operational plans means that there is no guidance for this action plan or indication of what the funding gap is for the education sector. The government reporting does not give a comprehensive overview of expenditures within the action plan budget.*
- *The action plan budget has, in recent years, been mostly funded by ODA, partly through internal budget support, but mostly through the recording of international DP expenditure on their projects.*
- *Release rates are poor for the government portion of action plan funding, possibly indicating the assumption that ODA will cover these shortfalls. This was evidenced by the practical absence of capital investment in education in 2012, after DPs removed most funding in light of the military coup d'état.*
- *Currently, Mali is receiving no GPE funding, as it will not be eligible for ESPIG funding applications until after PRODEC 2 has been endorsed. This means that it is likely that no funding will be received until the end of 2019.*

Assessment of sector financing

Public expenditure on education

76. 19.9 percent of government expenditure (excluding loan servicing) in 2016 was allocated to education. This is a drop from a 2012 high of 22.4 percent. In the GPE results framework, the key indicator for government spending sets a benchmark of 20 percent as a target for education spending as a proportion of total government expenditure, with countries are considered successful if maintaining or working towards this level of expenditure. Therefore, Mali is very close to meeting the GPE minimum benchmark, with the 2018 result framework analysis noting progress from 2014-2016, but not from 2011 to 2016.

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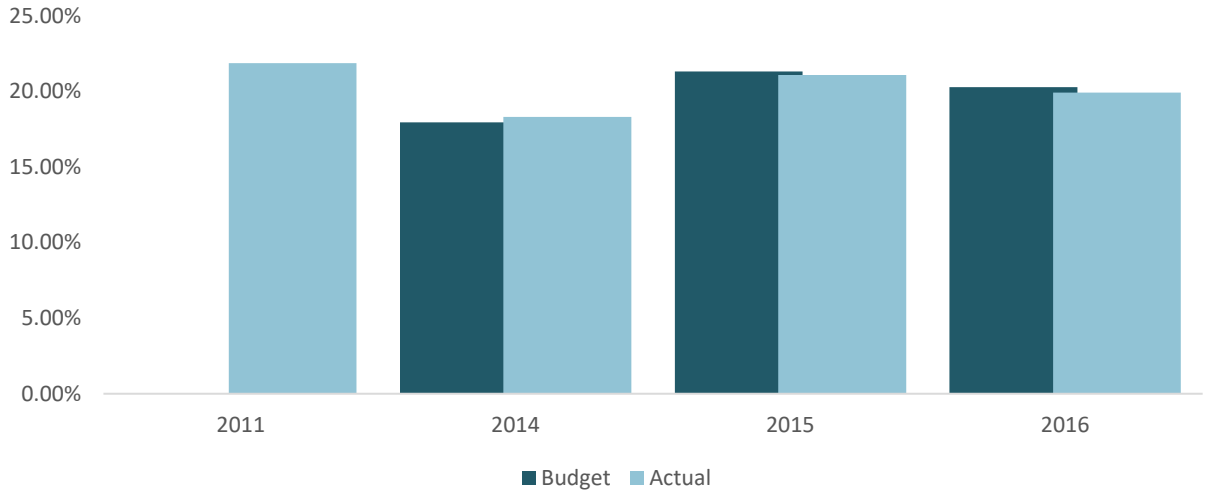
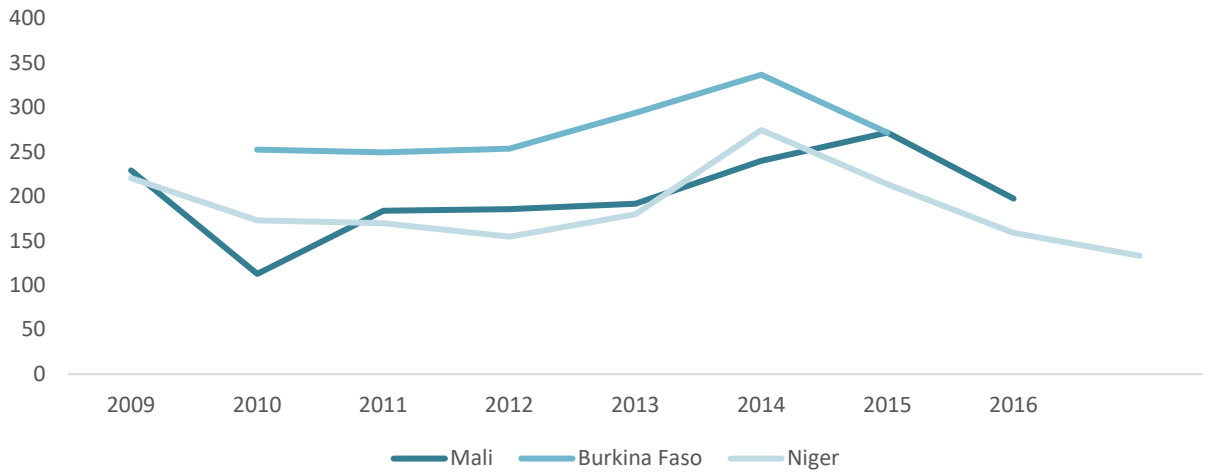
Figure 3 - Budgeted and Actual Education Expenditure as a percentage of total government expenditure (2011 - 2016)[32]



77. Per student spending on education at primary level has remained relatively stable. After falling significantly between 2009 and 2010 (from USD 229.22 to USD 122.75) the figure has risen steadily. Figure 3 shows a comparison of Mali with Niger and Burkina Faso, two neighboring low-income countries. The comparison shows a degree of parity between Niger and Mali, with Burkina Faso spending between USD 60 and USD 100 more per student until 2014. The downward trend visible in Mali in 2015 is also visible in its neighboring countries, potentially linked to increased fragility in the region.

Figure 4 - Comparison of per student Primary education expenditure (PPP$) in Mali, Burkina Faso and Niger

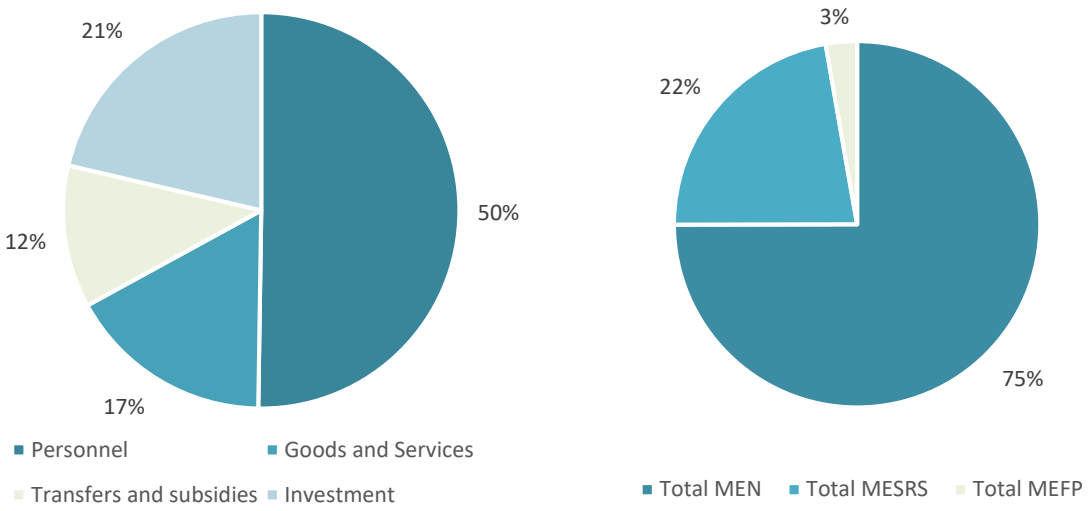


Source: UIS[33]

[32] These figures are taken from internal data reported against GPE's results framework. They include all expenditure by the three education ministries, as well as pension contributions and the education expenditure of 23 other government ministries and bodies.

[33] Sources: http://uis.unesco.org/country/NE; http://uis.unesco.org/country/BF; http://uis.unesco.org/country/ml

Figure 5 – Education budget allocation by spending and target ministry



Source: Loi de Finance[34] (2018)

78. The yearly RSTF and Ministry of Finance Budget books35 provide extensive information on government spending. While the data are comprehensive there are some inconsistencies36, with different figures being quoted for the same indicator. Discrepancy exists in the format of financial reporting between the MEF budget books and the RSTF. The MEF budgets treat each ministry's budget as one centralised budget, while the RSTF divides each of the ministry's budgets between centralised and decentralised expenditure, and separates an *action plan* budget from the main body of financing. The amount given in the national budget for investment, roughly aligns with the amount dedicated to the action plan budget in the RSTF, but without line budgets for either, and considering the discrepancies between the RSTF and National Budget records, it isn't possible to say whether they exactly align.

79. This confusion in reporting may be attributable to general difficulties with standardizing accounting practices within the three education ministries (the GPE Secretariat country lead mission noted the inefficiency and unreliability of a paper-based accounting system in accurately reporting against PIRSEF targets). While there is a consistent and reliable system of reporting for the national budget, the discrepancies between this and the education sector reporting make it difficult to account for some figures in the RSTF, especially concerning the BSI and external funding, which is not covered in the national budget. A summary of important points is given here, more detailed tables taken from the RSTF are shown in Annexes G and H.

[34] https://www.finances.gouv.ml/sites/default/files/loi-des-finances-2018/fichiers/pdfs/2-texte_de_Loi_de_Finances_2018.pdf

[35] The RSTF figures will be used in this section as they also provide figures for unaligned donor support – as well as linking disbursements to the action plan and to PIRSEF priorities.

[36] The figures that can be found in the MEF documents do not match, with a total of CFA 355 billion being given for the ordinary budget, as compared to CFA 346 billion in the RSTF. However, the major discrepancy is in the format of reporting, the lack of detailed breakdowns in the RSTF, and the exclusion of all non-ordinary budget expenditure from the national budget.

80. In 2017 the education allocation was CFA 452 billion (approximately US$775 million). In the RSTF, this allocation is subdivided into regular expenditure and action plan financing[37]. The bulk of the money was allocated to regular expenditure, including departmental running costs and personnel costs. CFA 150 billion was allocated to action plan financing, of which a large proportion was budgeted for projects funded and delivered by DPs. The government contributed CFA 70 billion to the action plan funding (the division of this allocation between the three ministries is shown in table 7). Of this figure, 86% was to be allocated centrally, and 14% through the decentralized ministries.

Table 6 - Sources of projected education sector financing in 2017 (CFA thousands)

Source of funding	Amount allocated	Proportion of total budget
Budget Ordinaire	346,105,211[38]	76.47 percent
Sector Budget Support (ABS)	5,954,944	1.32 percent
Special Investment Budget (BSI) – interior	8,524,100	1.88 percent
BSI – exterior	10,718,713	2.37 percent
Total internal financing	**371,302,968**	**82.04 percent**
BSI – exterior (complementary funds) - MEEFAP[39]	1,554,646	0.34 percent
Total other financing	79,744,337	17.62 percent
Total external financing	**81,298,983**	**17.96 percent**
Total	**452,601,951**	**100.00 percent**

Source: Revue sectorielle 2017, RSTF

81. The majority of sector budget allocation is decentralized to the regional governments, with the central ministries taking responsibility for spending on policy and capital projects. While it is clear that some of the Budget Ordinaire is allocated to the action plans, it is not clear how much this is, and whether this money is at the central or decentralized level. More detail will be sought on the structure of domestic financing for the second round of analysis in 2019. Table 7 shows the action plan contributions of the three education ministries[40].

[37] The exact nature of this division is not clear – while it appears that the majority of the 'action plan' expenditure is capital projects – there is no clear itemization of either budget – or figures for total division between salary and non-salary expenses. The RSTF only provides a list of un-costed sample of activities carried out in 2017.

[38] According to the Ministry of Finance and the Economy, this figure should have been CFA 356 billion. It is not.

[39] This distinction between GPE and other external funds, and classification as part of the BSI – exterior is consistent with the reporting in the RSTF. This figure is inconsistent with figures shown in Table 7 – as it does not take into account the upwards revision from 1.5 million to 6.9 million in 2016.

[40] The large contribution by the MEFP is explained by the fact that only 7% of their central allocation is personnel costs, showing that the MEFP works most on investment and in support of the other two ministries.

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Table 7 - Division of government 2017 Action Plan funding by ministry (Communauté Financière Africaine (CFA) Millions)

Ministry	Action plan funding	Percent total Action Plan	Percent Total Ministry
MEN	36,560,000	52.03 percent	14%
MESRS	21,650,000	30.81 percent	35%
MEFP	12,054,000	17.16 percent	75%

Source: Revue sectorielle 2017, RSTF

82. It is difficult to make an assessment of the quality of domestic financing in Mali without a credible education sector plan from which to monitor progress. While the RSTF has improved to the point that it can give an indication of what has been spent on certain action plan priorities, there are no models set out in the plan to show what investments are necessary, or projections of how much it will cost year on year to achieve the ESP priorities. The division of financing in the RSTF between the core and action plan budget is a sensible one, but only if an action plan (i.e. operational plans tied to the ESP or TEP) exists against which to report.

Table 8 - Execution rates for government 2017 action plan contributions (CFA 000s)

	Allocation	Execution	Execution Rate
Access	34,532,091	15,516,915	44.9 percent
Management	11,629,380	13,058,903	112.3 percent
Quality	24,101,555	10,926,639	45.3 percent
Total	**70,263,026**	**39,502,457**	**56.2 percent**

Source: RSTF 2017 (CPS/MEN)

83. Currently there is not reliable data to show how the action plan budget has been allocated (beyond the three broad areas shown in table 8), and what its investment targets are for each of its three target areas. Without this information, as well as multi-year plans coming from the sector planning, it is not possible for the education ministries to forecast accurately, or highlight what the funding gap is within the education sector. This is possibly responsible for the unpredictable execution rates shown in table 8, which could stem from a lack of planning on how the yearly allocations will be spent[41].

Amount and quality of international financing

84. In 2012 all donor funding to Mali was frozen, due to the military coup d'état. While according to the CRS reported figures for ODA this does not appear to have made a significant difference (Figure 4), it does appear to have had an impact on the funding available for basic education, dropped by 53% between 2012 and 2013[42]. The situation has now improved, with many of the DPs re-engaging and providing significant

[41] This is conjecture, as the reason for these execution rates are not given in the RSTF.

[42] While many donors including the Canadian International Development Agency (CIDA), USAID, EU, World Bank and the African Development Bank suspended their support to government collaborative programs, they didn't stop humanitarian programming, which meant that while overall ODA didn't drop dramatically, ODA to education, which relied more on government collaboration was more adversely affected.

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funding for supporting government education priorities. This is reflected in an increase in the CRS listed ODA figures.

Figure 6 - Trends in ODA and ODA as a percentage of GNI 2008-2017[43]

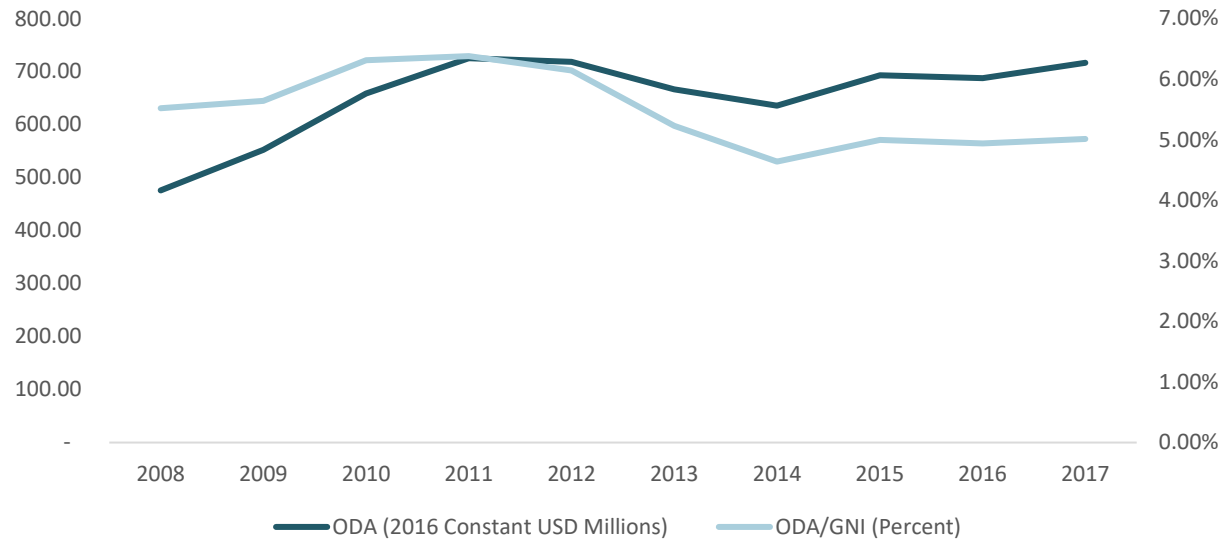
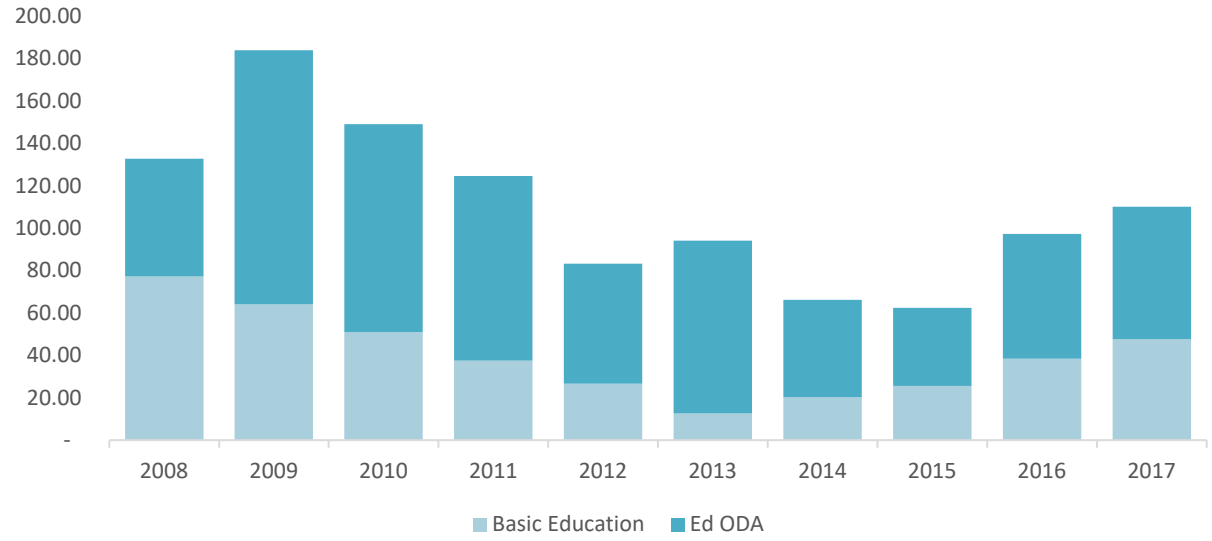


Figure 7 - OECD Creditor Reporting Standard (CRS) listed education ODA to Mali 2008 - 2017 (2016 Constant USD millions)



85. The 2017 RSTF shows a contribution of CFA 81 billion by external actors to the action plan budget allocation of CFA 151 billion, a contribution of 53.8 percent. When looking at the final released expenditure for 2017 this goes up to 65.3 percent (a complete list of external actors is shown in Annex G). It is important to note that this figure, despite potential inconsistencies in exchange rates is more than twice as much as the 62 million reported as education ODA to the OECD-DAC CRS system. This is

[43] All CRS data sourced from https://stats.oecd.org

potentially due to the large contribution listed for FONGIM – without more detailed reporting on FONGIM's contribution to the action plan it isn't possible to verify or contextualize these figures.

86. Table 8 details the different external contributions for the action plan budget shown in the RSTF[44]. There is a key distinction to be made between the BSI and the external investments listed. The BSI is considered a core tranche of government spending, in comparison to the external spending listed below, which is project-related expenses, coming from external DPs. The key funders for the BSI are the World Bank, the Islamic Development Bank[45] and Gesellschaft für Technische Zusammenarbeit (GTZ) Kreis fur Wiederaufbau (KFW). The figures noted as ABS denote budget sectoral support, which is provided by the Canadian government. What this shows is that the bulk of project-related spending on education Mali is currently coming from ODA.

Table 9 - Sources of financing with execution rates for action plans for 2016 (CFA millions)

Source	Allocation	Execution	Execution Rate
ABS	5,955	4,662	78 percent
Budget National	44,360	27,259	61 percent
BSI EXT	11,053	1,262	11 percent
BSI INT	8,524	6,319	74 percent
Total internal	69,892	39,502	56 percent
GPE[46]	1,555	6,905	444 percent[47]
FONGIM	50,162	48,924	98 percent
AFD	1,994	1,865	94 percent
UNICEF	3,248	3,247	100 percent
USAID	9,684	9,840	102 percent
PAM	4,489	3,146	70 percent
EU	10,167	99	1.5 percent
BID		375	
Total external	81,300	74,401	92 percent
Total	**151,190**	**113,904**	**75 percent**

Source: RSTF 2017 *(CPS/MEN)*

GPE contribution to sector financing

87. For total education sector expenditure in 2017, the GPE contribution of CFA 6.9 billion[48] accounts for 1.5 percent of allocations (considering a total of CFA 452 billion), but when considering action plan

[44] Rapport de Suivi Technique et Financier – Annual sector plan implementation report

[45] Banque Islamique de Développement (BID)

[46] It is not clear why there is such a disparity between the predicated and disbursed amounts of GPE funding. It is likely that the allocation figure is based on the original amount that was allocated for MEEFAP, which was revised in 2015 – resulting in an unpredicted jump in funding in 2016.

[47] The revision in the ESPIG amount seems not to have been accounted for in the RSTF.

[48] Earlier in the RSTF it is asserted that GPE contributed CFA 25 billion, or 36 percent of the 2017 action plan budget. This would be roughly equivalent to US$46 million, and is perhaps a confusion between the total MEEFAP grant allocation, and the per-year spend. Later in the same document it is reported that the GPE contribution was CFA 6.9 billion in 2017, which is a figure that is much more aligned with the grant agent's spending figures (as reported in

spending separately, the GPE contribution accounts for 10 percent of the government's budget allocations (CFA 70 billion) or 4.5 percent of the total action plan budget (CFA 151 billion including contributions by other DPs). Without a credible education sector plan there is no indication of how much of the sector funding gap is covered by MEEFAP funding.

88. In interviews, government stakeholders expressed concerns at the World Bank procurement rules for the MEEFAP project[49]. The interviewees felt that by bringing in their own procurement experts and processes, the World Bank had implicitly expressed a lack of trust in the government's internal processes. At the time of evaluation there was no evidence to show this decision was made due to a lack of trust – but this evaluation will look in more detail in 2019 at the decisions being made around procurement systems, especially in any upcoming ESPIG applications, and how a future ESPIG would be aligned to government systems. While UNICEF was the Grant Agent for the ESPDG between 2016 and 2018, the government preferred the World Bank for the ESPIG, as UNICEF were not able to use the money for sectoral budget support[50]. While there is not a clear logical imperative for using the ESPDG as direct budget support (considering the modest size of the grant), the data gathered from government stakeholders implies that there is a desire in the government to have more fully aligned grant modality for future ESPIGs – an implication that will need to be investigated further.

89. Although not directly related to GPE's funding, stakeholders noted the lack of coordination between government and DPs in the LEG on funding and project priorities, as well as expressing an interest in collaborating more on related projects. The GPE model outlines the role of the coordinating agent as providing a point for sectoral collaboration between DPs and the government. In a situation such as Mali, in which the bulk of non-recurrent education spending is done through DPs, there is a significant opportunity to leverage more and higher quality international funding. However, it seems a lack of clarity regarding partner roles and responsibilities is hampering such opportunities. Therefore, the final evaluation mission will investigate the roles and responsibilities of each GPE partner with regard to contributions to financing and the ESPIG application in 2019.

90. According to the RSTF, of the CFA 70 billion allocated by the government to the action plan, CFA 39.5 billion was released. This is a release rate of 54 percent, and puts GPE's contribution in comparison to government spending at 17.5 percent. It is evident across the sector in Mali that international DP funding has a much higher release rate than that of government action plan contributions. This suggests that, while the government makes commitments to non-recurrent investment in education and to increasing its action plan allocation, this is let down by poor release rates for non-essential expenditure. In this case, the government could be relying on DP funding (such as that from GPE) to allow them to relax their own budget release. The final evaluation will explore in more depth the reasons behind these poor release rates, and the possibility that increases in donor funding are potentially encouraging the diversion of domestic budget allocations.

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the MEEFAP ISR). While it is possible to see the actual contribution of GPE funding to PIRSEF spending, the confusion in the RSTF points to a lack of coordination in record-keeping by the GoM.

[49] According to the data produced for GPE's results framework indicators, the ESPIG in Mali was not considered to be well aligned with government processes and procedures (results framework indicator 29).

[50] During the initial stages of the ESPDG application there was confusion about how the grant money would be delivered, with the GoM proposing that the money be directed to budget support, with them reporting to UNICEF on their spending. GPE and UNICEF asserted that this would not be possible, and, similarly, that UNICEF would not provide salary supplements for ministry staff as part of the grant. This process is outlined in the initial assessment carried out by the GPE Secretariat country lead for the ESPDG allocation.

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91. While it is likely that the GoM will apply for an ESPIG, this will not happen until PRODEC II has been endorsed, meaning that it is unlikely that any GPE funding will be received for the bulk of 2019. Considering the considerable portion of action plan expenditures coming from GPE, this will leave a significant deficit in government capacity to meet action plan targets. The GPE Secretariat country lead has been working with the LEG to establish alternative ways of expanding GPE funding to cover the gap between the end of MEEFAP and the first possible date for applying for a new ESPIG (only available for application once PRODEC 2 has been endorsed, which has been planned for January 2019).

2.1.4 TEP implementation

Summary:

- TEP implementation is recorded mostly in the RSTF, which is prepared by the government for presentation at the annual JSR. The RSTF has been criticized by the GPE secretariat country lead for focusing primarily on the costing of education projects, and listing of outputs, rather than looking at outcomes and progress made against the TEP.
- Since 2015, MEEFAP has been well aligned with PIRSEF and has provided assistance in achieving TEP priorities. It is not clear, though, that GPE technical expertise and capacity-building have had any effect on how the government works to implement their own TEP.
- It remains to be seen whether there will be improvements in the reporting of implementation progress with the introduction of PRODEC 2. There has been some progress made in improving the quality of data collection and inclusivity for the JSRs.

Assessment of TEP implementation

92. The central document for assessing the success of TEP implementation in Mali is the RSTF, which is produced annually for the JSR. The latest RSTF outlines the activities undertaken by the three ministries responsible for education in Mali (MEN, MESRS, MEFP), as well as actions undertaken by selected international DPs. The core issue with the RSTF as a monitoring document is its lack of a logical linkage between inputs, outputs, outcomes and impact. As the PIRSEF was not intended to cover more than two years, it did not set out a long-term theory of change with guiding indicators, making it impossible to chart implementation progress towards the overall PIRSEF goals.

93. The report consists of two parts, the first detailing spending by different bodies, while the second lists actions undertaken by these actors. This provides useful information on government spending, and priority actions; however, it is insufficient for making reliable deductions about TEP implementation. It is not possible to see how exhaustive the list of actions is, or whether it is just a sample of actions undertaken. The RSTF also reports on how much money was disbursed for actions, but does not track the effectiveness of these inputs in working towards the PIRSEF components.

94. In the RSTF there is very little information available on the performance of the decentralized governments in implementing their budgetary priorities. This matches with comments from stakeholders both within the government and the international DPs, who commented on the lack of governance and accountability structures between the three controlling ministries and the decentralized governments.

95. The RSTF provides detail on action plan budget allocation and spending. The 2018 RSTF report covers approximately CFA 70 billion, or 19 percent of the total budget of CFA 371 billion which was allocated for

the education sector[51]. According to the RSTF this CFA 70 million was broken down along the three PIRSEF priority areas of access, quality and management (shown in Table 10). What is noteworthy from these figures is the huge disparity in release rates: execution rates for access and quality were at 45 percent while the management portion received 112 percent of the expected allocation. The document provides no explanation of these differing release rates.

Table 10 - Allocation of funds for education action plan (CFA thousands)

PIRSEF component	Allocation	Expenditure	Execution rate
Access	34 532 091	15 516 915	44.9 percent
Management	11 629 380	13 058 903	112.3 percent
Quality	24 101 555	10 926 639	45.3 percent
Total	**70 263 026**[52]	**39 502 457**	**56.2 percent**[53]

Source: Revue sectorielle 2017, RSTF

96. In the final section of the 2018 RSTF there is a list of actions undertaken across the three ministries and by the DPs in 2017. A full translated list is shown in Annex G and a summary of the actions attributable to the three central government ministries is shown in Table 11. While this is illustrative of the actions undertaken in 2017, there is no data on the effectiveness of these actions, for example whether the investments in teacher training led to improvements in teachers' pedagogical or subject knowledge. While the planning and statistics unit (CPS) provides student outcome data[54] without a credible sector plan there is no theory of change to provide causal links between outputs and outcomes. For example, while the RSTF details that a number of teachers were trained by the MEN, there is no information given on what this training consisted of, what baseline competency gaps it targeted, and how successful it was in improving teacher competencies. This makes it impossible to make logical connections between the outputs detailed in the RSTF, and the student level outcomes in the CPS digests.

97. It is also not clear whether these were the only actions undertaken that year, and how they relate to the budget allocations shown above. It is also not evident that PIRSEF was used as a guiding document for the implemented activities. While the activities reported on in the RSTF are arranged according to the PIRSEF components, there are no specific activities planned for in PIRSEF. Instead the document is presented as a record of what the sector budget was spent on. Without the links to specific indicators and measurement of progress towards these indicators, the TEP is not an effective tool for guiding implementation. As the TEP was intended only to cover 2015 and 2016, the accompanying operational plan sets out no specific plans for 2017 or 2018. It is not clear how implementation beyond the original operational plan has been guided.

[51] While the MEF budget reports on the total education spending, the RSTF only reports activities against the action plan budget without a clear definition of what is classified as action plan activities, or an itemized budget for how the action plan budget was spent.

[52] This figure should be the same as the total internal budget shown in Table 9, the discrepancy between the two figures is small, but unexplained.

[53] All execution rate figures are rounded.

[54] Outcome data is focused on access, and is measured by enrollment, attendance and completion rates. Data on learning outcomes is less consistent.

Table 11 - Summary of 2017 ministry activities matched against PIRSEF priorities

PIRSEF components	Implementation[55]		
	MEFP	MEN	MESRS
Component I: Improving the quality of teaching/learning	Acquisition of computers and materials for developing a Chinese-funded vocational training center[56]	Training of 3,856 basic school teachers in all curricular levels Training of 554 general secondary and vocational teachers Training of 239 preschool teachers Training of 395 teacher trainers and school principles	Development of a quality assurance manual Development of quality procedures, and capacity building of teachers to work according to these procedures
Component II: Improving access. General objective: to improve access to education and the learning environment, through the construction, rehabilitation and equipping of school infrastructure and administrative structures		Purchase of three new schools, as well as a center for technical studies Monitoring and support for school canteens	Development of tertiary institutes, purchase of equipment and upgrading of high school science labs Establishment of regional university missions
Component III: Strengthening the governance of the education and vocational training sector	Refurbishment and equipping of MEFP offices	Organization of 150 local and regional consultations for CAPs	Establishment of a consultation framework for coordinating at all levels of government on gender issues in education

Source: Authors' elaboration from data in RSTF 2017

GPE contribution to plan implementation

98. PRODEC II is scheduled to take effect in January 2019. It will be difficult for an ESPIG to be arranged before the end of 2019. This would, in effect, mean that Mali would be without GPE financial support for

[55] Information taken directly from RSTF – where no specific figures are given this reflects a lack of specific data in the RSTF.

[56] For more details on this center see http://www.malinet.net/alerte/cooperation-mali-chine-76-milliards-pour-un-centre-de-formation/

two years. The country lead considered this to be a serious issue, considering the fragility of the situation in Mali and the need to move forward decisively with the new plan.[57] The recommendation[58] from the Secretariat in response to this was to push for Mali to receive accelerated funding, or to receive additional funding under the already granted ESPDG, which was below the US$500,000 threshold.

99. From 2015 until 2017, GPE funding, disbursed through MEEFAP (US$41.7 million allocation) by the World Bank, seems to have played a significant role in TEP implementation. Looking at actual budget spending in 2017, GPE emerged as the second largest individual donor (while the collective contribution of FONGIM was the greatest donor contribution, behind USAID). In 2017 GPE contributed CFA 6.9 billion to the action plan spending, which is kept as a separate budget from overall government education spending (the bulk of government money is spent on teacher salaries, which is done through the decentralized governments). The priorities of MEEFAP were closely aligned with the PIRSEF priorities and supported the government to achieve its TEP goals. A summary of MEEFAP contributions and their alignment with the PIRSEF components is shown in Table 11.

Table 12 - MEEFAP activities (2015–2017) by PIRSEF component

MEEFAP indicators	Target	Achieved	PIRSEF priority area
Objective/outcome: Increase access for affected students in targeted areas			
Number of additional classrooms built or rehabilitated (primary)	960	960	**Component II:** To improve access to education and the learning environment, through the construction, rehabilitation and equipping of school infrastructure and administrative structures
Number of additional classrooms built or rehabilitated (LSS[59])	81	81	
Number of additional classrooms built or rehabilitated (USS[60])	9	9	
Number of additional students enrolled in targeted areas	50,000	52,500	
Number of children benefiting from school feeding[61]	150,000	168,434	
Intermediate results indicators			
Component 1: Increase access to basic education services			
Number of additional wells resulting from project interventions	200	200	**Component II:** To improve access to education and the learning environment, through the construction,
Number of additional blocs of latrines resulting	100	100	

[57] 2018 Country lead mission report.

[58] 2018 Country lead mission report.

[59] Lower Secondary School

[60] Upper Secondary School

[61] It was noted during implementation that this objective is potentially misleading as it does not track the regularity of meal provision. The GoM decided to track the number of meals disbursed, and exceeded their own target of 27 million, disbursing 27.3 million meals. This equates to 162 meals per student over the three-year period.

from project interventions			rehabilitation and equipping of school infrastructure and administrative structures
Number of girls receiving incentives	150,000	19,581	
Number of COGES set up and trained[62]	1,000	1,332	**Component III:** Strengthening the governance of the education and vocational training sector
Component 2: Strengthen the technical and pedagogical capacity of the education system			
Number of students benefiting from remedial classes as a result of project intervention	20,000	39,981	**Component I:** Improving the quality of teaching/learning
Teachers recruited or trained	2,000	4,833	
Number of students receiving kits as a result of project intervention	30,000	30,925	
Component 3: Strengthen the administrative and monitoring capacity of the education system			
EMIS system in place and functioning in targeted areas	Yes	Yes	**Component III:** Strengthening the governance of the education and vocational training sector
Availability of audit report on school infrastructure	Yes	Yes	

Source: MEEFAP ISR (2018)

100. While it is clear that the activities undertaken through MEEFAP contributed to the aims of PIRSEF in increasing access to education through the provision of better school facilities and incentives such as school feeding, it is not clear how effective these actions really were. The objectives do not include any indicators on attendance or completion, and the indicator covering enrollment of new students does not cover the status of those students previously, and whether they would have enrolled anyway. The completion report points out that these indicators were set in the context of an emergency situation, when the collection of more detailed data was not possible, and true baseline data were difficult to ascertain. The most important aspects of MEEFAP from the point of view of future sector development are those that relate to institutional strengthening, and particularly to the EMIS development. While the indicators note that the EMIS is in place and functioning, the text of the report states that the development of the VPN was not successful due to limited time and funding, but that efforts have been taken up by other donors.

101. It is therefore not possible at this point to draw conclusions on the efficacy of GPE in supporting sector plan implementation in Mali. While the ESPIG was aligned through MEEFAP to the goals set out in the interim plan, it was not designed specifically to support government sector plan implementation. With the development of PRODEC II, it remains to be seen how GPE will adapt to provide support to all aspects of ESP implementation, including at the decentralized level. The completion report for MEEFAP notes that one of the strengths of MEEFAP was the level of government ownership of the project, as well as the level of engagement in its activities at the local level. This was noted particularly for the establishment of the

[62] Comités de Gestion des Etablissements Scolaires – School-Based Management Committees.

COGES, with the report noting that the training of these committees had led to an upswell in local support, including communities resourcing school feeding programs, hinting at a degree of sustainability in the project. The subsequent report in this evaluation seeks to investigate whether the optimism around MEEFAP's sustainability and institutional strengthening have led to lasting change beyond the project funding window.

2.1.5 Alternative explanations and unintended/unplanned effects

Confirming and refuting alternative explanations

102. For prospective evaluations, confirming and refuting alternative explanations is undertaken iteratively throughout the evaluation. In this first annual report we have assembled the contribution story and provided a ToC, with indicators to track and confirm or refute alternative explanations. Thus far in the evaluation process we are able to provide alternative explanations for implementation and will continue to add to the list of alternative explanations as the evaluation progresses.

103. The two major alternative explanatory factors for looking at successes and failures in education sector planning and development in Mali are the presence of other DP programs, and government instability and conflict since 2012. Both of these factors have had a serious effect on the operation and development of the education sector in the last five years.

104. For DPs the key question is: are there changes taking place that would not be taking place without the contributions of GPE in Mali? The first strand of this deals with looking at the other DPs present, and the nature of their work, while the second strand involves looking at whether those projects would be having the same effect, or would be operating in Mali were Mali not part of GPE. While it is too early at this point to draw clear conclusions on these questions, this first annual report maps stakeholders and their contributions, to inform the final evaluation report and explore alternative explanations. A full list of DP spending, including the specifics of the projects undertaken, is shown in Annex G. Below is a table summarizing DP involvement by PIRSEF/MEEFAP priority area. During the interviews, some DP stakeholders spoke of duplication of efforts because of a lack of coordination within the LEG. This will be addressed as part of the future iterations of this evaluation, to assess to what extents efforts are being duplicated or coordinated, and what role GPE has had in any change that has occurred.

Table 13 - DP involvement by PIRSEF priority area

Partner	**Component I:** Improving the quality of teaching/learning	**Component II:** Improving access to education and the learning environment, through the construction, rehabilitation and equipping of school infrastructure and administrative structures	**Component III:** Strengthening the governance of the education and vocational training sector
BID	x		
World Bank		x	x
KFW/GTZ	x		
Canada	x	x	
AFD	x	x	x

Cooperation Suisse	x	x	x
World Food Program	x		
UNESCO	x	x	
UNICEF	x	x	x
USAID	x	x	
Luxemburg	x		
European Union	x	x	
IDA[63]	x	x	
Netherlands	x	x	x
OIF[64]	x		
FONGIM	x	x	x

Source: RSTF and Authors' Elaboration

105. The possible effects of the conflict in Mali on the education sector are outlined in more detail in the introductory material, as well as in Section 2.1.1. While it is indisputable that the change in governments and the loss of government control over a large part of the country must have inevitably had an effect on the education system, some interviewed stakeholders were wary of pinning blame on the conflict. Officials in the MEN cite the rapid turnover in government personnel caused by the coup d'état as a factor in preventing significant progress.

106. It will be part of the subsequent evaluation to establish not only changes in education sector planning, monitoring, financing and development, but whether this effect can be explained by the presence of factors other than GPE financial and non-financial support.

Unintended consequences of GPE financial and non-financial support

107. At this point there are no visible unintended consequences of GPE support in Mali. This is something that will be tracked by the evaluation team in the final report, especially during the initial implementation phase of PRODEC 2, and any concurrent GPE funding applications.

[63] International Development Association.

[64] Organisation internationale de la Francophonie.

2.2 Progress toward a stronger education system

Summary

- *The biggest issue facing the education system, according to government stakeholders, is the number of government-trained teachers (despite increased in the overall number of teachers at both primary and JSS levels), as well as issues with teacher motivation and reliability. This is triangulated by a significant decrease in the number of government-trained teachers teaching in schools. Stakeholders cite issues with the teacher training colleges as the cause for the lack of trained teachers since the conflict. Community teachers have been recruited in greater numbers to compensate for this, something that potentially threatens teacher quality and student learning. Gender imbalance is also a major issue facing the education system, with 31 percent of primary teachers and 18 percent of JSS teachers being female.*
- *There are issues with the availability of schools and classrooms, with serious regional disparities visible. More evidence about how this affects learners and teachers is needed (such as data on distance to school or time taken to get to school).*
- *Finally, there is a need to improve the function of the EMIS and to introduce a functioning learning assessment system. Both of these are crucial for monitoring and improving education. While the EMIS produces information on system-level outputs, more detail is needed to link these outputs to their outcomes, especially learning outcomes.*
- *It remains to be seen whether changes early in the GPE ToC will have a positive effect on system-level factors.*

2.2.1 Teachers

108. Teachers are among the most critical institutional inputs affecting a child's educational experience. They are also a very policy-amenable input in education. Research in various country contexts has indicated that while in many contexts teacher shortages are a major constraint, simply supplying more resources is not a panacea, particularly because deep-rooted distortions in developing country education systems, such as weak teacher incentives, can undermine efforts to produce higher student achievement through interventions and reforms focusing on education inputs. The major challenge in increasing teacher effectiveness (with the end goal of achieving better student learning) lies both in recruiting and training competent teachers, improving the effectiveness of teachers already in post, as well as motivating and incentivizing them through ensuring the infrastructure around them is conducive to high productivity.

109. The overall number of teachers in Mali has increased by 22 percent since 2014, which, despite increases in student numbers, has led to a decrease in the PTR from 42:1 in 2013/14 to 38:1 in 2017/18[65]. This means Mali is achieving the benchmark of a PTR of less than 40:1, as laid out in the GPE results framework (results framework indicator 12). The 2016 Beekunko study puts the overall PTR at 50:1, with private and community schools having much lower ratios (33:1 and 34:1, respectively) than public schools (55:1). The proportion of female teachers at primary level rose in the same period (2013/14 – 2017/18)

[65] Figures taken from the 2017/18 statistical digest from the center of planning and statistics in the MEN. Figures do not disaggregate public, private and community schools. (Rapport d'analyse des indicateurs (2018) – Cellule de Planification et de Statistique)

from 27.9 percent to 31.8 percent. This is both a modest increase and a low starting point. Under-representation of women in the classroom is potentially a serious issue in increasing female enrollment: at lower secondary level this percentage rose from 15.6 percent to 18.4 percent.

Table 14 - Teachers by contract type at primary level for 2013/14 – 2017/18

	Government		Community		Contract		Other		TOTAL	
	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female
2013 /2014	**4,609**	26.64%	**13,318**	29.82%	**22,853**	29.61%	**10,583**	25.68%	**51,363**	27.94%
2014 /2015	**3,964**	33.93%	**15,806**	31.64%	**21,602**	28.28%	**10,776**	29.69%	**52,148**	30.89%
2015 /2016	**3,850**	28.60%	**18,812**	29.74%	**25,976**	30.24%	**11,668**	32.50%	**60,306**	30.27%
2016 /2017	**3,319**	34.56%	**21,595**	30.18%	**26,310**	32.17%	**12,467**	28.43%	**63,691**	31.33%
2017 /2018	**3,438**	35.49%	**21,042**	31.17%	**24,404**	32.70%	**17,049**	30.49%	**65,933**	31.78%

Source: Ministère de l'Éducation Nationale Cellule de Planification et de Statistique

Table 15 - Teachers by qualification type at JSS level for 2013/14 – 2017/18

	Government		Community		Contract		Other		TOTAL	
	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female
2013 /2014	**2,723**	19.9%	**6,588**	15.4%	**10,563**	15.3%	**2,034**	12.2%	**21,908**	15.6%
2014 /2015	**2,418**	19.8%	**9,121**	19.8%	**8,725**	13.6%	**10,597**	4.0%	**30,861**	12.6%
2015 /2016	**2,248**	23.6%	**10,208**	15.7%	**9,576**	14.5%	**5,264**	10.3%	**27,296**	**14.5%**
2016 /2017	**1,546**	27.5%	**10,616**	15.8%	**18,441**	11.8%	**3,725**	11.4%	**34,328**	13.1%
2017 /2018	**1,602**	29.4%	**12,769**	16.4%	**11,783**	19.7%	**5,444**	28.1%	**31,598**	18.40%

Source: Ministère de l'Éducation Nationale Cellule de Planification et de Statistique

110. At JSS level the number of teachers overall rose by 44 percent during the same timeframe of 2013/14 to 2017/18. This increase was bolstered by a roughly 94 percent increase in the number of community teachers, with similar trends seen in primary schools. The number of government-trained and employed teachers decreased by 41 percent. While it is positive that communities have been able to cover the loss of government staff, there is a danger that with fewer trained teachers in classrooms, the quality of education and learning outcomes may decrease. The final evaluation will look in more detail at how community teachers are prepared, and at any indications of the impact their deployment has had on quality of instruction. It is not clear what is behind the decrease in the number of government teachers, but it is likely that the change in governments, the military coup d'état and the ongoing conflict in the north are all strong explanatory factors[66].

[66] Institute for Security Studies. *Terrorism puts education on hold in Mali.* https://issafrica.org/iss-today/terrorism-puts-education-on-hold-in-mali

111. In the 2016 missions carried out by the GoM, participants cited teachers as the critical issue facing the education system[67]. The two key teacher issues highlighted were a lack of training, a lack of regulation leading to imbalanced placement of teachers, and poor teacher attendance and engagement. There is some controversy in the interview data as to the root cause of this, but many stakeholders hypothesize that decentralization of governance in education has made it more difficult to manage teachers. In regard to poor teacher quality, stakeholders in human resourcing at the MEN noted the difficulty in the last five years in recruiting qualified teachers, due to the lack of teacher training institutes. Those interviewed claimed that this trend had been reversed, and now the MEN is only recruiting qualified teachers. The 2016 Beekunko survey found that teachers were absent in between 12 percent and 16 percent of the classrooms visited.

112. Previous studies in Mali had noted issues with the motivation of teachers. A 2002 PASEC study[68] noted that the more senior teachers were, the lower their motivation for teaching was. In the same study it was noted that new contract teachers (those paid on a short-term basis, either by communities or local government, as opposed to full-time government employed teachers) were more motivated to teach, despite often lacking any teacher training. A similar study[69] also found that unqualified teachers were more motivated then their more experienced and highly trained colleagues. The study theorized that the more qualified teachers had higher job expectations and were therefore more easily dissatisfied. These findings contradict the anecdotal evidence from the government stakeholders interviewed for this evaluation. It is important to note that motivation does not necessarily result in better learning outcomes, and a large decrease in the number of trained teachers should still be seen as a worrying development. More investigation will be done for the final prospective evaluation to look at how teacher training intersects with motivation and teacher performance in Mali now.

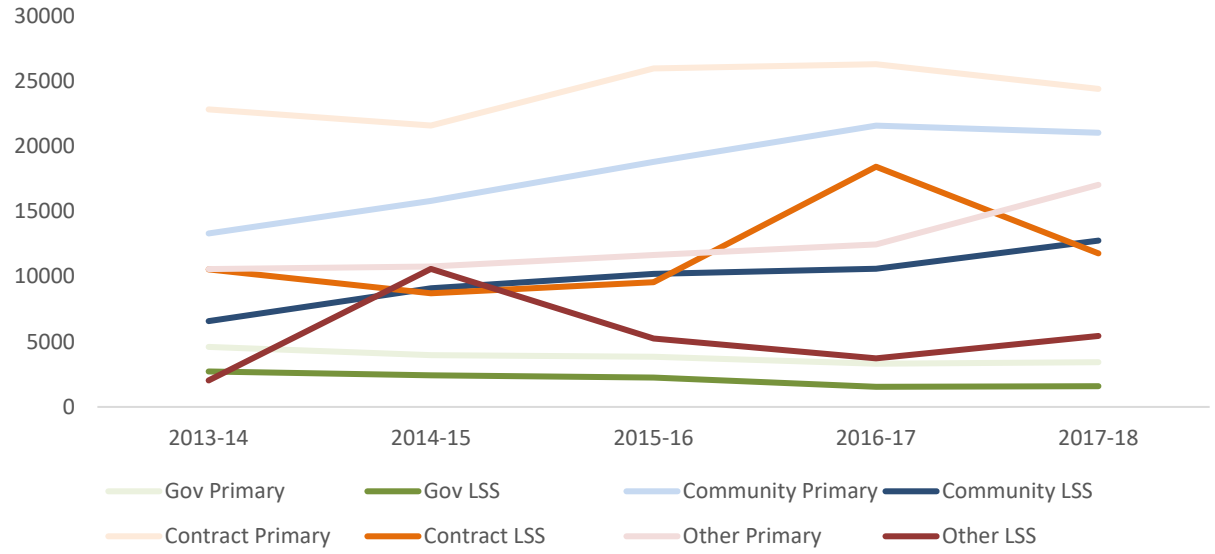
113. While there is a slight upward trend visible in government teacher numbers in 2017/18 (from 2016/17), this only amounts to an extra 119 government teachers at the primary level and 56 government teachers at the lower secondary level. More striking is the reduction in primary community and primary and lower secondary contract teacher numbers in the same period. Reductions range from 553 to 6,658. However, the number of community teachers in lower secondary increased during the same period.

[67] Taken from the 2017 reports detailing the findings of the 2016 MEN-led missions to Segou, Mopti, Sikasso and Koulikoro.

[68] PASEC (2002) Enseignants contractuels et qualité de l'école fondamentale au Mali: quels enseignements? http://www.pasec.confemen.org/publication/enseignants-contractuels-et-qualite-de-lecole-fondamentale-au-mali-quels-enseignements/

[69] Bennell, P. and Akyeampong, K. (2007) *Teacher Motivation in Sub-Saharan Africa and South Asia:* https://assets.publishing.service.gov.uk/media/57a08be640f0b652dd000f9a/ResearchingtheIssuesNo71.pdf

Figure 8 - Government, community, contract and other forms of teachers in Mali: 2013–2018



114. The number of teacher training institutions has increased slightly in recent years. An addition teacher training institute was established in Tombouctou in 2014/15 and an additional preschool teacher training school was established in Mopti in the same period. No data are available on the prevalence or effectiveness of in-service training for teachers.

115. Table 15 shows the evolution and regional distribution of teacher training institutions. Good regional distribution of IFM (Institut de Formation des Maîtres or general teacher training institutes) is observable, while preschool teacher training institutions are not available in five region/districts. The northern regions are particularly poorly served, with Kidal having no teacher training centers at all.

Table 16 - Number of teacher training institutions over time by region and level

Region/district	2013–2014		2014–2015		2015–2016		2016–2017		2017–2018	
	IFM	EFEP[70]	IFM	EFEP	IFM	EFEP	IFM	EFEP	IFM	EFEP
Kayes	3	0	3	0	3	0	3	0	3	0
Koulikoro	3	0	3	0	3	0	3	0	3	0
Sikasso	3	1	3	1	3	0	3	1	3	1
Ségou	3	1	3	1	3	1	3	1	3	1
Mopti	2	0	2	1	2	0	2	1	2	1
Tombouctou	1	0	2	0	2	0	2	0	2	0
Gao	1	0	1	0	1	0	1	0	1	0
Kidal	0	0	0	0	0	0	0	0	0	0
Bamako	1	1	1	1	1	1	1	1	1	1
Ensemble pays	**17**	**3**	**18**	**4**	**18**	**2**	**18**	**4**	**18**	**4**

Source : Ministère de l'Éducation Nationale Cellule de Planification et de Statistique

[70] École de Formation des Éducateurs du Préscolaire – Preschool teacher training school.

2.2.2 Other non-teacher inputs

116. The overall ratio of students to classrooms (as shown in Figure 4) is 42:1 in 2017/18. The calculations for the numbers in this figure are not elaborated on, as to whether they represent a ratio of enrolled students to classrooms, or of school-age students to classrooms. This is important with enrollment rates for basic education at 70 percent for primary and 50 percent for JSS (first and second cycle in the Malian system), student classroom ratios will increase as enrollment increases, demonstrating an urgent need to provide more school facilities.

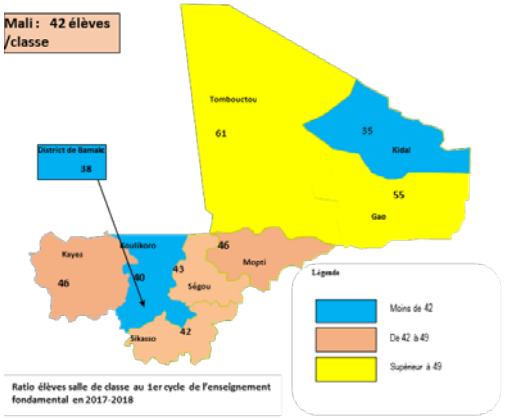


Figure 9 - Pupil–classroom ratio by region

117. Table 16 shows regional disparities in the number of schools available. While this matches generally to the concentration of population in the south and central regions, it shows a lack of schooling opportunities in the large, sparsely populated northern regions. This is a useful figure for counterpointing the pupil–classroom ratio. An issue in Mali, exacerbated by conflict caused migration, is an imbalance of population distribution. While there may be enough classrooms overall in a region, prohibitive distance may prevent students from taking advantage of these classrooms.

Table 17 - Regional distribution of schools in Mali in 2017/18

Region/district	Pre-primary	Primary	JSS	GSS[71]	TSS[72]	PSS[73]
Kayes	220	1,909	556	47	5	41
Koulikoro	381	3,089	1,069	220	4	144
Sikasso	340	2,672	687	106	3	92
Ségou	236	1,983	489	65	3	59
Mopti	170	1,419	312	40	3	32
Tombouctou	74	495	79	15	1	9
Gao	86	488	116	13	0	9
Kidal	2	40	4	1	0	0
Bamako	551	1 784		349	22	204
Ensemble pays	2,060	13,879	3,312	856	41	590

Source : CPS (2017) Rapport d'analyse des indicateurs

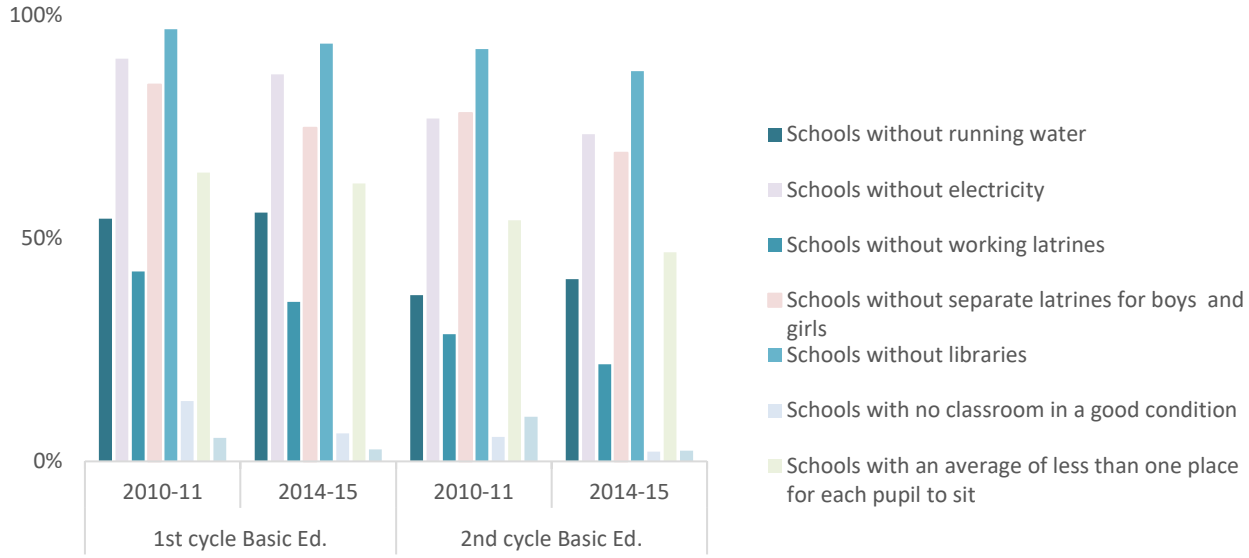
118. Figure 4 shows a summary of school facilities data taken from the 2017 ESA. An improvement in all areas between 2010/11 and 2014/15 can be observed. However, as there was a low starting point, many schools are still without basic facilities. For example, 35 percent of primary schools and 21 percent of JSS are still without working latrines, and 74/69 percent of schools have no latrines separated by gender. The most recent data on these figures are from 2015, which means it is not possible currently to see any changes that have arisen in the period of PIRSEF or MEEFAP.

[71] GSS – General Secondary School (Enseignement Secondaire General).

[72] TSS – Technical Secondary School (Enseignement Secondaire Technique).

[73] PSS – Professional Secondary School (Enseignement Secondaire Professionnel).

Figure 10 - Summary of school facilities data taken from 2017 ESA



Source: ESA 2017

2.2.3 Learning assessment system

119. Summative learning assessments make it possible to compare learning outcomes at a systems level, to compare differences across schools and to monitor whether expected standards are being met over time. At an individual level, they can be used to make pupil admission and progression decisions, as well as to award certificates/qualifications. They are also a tool for identifying underachieving pupils and can be used for targeted support and policies aimed at addressing inequities in educational access and outcomes.

120. While some independent learning assessments have been carried out in the last five years (see Section 2.3 for details of their results) there has been nothing that constitutes a credible learning assessment system in Mali. Assessment data on student learning outcomes using the Early Grade Reading Assessment (EGRA) were collected in 2009 and 2015 (by RTI International for UNESCO). In addition, international learning assessment data were collected and analyzed as part of the international learning assessment system PASEC in 1994–95, 2004–05 and 2011–12.[74]

121. The most promising development has been the inception of Beekunko, a civil society-led learning assessment conducted in 2015. A review of Beekunko and three other citizens-led assessment organizations recommended: (1) the development of an evaluation framework that is available to the public, fully documenting the development process for an external audience; (2) to introduce small-scale pre-testing and piloting to improve the quality of the assessments; and (3) for all organizations to provide formal training in test development to those responsible for the task.[75] This review implies significant improvements need to be made for Beekunko to deliver credible and reliable quality learning assessment outcome data. It is also important to recognize that while Beekunko represents an important opportunity

[74] Fr. la Conférence des Ministres de l'Éducation des États et gouvernements de la Francophonie.

[75] Étude documentaire de quatre programmes citoyens d'évaluation des apprentissages. The Centre for Global Education Monitoring. The Australian Council for Educational Research. 2014.

for civil society monitoring of the education system, it does not achieve the goals of a learning assessment system, as it is not government led, or integrated into the governments data collection process. A positive system-level development would be increased support for Beekunko by the GoM, with an aim to use Beekunko findings to triangulate the findings from a government-led learning assessment system.

122. It remains to be seen how PRODEC 2 will support the government to either develop their own learning assessment, or work with DPs and civil society to create a regular, replicable measure of learning and educational quality.

123. The national examination system includes entrance examinations for secondary school admissions (Diplôme d'Études Fondamentales or Diploma of Basic Studies, which marks the end of basic education and entry into high school). In the past, there has been some controversy around the examinations, in that students who had passed the admission exam have been denied places at secondary schools.[76] In more recent times, concerns have centered on the ability of students to sit the examination in insecure areas. In 2017, candidates in the north of Mali, took the examinations for the first time in five years, i.e. since the security crisis started.[77] In addition to the complexities of holding examinations in insecure contexts, in 2017 examinations were delayed due to widespread teacher strikes.[78]

124. Diplôme d'Études Fondamentales examinations are undertaken in writing, history, geography, dictation, comprehension, English, physics-chemistry, natural sciences and finally physical education and morals.

2.2.4 EMIS

125. There is an EMIS in place in Mali. Currently the data are collected from schools at the level of the CAPs, before being analyzed in the MEN by the statistics and planning body (CPS). It had been a core part of the MEEFAP to improve the functioning of this system, by utilizing a VPN to facilitate easier digitization and sharing of data. At the close of MEEFAP it was admitted that while some progress had been made on this system, it had not been fully rolled out or tested. Nevertheless, Mali met the GPE criteria regarding reporting indicators to the UNESCO Institute for Statistics (UIS), reporting 10 of the 12 indicators tracked in the GPE results framework in 2017.

126. There are mixed signals in the available data on the functioning of the improved EMIS system. In the World Bank completion report at the end of MEEFAP it is noted that despite the shortfall in roll-out, the system was functioning and being used. According to stakeholders interviewed the system was never operational as intended and has yet to have been completed. While it is clear that the MEN has moderate data collection abilities (visible in the CPS's annual reports for the JSR), it is not clear whether improvements have been made over recent years.

TEP implementation contribution to system-level change

127. While the TEP priority areas around expanding access, quality and governance are important in creating system-level changes, this does not necessarily mean that they are the central causal or contributing factor in any visible change. Improvements in the number of female teachers have been very modest, and the number of government trained teachers has decline in the last number of years (though

[76] Mali: Students left behind in race for education MDG. IRIN/United Nations. February, 2009.

[77] http://sahelien.com/en/mali-the-def-tests-take-place-5-years-after-the-security-crisis/

[78] https://www.thewomenstorch.com/2017/06/07/mali-def-2017-examinations-begin/

there are potentially signs of this trend being reversed). Similarly, there has been no introduction of a centralized learning assessment, and the improvements to the EMIS have yet to really have an effect.

128. What can be said is that this is not surprising, considering Mali was operating under an interim emergency plan, rather than a long-term ESP. It will be important to look in the future at how PRODEC 2 is equipped to bring about meaningful system-level change. This will particularly depend on how the plan is designed to shape policy at the decentralized level. It seems now that much ESP/TEP targeted actions are at the national level (through MEN, MESRS and MEFP). If the new plan does not have mechanisms for affecting and monitoring change at the regional level, it will be difficult to imagine the actions outlined in the TEP having a serious impact on system-level issues in Mali.

129. The lack of stability in the government and civil service is something that is cited by a breadth of stakeholders as a barrier to change, but the feeling among them seems to be that this is changing in the run up to PRODEC 2 and the potential for a new GPE ESPIG. It will be crucial to see how these developments, as well as the parliamentary and presidential elections, will affect government stability and the ability to use the new ESP to create system-level changes, in line with the GPE ToC.

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2.3 Progress toward stronger learning outcomes and equity

Summary

- *There is inadequate country-level learner data to make a concrete assessment of any changes in learning outcomes. However, what data there are shows low levels of learning in schools.*
- *There are more data available on admission, enrollment and completion. Figures here show a serious problem with school engagement, especially at pre-primary and secondary level. GER ranges from 6 percent for pre-primary to 68 percent for primary.*
- *Gender parity indices for out-of-school children and school enrollment show that Mali is reaching GPE results framework benchmarks for gender parity of out-of-school children. This implies that while enrollment and completion are core issues, these issues effects boys and girls largely similarly at lower levels (GPI for enrollment at primary and lower secondary is .88), while in upper secondary school girls are at a significant disadvantage (with a GPI of .64).*
- *There are not enough data available to make causal links between system level changes and learner-level outcomes.*

Assessment of learning outcomes

130. Improvements in the planning and monitoring processes in Mali toward both access to education and quality of education are needed. This was cited by many government stakeholders as the major fault with PRODEC, and is being remedied for PRODEC 2. While it is too early to judge any progress, what emerges for inclusion in this first annual report is the lack of learning outcome data for education in Mali. While the MEN monitoring reports produce rich data on student enrollment and completion rates, there is no attempt to extract data on the quality of the education being delivered in schools, as evidenced by student learning outcomes.

131. One useful indicator visible through the UIS is the literacy rate. The data report 1.6 million 15–24-year-olds are illiterate[79]. This is compared to the general population of 15–24-year-olds, which is 3.47 million. This means that approximately 46 percent of the 15–24-year-old population is illiterate. While this figure must be seen in relation to low enrollment rates (Tables 19 and 20) it shows a serious problem with learning in Mali.

132. Learning outcome data produced through the citizen-led Beekunko assessment, EGRA assessments and the international PASEC are summarized in Table 17.[80] Beekunko planned to carry out another assessment in 2018, which is expected to be available for Year 2 of this evaluation. The final annual report will chart any observable changes in learning outcomes. Beekunko's analysis shows no significant differences in performance between male and female students, with significant effects seen for type of school (with private schools performing best), location of school (with urban schools outperforming rural schools) and preschool attendance (with those having attended preschool outperforming those who have not).

[79] UNESCO Institutes of Statistics, 2015

[80] The original data for these assessments were not made available to the evaluation team. What is presented is synthesized the 2017 ESA carried out by Pole de Dakar.

Table 18 - Summary of learning assessments from 2012 to 2015[81]

Assessment	Year	Age group	Findings	
			Reading	Mathematics
Beekunko	2015	6–14	23.1 percent did not answer any questions, and 55.4 did not reach average proficiency	10 percent did not answer any questions, 56.5 percent did not reach average proficiency
PASEC	2012	Second and Fifth Grades	66 percent and 86.6 percent below minimum proficiency in French in Second and Fifth Grades respectively	55.9 percent and 90.2 percent below minimum proficiency in mathematics in Second and Fifth Grades, respectively
EGRA	2015	Second Grade	60 percent/73 percent[82] incapable of reading familiar word 72 percent/85 percent incapable of deciphering an invented word 66 percent/70 percent incapable of reading one word of a short story	

133. While it is important that independent organizations, and particularly civil society, have a role to play in monitoring learning outcomes, transparency and accountability and a platform for planning and monitoring successes, require a country-wide, regular system-wide learning assessment. Many learning assessments planned or supported by DPs in recent years were cancelled due to the political turmoil in Mali and it remains to be seen whether these processes will be reinvigorated. At this point, it is difficult to make any conclusions about changes in learning outcomes in Mali. What is clear, however, from the data available from 2012 and 2015, is that the learning levels in schools in Mali are a serious issue. This was echoed by all stakeholders in Mali and was cited as a central issue for improvement in PRODEC 2. This will be a focus for the final report of this evaluation, which will look at how PRODEC 2 and the potential ESPIG will have an effect on making system-level changes that lead to improvements in learning outcomes for students.

Assessment of equity, gender equality and inclusion in education

134. The figures in Table 18 show a summary of admission, enrollment and completion rates at primary and JSS over the last three years. The following can be deduced from these figures:

[81] **EGRA**: https://www.globalreadingnetwork.net/sites/default/files/eddata/Mali_EGRA_Report_EN_October_14_Reviewed_by_USAID_FINAL1.pdf,

BEEKUNKO: https://sahelresearch.africa.ufl.edu/files/rapport-be percentCC percent80e percentCC percent80kunko2016.pdf,

PASEC: http://www.confemen.org/wp-content/uploads/2015/07/Plaquette-Mali-VF.pdf

[82] Two figures refer to schools with the curriculum and classic schools, respectively.

- There has been no significant improvement across any of the figures in the last three years. While there was a modest increase in JSS completion rates between 2015/16 and 2016/17 these have been reversed in the last year.
- Overall, there is a serious issue with completion rates, with only 30 percent and 45 percent of children being enrolled in the final grades of primary and JSS.
- The similarity in gross admission rate (GAR) and GER figures shows that there is not a large cohort starting school much later than they should. There are no figures available for net enrollment rate (NER) or year-on-year repetition so it is not possible to see if this trend is true through primary and JSS.

135. In the GPE results framework, the key access indicators relate to basic and pre-primary education, specifically to primary and JSS completion rates, and pre-primary enrollment rates. For completion, the GPE targets for 2017 in FCAS[83] were 70.6 percent and 42.7 percent for primary and JSS, with Mali scoring 42.7 and 30.1. For pre-primary enrollment the FCAS target was 24 percent with Mali scoring 6.1 percent GER for pre-primary. This shows that Mali, even when compared to the benchmarks for states suffering from similar levels of conflict and instability, is performing poorly in terms of access to education.

Table 19 - Summary of GAR/GER/CR[84] (percent) for schools in Mali between 2015 and 2018

	2015-16			2016-17			2017-18		
	GAR	GER	CR	GAR	GER	CR	GAR	GER	CR
Pre-primary	6.0	5.4	-	6.4	6.1	-	6.6	6.1	-
Primary	63	69.8	46.3	68.7	72.1	48.1	61.7	68	42.7
JSS	38.3	49.6	29.0	46.2	49.2	35.4	46.6	46.8	30.1
Total secondary[85]	**19.8**	**24**	**28.5**	**17.4**	**29.7**	**29.2**	**22.1**	**25.5**	**28**
GSS	*13.7*	*16.5*	*20.9*	*11.9*	*14.8*	*21.8*	*17.7*	*17.1*	*21.5*
TSS	*0.8*	*1.0*	*1.3*	*0.3*	*0.5*	*0.8*	*0.5*	*0.5*	*0.7*
PSS (CAP)	*1.9*	*1.4*	*3.5*	*2.6*	*9.5*	*3.6*	*1.0*	*2.3*	*2.7*
PSS (BT)	*3.4*	*5.1*	*2.8*	*2.6*	*4.9*	*3.0*	*2.9*	*5.6*	*3.1*

Source : CPS (2017) Rapport d'analyse des indicateurs

136. It is important to note that while Table 18 is a summary of the data made available to the evaluation team by the MEN, they do not well match the figures publicly available through UIS[86]. These figures are shown in Table 19, for comparison. The picture is similar, regardless, with low enrollment rates for pre-primary and secondary education.

[83] Mali is officially considered a fragile and conflict-affected state (FCAS), for which GPE has adjusted, lower targets on results framework indicators.

[84] Completion rate.

[85] Subdivided into: GSS, TSS and PSS. PSS is further categorized by what qualification is awarded, either by the CAP (Centre d'Animation Pédagogique) or Technicians Diploma (BT – Brevet de Technicien), for the purpose of this evaluation the distinction is not important.

[86] Figures for previous years and gender disaggregated data are available at http://uis.unesco.org/country/ML

Table 20 - UIS data on enrollment 2015–2017

	2015		2016		2017	
	GER	NER	GER	NER	GER	NER
Pre-Primary	4.05	3.65	4.36	4.05	5.06	4.7
Primary	75.59	55.58	77.08	56.91	80.08	61.21
Secondary	41.65	31.32	42.93	32.49	41.47	29.31
Tertiary	5.49	-	-	-	-	-

Source: Accessed December 4, 2018 from http://uis.unesco.org/country/ML

137. Table 20 gives a summary of gender parity figures for enrollment across the pre-primary, basic and secondary education cycles, taken from the total student enrollment numbers detailed in the MEN CPS report for 2017. It is not clear whether the gender parity at pre-primary will translate into improved parity at higher levels of education, but given that the trend over the last five years has been stagnant on these indicators, it seems that there is little active change in gender parity in Malian schools.

Table 21 -Summary of enrollment GPI for schools in Mali

	2015-16		2016-17		2017-18	
	Percent female	GPI	Percent female	GPI	Percent female	GPI
Pre-primary	50.27	**1.01**	50.77	**1.03**	49.99	**1.00**
Primary	46.43	**0.87**	46.83	**0.88**	46.72	**0.88**
JSS	44.6	**0.81**	46.3	**0.86**	46.7	**0.88**
Total secondary	41.30	**0.70**	38.85	**0.64**	39.02	**0.64**
GSS	*40.5*	*0.68*	*40.2*	*0.67*	*40.4*	*0.68*
TSS	*41.6*	*0.71*	*38.7*	*0.63*	*39.5*	*0.65*
PSS	*41.8*	*0.72*	*37.66*	*0.60*	*37.17*	*0.59*

Source : CPS (2017) Rapport d'analyse des indicateurs/authors' GPI calculations

138. The key indicators in the GPE results framework for gender parity look at gender parity for completion rates, and gender parity for out-of-school children. For primary and JSS completion, the benchmark is a GPI score between .88 and 1.12[87] for completion (measured by enrollment in the final grade of primary or JSS). For schools in Mali, the GPI scores for gross completion rate are .88 for primary and .83 for JSS. These figures highlight that while Mali is performing very poorly in terms of completion rates, the problem is not significantly skewed by gender in basic education. While there should be concerted effort to promote a greater balance in completion rates, the focus should be on improving completion rates in general. More significant gender imbalances are seen in secondary enrollment rates, with a GPI of .64, being significantly below the GPE target. This shows issues with gender imbalances in the transition from primary to JSS to secondary education.

[87] Methodology sheet for results framework indicator 5. Accessed December 4, 2018, from https://www.globalpartnership.org/content/methodology-sheet-gpe-result-indicator-5

139. For out-of-school children, the GPE benchmark puts the GPI for out-of-school children in FCASs at 1.32 for primary school and 1.15 for JSS. The UIS provides these figures for Mali, divided by out-of-school children and out-of-school adolescents. Taking this to be equivalent to the results framework indicator reference to primary and JSS students, it can be seen that Mali's GPI is at 1.21 for out-of-school children, and 1.09 for adolescents. Both of these figures reach the threshold for FCASs, as well as the stricter targets set for all countries (for 2017, 1.25 and 1.09 for primary and JSS, respectively). This echoes the earlier point that Mali's issues seem to be with access in general, rather than specifically gender-related.

Table 22 - Out-of-school population by wealth quintile

Poverty quintile	Percent out of school within the school-aged population	Percent of total out of school population
Poorest quintile	52.9 percent	31.7 percent
Q2	43.4 percent	24.8 percent
Q3	42.1 percent	20.3 percent
Q4	36.9 percent	15.6 percent
Richest quintile	20.3 percent	7.7 percent

Source: ESA (2017)

140. Another issue in equity of access is wealth. Table 21 shows how wealth intersects with the issue of out-of-school children in Mali. In the poorest quintile over 50 percent of children are out of school, while in the richest quintile this reduces to only 20 percent. This issue is likely to intersect with urbanization and the conflict in the northern regions, with school dropout likely to be associated with a whole range of social factors, of which poverty is both a cause and a symptom.

Contribution of the education system-level improvements to improved learning outcomes, equity and inclusion

141. As outlined in Section 2.2, there are few improvements at the system level which could be likely to lead to meaningful improvements to learning outcomes, equity or inclusion. It is possible that in the final evaluation report it will be feasible to link improvements in learning outcomes and equity to improvements in the education system, especially after the introduction of PRODEC 2.

142. When assessing learning outcomes and equity it is clear that there are issues both with access to, and quality of, education in Mali. Systematic improvements in teacher numbers and training, and availability of classrooms and schools in order to see improvement in student outcomes, and improvements in learning assessments and EMIS, will be needed to monitor progress and support the government to create stronger sector planning and reporting. It will be the task of the evaluation in the final year to chart these developments and any links between them.

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2.4 Plausibility of the ToC at Year 1

143. The key assumptions that underpin the ToC, outlined in Section 1.2, from context, to inputs, to activities and intermediary outcomes, are listed in the table below. The table assesses the most pertinent assumptions for the evaluation after the first annual mission and includes an assessment of the extent to which these assumptions are likely to hold.

144. Mali presents a special case for GPE, as at the time of review the country is receiving no GPE funding, and has no nationally endorsed ESP. This makes it difficult to meaningfully assess the country's progress against the ToC. However, things are changing in Mali, and over the course of this prospective evaluation it should be possible to assess how the ToC can be used to explain changes happening in Mali. Table 22 and Table 23 must then be considered a preliminary assessment, which will be revised in the final report.

Table 23 - Summary of findings against assumptions at Year 1

Assumption	Assessment
1) There is sufficient alignment across partner activities. Country-level partners work inclusively through LEGs.	**Partially met.** While DPs are broadly working on similar priorities, and the LEG is meeting regularly, the interviewed stakeholders brought up a lack of coordination and knowledge-sharing on projects.
2) There is political will to use evidence and best practice in sector analysis and planning.	**Partially met.** The government has responded well to the GPE Secretariat country lead's advice on how to improve the monitoring process. It remains to be seen how this has been manifested in the planning process for PRODEC 2.
3) GPE has sufficient leverage within the country for GPE advocacy and support to be effective.	**Partially met.** While GPE has leverage through its technical and financial support, this leverage is limited by a lack of leadership in the partnership within Mali and the current lack of any GPE funding in Mali.
4) The process of sector plan development aligns with the principles and good practices promoted by GPE.	**Unclear/not met.** The interim plan was deemed inadequate by the Secretariat in 2015 and PRODEC 2 has not yet been assessed. There is little evidence to detail how effective the planning process has been.
5) The context is conducive to effective partnership engagement.	**Not met.** While the LEG has been meeting, there does not seem to be an open dialogue between partners, and as yet there is no substantive engagement of civil society in education sector discourse.
6) Generated evidence is trusted and accurate.	**Not net.** There are serious issues of reliability in the quantitative data being produced, with many indicators not being reported on, and inconsistencies between data sources.
7) Civil society groups have the capacity to monitor education service delivery, based on outcomes.	**Not met.** While the government has begun a more inclusive JSR process, this does not include civil society, who are not yet included in the LEG or JSR process. FONGIM is included in the LEG as a representative of civil society, but they have been given a meaningful role in monitoring service delivery.

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8) Parents and communities have the capacity to monitor education service delivery, based on outcomes.	**Not met.** Similarly, there is no formalized structure for parents and communities to be involved with decision-making or monitoring. With the move towards decentralization this may become more relevant in the next couple of years.
9) Grants and increased national financing are sufficient to support required improvements.	**Not met.** While it is difficult from the reporting to see where any shortfalls may lie, the release rates on the education sector budget are poor. Better alignment between planning and reporting will make it easier to assess this assumption.
10) External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.	**Not met.** While the situation is improving, the conflict and political instability has meant that national and international financing dropped substantially in 2012, causing a complete halt in capital spending in education. This situation has improved, but funding levels are still lower than in 2011.
11) The combination of GPE and partner outputs will result in the policy influence and capacity necessary for education management to achieve outcomes and impacts.	**Unclear.** There is currently not good enough monitoring of outcomes and impacts to assess this assumption.
12) Outputs are relevant to partners and government to sustain the partnership and achieve impacts.	**Met.** There is general agreement within the LEG on what the outputs in education should be. The issue is with coordinating to work together to deliver these outputs efficiently.
13) There is sufficient political will to improve education systems.	**Partially met.** From interviews with government stakeholders it seems that after a period of political turmoil and rapid turnover of staff of the various education ministries, there is a new resolve to work to develop the new sector plan and improve the system. It is unclear how the 2019 parliamentary election will affect this.
14) Public sector duty bearers want education service delivery impact and are willing to change.	**Unclear.** The issue of teacher competence and motivation was raised repeatedly both in interviews and in JSRs, but the mission had no chance to speak with teachers' associations or regional government.
15) The required partner inputs are sufficient for GPE inputs to be effective.	**Not met.** Stakeholders in Mali consistently raise the lack of Secretariat in-country presence as a reason for slow progress. This implies that inputs across the partnership (by partners who do have an in-country presence) are not sufficient to be effective.
16) Inputs are sufficient, in combination, to allow partnerships to occur.	**As above.**
17) There are clearly delineated roles and responsibilities in relation to producing data, reporting against data and using data to monitor implementation.	**Not met.** There is a significant issue in the LEG with responsibilities for different issues being poorly defined, Similarly the decentralization of education governance has potentially created issues with monitoring and data production.
18) Systemic issues within the education sector keep children out of school, reduce quality and increase inequality.	**Partially met.** The systematic issues in Mali existed before the 2012 coup and conflict in the north, but they have been exacerbated by chronic turmoil and displacement. Both

	systematic and contextual factors have a role to play, and both need to be addressed to improve quality and equity of access.

145. The following table outlines each of the GPE contribution claims and assesses the plausibility of contribution, based on the evidence available at the point of drafting this first annual report.

Table 24 - Assessment of plausibility of contribution claims regarding GPE's support in Mali

Contribution claim	Assessment of plausibility
Claim A: **"GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning."**	**Partially plausible –** While the planning process has been less than ideal, GPE's contribution as a financial motivator, and as a technical presence, has contributed to the eventual production of the new PRODEC. While it remains to be seen how effective this plan is in shaping government action, there at least appears to be ownership of the plan and process at government level.
Claim B: **"GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contributes to mutual accountability for education sector progress."**	**Not yet plausible –** While GPE has made some contributions to supporting the JSR process, there is a lot of work to be done before the JSR can be said to be fulfilling the role of creating mutual accountability. GPE Secretariat's in-country presence has been felt to have been too limited to have a real effect on improving the function of the LEG.
Claim C: **"GPE advocacy and funding requirements contribute to more and better financing for education in the country."**	**Not yet plausible –** Currently, Mali is not receiving any GPE funding. It is too difficult at this point to discern the likelihood of the partnership attracting additional funding, but this will be a focus of the evaluation during the ESPIG application process.
Claim D: **"GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans."**	**Not yet plausible –** Currently, Mali is operating under an extended emergency interim plan. The lack of data on outcomes or impact of plan outputs makes it difficult to assess the effectiveness of government plan implementation. Data from future plans and JSRs will be needed to assess this further.
Claim E: **"The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system."**	**Not yet plausible –** While there are many contextual factors that have hampered the development of the education system in Mali, there have been no visible improvements at the system level in recent years.
Claim F: **"Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education."**	**Not yet plausible –** There is a paucity of data available to assess student outcomes in Mali, and the data which are available are inconsistent and do not show any improvement in outcomes over time. More data and more reliable data will be needed to be able to assess this causal linkage.

Source: Authors' elaboration

2.5 Available evidence at Year 1

146. Table 24 outlines the core evaluation questions (CEQs), alongside the documents that were used to assess them in this evaluation, and the data gaps that still exist. For the second evaluation it will be important that some of these data gaps are filled, as well as that the documents reviewed are, in some cases, updated to reflect changes and progression.

***Table 25* - Documents used for this evaluation, and data gaps still remaining**

Evaluation questions	Documents reviewed	Data gaps
CEQ 1: Has GPE contributed to education sector planning and sector plan implementation in Mali during the period under review? How?	• GPE mission reports (2016/2017/2018) • PIRSEF (2015-2017) • Summary of the goals and focus areas of PRODEC 2 • GPE assessment of PIRSEF (2015) • Pole de Dakar ESA (2017) • ESPDG application and assessment documents • Interviews/letters/memos	• Draft copy of PRODEC 2 • Preliminary assessments of PRODEC 2 • Minutes/attendance lists from any planning meetings for fora
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, how?	• GPE mission reports (2016/2017/2018) • JSR guidelines • JSR agenda (2017) • MEN mission reports 2017 (Mopti, Ségou, Sikasso) • RSTF 2016 and RSTF 2017 • CPS monitoring reports • Interviews/letters/memos • MEEFAP ISRs (1–9) • MEEFAP PAD (mid-term and final)	• Detailed agendas from 2018 and 2016 JSRs • Any other mission reports from regional missions carried out by the MEN • Direct data on the functioning of EMIS
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?	• RSTF data on other IDP spending • Interview data • Published information from international DPs in Mali	• Data on the outcomes of international DP projects • Data on additionality in public sector financing, and more disaggregation of funding sources for public projects, as well as ear-marking of public/private sector funds • More statistics on the effects of conflict and unrest on system-level factors
CEQ 4 During the period under review, how has the education system changed in relation to: **a) quality of teaching/instruction?**	• RSTF documents • JSR mission reports • UIS data • MEEFAP ISRs • MEEFAP PAD • GPE mission reports	• Documents evidencing the use of EMIS data in MEN decision-making • Documents tracking issues with the decentralization of education governance • Reliable data on teacher knowledge

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b) evidence-based, transparent decision-making? **Country-specific areas of system strengthening for furthering equity and/or learning, and for ensuring effective and efficient use of resources.**	• Interviews with government and IDP stakeholders • Pole de Dakar ESA (2017)	• Reliable data on teacher attendance and absenteeism
CEQ 5 How have changes in sector planning, plan implementation and mutual accountability contributed to observed changes at education system level?	• RSTF documents • Pole de Dakar ESA (2017) • JSR mission reports • GPE mission reports • Interviews	• Reliable data on teacher knowledge • Data on the functioning of the EMIS • Plans regarding the development of future learning assessments • Other system-level information, presence of books, presence of toilets and sanitary facilities, distance of students from schools
CEQ 6: During the period under review, what changes have occurred in relation to: **a) learning outcomes (basic education)?** **b) equity, gender equality and inclusion in education?**	• UIS data • Data from informal learning assessments • Pole De Dakar ESA (2017)	• Data from external learning assessments • Direct data from EMIS • Reliable learner outcome data

3 Evaluation focus

148. As part of a prospective evaluation, the findings of this evaluation report will be used to shape the focus themes and data focal points for the final year of the evaluation. This section outlines these focus themes, the gaps in available data that have emerged, risks to address and a work plan for the next year.

3.1 Focus themes

149. For the next 12 months the core focus for the evaluation will be the final preparation and initial implementation phase of PRODEC 2. This should include access to the final document, as well as seeing the external appraisal of the plan, and also an opportunity to chart, at a system level, how thinking and attitudes towards the use of the ESP as a guiding document for implementation and monitoring are developing in its initial phases. This will also be particularly pertinent considering the imminent parliamentary elections and any changes to government, or the stability of government, that this may bring about.

150. The second major focus will be on how the application process for new GPE funding affects the format, constitution and function of the LEG. It appears that the grant agent for the future ESPIG will be the World Bank, and it is unclear whether there will be a change of coordinating agency. Sector dialogue is a crucial gap in the functioning of a very aid-dependent Malian education system, and it will be vital to see how GPE will shape dialogue in this new phase.

151. The second-year evaluation will look in more depth at the effects of decentralization on the sector planning, financing and monitoring in Mali. While decentralization was touched upon in the country mission for this evaluation, it was never considered centrally. It will be of interest to see how GPE will be flexible in relation to this modality in both financial and non-financial support. It is not clear currently how the implementation for PRODEC 2 at the decentralized level will be orchestrated, budgeted for and monitored, and also how GPE funding will be adapted. This will fit in with a greater focus, generally, on sector financing and how GPE is providing enablers (or barriers) to greater pooled funding or funding alignment and financial additionality.

152. Finally, there will be a focus on how sector monitoring is moving towards a more inclusive, outcome-focused process, and how the JSRs and RSTFs are being improved to provide more transparent and meaningful data. While it is evident that GPE technical support has had some impact on improving the function of the JSR, it remains to be seen whether this is a trend that will continue, and what role ESPIG funding and further technical support will play.

3.2 Gaps to fill

153. Section 3.1 outlines themes on which the next iteration of this prospective evaluation will focus, while this section focuses on what specific knowledge gaps were left at the end of this evaluation. The gaps that have remained open have been as follows:

- Data on the functioning of the EMIS and its use in planning.
- Details on how the decentralized portion of the budget, as well as the centralized parts of the Ordinary Budget, are spent and monitored.

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- More detail on how DP funding is pooled or aligned, and the extent to which "projectization" occurs.
- Minutes from the meeting of the LEG to provide more details on the format, topics of discussion and resulting actions.
- More details on the planning process for PRODEC 2, including more detailed agendas of consultations made with local government or international DPs.

154. This is the purpose of the prospective evaluations: to use each evaluation as a position from which to address routes of interest or knowledge gaps that can be filled by subsequent evaluations and country missions.

3.3 Risks to address

155. At the point of writing, there has been a recent presidential election in which the incumbent won, while the parliamentary elections are currently imminent. There has been sporadic violence around the elections but currently things are reasonably stable. The threat of escalating conflict, either militarily in northern Mali or further political instability or disruption, threaten the validity of this evaluation. If the situation precludes GPE from operating under its normal methods, it will be difficult or impossible to use Mali to test if the GPE ToC is valid. Conflict could also prevent the undertaking of country missions.

156. One risk to the quality of the evaluation is the availability of data. The point of carrying out the prospective evaluations is to look at change over the course of the implementation period. If there are no up-to-date data sources, it becomes difficult to see changes occurring in real time. Also, if there is a data lag, it may be that relevant data are not available during the period of the evaluation. We will ameliorate this risk through the country missions, which allow the evaluation to account for a lack of data and in such cases to focus on institutional learning and relationships.

157. A final risk to this evaluation is PRODEC 2 not being endorsed, or even the withdrawal of support for Mali (financial and technical). While it is unlikely that there would be a complete removal of support, if this were to take place, there would still remain significant opportunities for lesson learning.

3.4 Key steps

158. This report concludes the first phase of the evaluation (baseline situation plus first annual report), including the first four stages as per the described methodology. Continuing from the country-specific work planning, data collection and elaboration of country-specific tools, the next phase will focus on assessing how progress is being made toward education goals and envisaged country-level intermediary outcomes.

159. The next phase will include:

- **Stage Five:** Assembling the contribution story and seeking additional evidence over time.
- **Stage Six**: Revising and strengthening the GPE contribution story.
- **Stage Seven**: Elaboration of the GPE contribution story.

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3.5 Work plan

160. Key activities and dates for the remainder of this project are detailed in Table 25 below.

Table 26 - Activities and key dates

Deliverable	Date
Inception Report	November 2017
Baseline studies (desk review)	April 2018
Country mission I	Q1 2018
Eight prospective country missions and annual report (first year)	June 2018
Calendar Year 18 synthesis report	January 2019
Country mission II	Q1 2019
Eight prospective country missions and annual report (second year)	June 2019
Calendar Year 19 synthesis report	December 2019
Learning	Ongoing

Source: Project work plan and timeline

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4 Conclusions and recommendations

4.1 Conclusions

161. Mali has suffered a lot of from conflict and instability. This does not explain all of the issues with the education system, most of which pre-dated the conflict; however, it has made it very difficult for the government to make progress in the last five years. The loss of donor funds and support, the rapid changes in government, as well as the material effects of conflict (displacement, destruction of schools, death of teachers) have made the last six years very challenging for Mali.

162. The process of producing PRODEC 2 has taken much longer than it should have, partially due to disorganization and poor communication in the LEG, and partially due to the factors outlined in the previous paragraph. At this stage it seems likely that the document will be endorsed in early 2019. This will be a potentially positive development for Mali's education system.

163. While JSRs have improved over time, there is a serious issue of communication within the LEG. The LEG itself consists of DPs and government ministries. Currently, there is no inclusive forum for education policy discussions that meets regularly and includes representatives from civil society, teachers organizations or parents organizations. There has been some progress made to improve the yearly JSRs, with the 2017 JSR placing more importance on group feedback and discussion. The 2017 JSR was also complemented by three regional evaluative missions carried out by the MEN. This is a positive development, and seems to have been, at least in part, influenced by GPE Secretariat's country missions. It remains to see how this process continues and improves.

164. Education finance in Mali is divided into the ordinary budget, which is mostly dispersed through the decentralized government and seems to be ear-marked for recurrent expenditure, and the smaller portion which is devoted to the action plan budget, focused on systematic improvements. In 2017 most of this budget came from ODA, with the government allocations having low release rates. While GPE's program implementation grant MEEFAP never made up a large proportion of ODA, its absence for 2018 and 2019 could have a negative effect on sector financing. It remains to see how future ESPIG funding will put greater emphasis on additionality and pooled funding mechanisms.

165. According to available evidence, the biggest issues facing Mali on a system level are teacher quality and sector governance. Stakeholders reported serious issues with the new decentralized system and the effect it is having on teacher quality. This is compounded by data that show a decrease in the proportion of trained teachers, and low numbers of female teachers. Considering the unique position of Mali within GPE, operating without a permanent endorsed ESP, it is difficult to evidence the contribution claims set out in the ToC. While it seems anecdotally to be the case that improved government stability and the accession of a new PRODEC will have a positive effect on the education system, it is too early to draw any conclusions here.

166. While there is a paucity of reliable data on student outcomes, what can be seen is a very poor picture of student enrollment and completion rates. This is particularly evident at pre-primary and secondary level. While the enrollment rates are far below GPE's benchmarks, the scores for gender parity are within the acceptable benchmark for primary school. Rates for JSS and senior secondary school are still failing to reach acceptable standards. This shows that while there must be a focus on reaching gender parity across all levels, the issue of poor enrollment is common to both boys and girls. There are not enough data to

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make meaningful conclusions about student learning or educational quality, or whether any changes at system level are having an effect on student outcomes.

4.2 Recommendations

167. While it is beyond the scope of the evaluation at this early stage to make any recommendations for GPE, this report is intended as a learning document, to be used to adapt and improve the GPE model and ToC to suit evolving and emerging contextual factors. Therefore, a number of preliminary recommendations will be tentatively presented, based on the findings of this evaluation.

168. While the presence of the GPE Secretariat country lead during the year missions had a positive effect on coordinating the LEG and encouraging the development of PRODEC 2 and implementation of the ESPDG, this presence was too limited to have a greater, more lasting impact. This reflects either a poor understanding of the role of in-country partners or a lack of clarity or capacity to fill the roles outlined for the various partners that constitute the GPE. The final evaluation will seek to untangle these issues. More regular missions from the country lead, who can work on developing clarity regarding roles and effectiveness in the LEG, should be a focus for the Secretariat at this stage. This work should focus on empowering the government to take the lead on coordinating the LEG and facilitating information-sharing and dialogue within the LEG in collaboration with the coordinating agent for the next phase of GPE funding.

169. In its financing, GPE should look towards greater pooling of resources across the LEG, and more work on coordinating priorities across agencies. By creating greater funding alignment and/or a pooled funding mechanism, GPE could help to avoid the repetition of effort, as well as promoting a more central coordinating role for government, rather than the current project-based model. This should also include looking at how future GPE funding is supplied, whether by the three central ministries or at the decentralized level.

170. Finally, GPE could work to provide more technical support for the reporting and use of data. There is a need for data to be produced at the outcome level for students. While this may be beyond the scope of GPE's non-financial support capability, it should be a priority for any potential ESPIG funding. Without reliable data on all of the stages of the process from input to impact, there is no real potential for evidence-based decision-making to become the norm in Mali. There is also a valuable opportunity in future GPE funding to support the proliferation of civil society monitoring, already being embodied by Beekunko. This could come in the form of CSEF funding, or through empowering Beekunko and similar organizations by pushing for their involvement in the JSR and LEG process.

Annexes

Annex A Background to the GPE country-level evaluation and stakeholder mapping

Background

172. GPE is the only global fund solely dedicated to education in developing countries. Established in 2002, it is a multi-stakeholder partnership and funding platform that aims to strengthen education systems in developing countries to increase the number of children who are in school and learning. GPE brings together developing countries, donors, international organizations, civil society, teachers' organizations, the private sector and foundations.

173. GPE works closely with partner countries to help them develop and implement quality ESPs. At the national level, GPE convenes all education partners in a collaborative forum, the LEG, which is led by the ministry of education. The LEG participates in the development, implementation, monitoring and evaluation of ESPs and programs. A coordinating agency is selected among its members to facilitate the work of the LEG. Additionally, a grant agent is chosen by the government, and approved by the LEG, to oversee the implementation of GPE grants.

174. GPE's country-level approach is set out in a series of Country-Level Process Guides. GPE supports DCPs through financial and non-financial support, though the following:

- ESPDGs: support the development of national ESPs, and are complementary to government and other development partner financing.
- Program Development Grants: support the development of an ESPIG program proposal.
- ESPIGs: support the implementation of national ESPs.
- CSEFs: support civil society engagement in education sector policy, planning, budgeting and monitoring.
- Global and Regional Activities program: engages education stakeholders in researching and applying new knowledge and evidence-based practices to resolve education challenges.

175. GPE adopted as its vision the new Global Goal for education, SDG4, which aims to 'ensure inclusive and equitable quality education and promote lifelong learning opportunities for all' by 2030. In June 2016, the GPE Strategic Plan 2016–2020 aligned its vision and mission to the SDGs, and recognized that education is pivotal to the achievement of all of the other SDGs. It also articulated this vision in actionable goals, as well as both country and global objectives.

176. The GPE Strategic Plan 2016–2020 adopted an M&E strategy for the 2016–2020 period. This includes a results framework for monitoring progress across three goals and five strategic objectives in GPE's ToC, and a set of 37 indicators. The strategy includes linked evaluation studies, including programmatic, thematic, and country-level evaluations, which in combination will inform a summative 2020 evaluation on the entire GPE portfolio.

177. There are three key evaluation questions for the GPE country-level evaluations (both the prospective and summative evaluation streams), which are presented below.

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Annex Box 1. Key evaluation questions

Key Evaluation Question 1: Has GPE's support to the country contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? If so, how?

Key Evaluation Question 2: Has the achievement of country-level objectives contributed to making the overall education system in the reviewed country/countries more effective and efficient?

Key Evaluation Question 3: Have changes at education system level contributed to progress toward impact?

Stakeholder mapping

178. The assessment of the ToC underpinning GPE's support to Mali is based on KIIs, secondary review of documents and data, and the wider evidence base. KIIs were undertaken with key stakeholders Bamako. The assessment also makes use of a document review of secondary data sources and literature. Over the lifecycle of the evaluation, the stakeholder mapping will be reviewed and updated. Changes in interest and influence will likely indicate a change in political economy.

179. The table below illustrates the categories of informants that were consulted during the First Annual Mission to Mali. The last two columns depict our evaluation of the interest in and influence of these stakeholders as regards the programs receiving GPE support and being evaluated, and the importance of these stakeholders in the current evaluation.

Annex Table 1: Stakeholder mapping for Mali

Category	Stakeholder	Interest in and influence on programs receiving GPE support in country	Importance for evaluation
GPE Secretariat	GPE Country Lead	High/High	High
	Other Secretariat Staff	High/Medium	Medium
Ministries of Education (MEN/MEFP/MESRS IDP	Ministers	High/High	High
	Technical Advisors	High/High	High
	Heading of CPS	Medium/Medium	High
	Members of PRODEC Design Committee	High/High	High
	Director of Education Decentralisation and Deconcentration cell (CADDE)	Medium/Medium	Medium
	Human Resources Director of Education Sector	Low/Medium	Medium
	Directors of Education Academies	Medium/Low	Medium

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Category	Stakeholder	Interest in and influence on programs receiving GPE support in country	Importance for evaluation
International Development Partners	Unicef Education Manager/GPE focal point	High/High	High
	World Bank Education Portfolio Manager	High/High	High
	EU Programs Officer	High/Medium	Medium
	AFD Projects Officer	High/Medium	Medium
	Canadian Embassy	High/Medium	Medium
	USAID Education Sector Director	High/Medium	Medium
	UNESCO Program Specialist	High/Medium	Medium
Civil Society	FONGIM representative	Medium/Low	Medium

Source: Prepared by the authors

Annex Table 4. Members of FONGIM Mali (correct in 2011)

1. ACORD	23. DJANTOLI	45. LACIM	67. SANTE DIABETE
2. ACTED	24. DRC	46. LA VÔUTE NUBIENNE	68. SANTE SUD
3. ACF-E	25. dvv international	47. LVIA	69. SAVE the CHILDREN
4. ACTION MOPTI	26. EAU VIVE	48. LWR	70. SECOURS ISLAMIQUE France
5. ADRA	27. EDC	49. MAG	71. SIGHTSAVERS
6. AEN	28. EDUCO	50. MALI HEALTH	72. SIL
7. AFDI	29. FHI360	51. MARIE STOPES MALI	73. SMARA
8. AFRIQUE VERTE	30. FONDATION MERIEUX	52. MERCY CORPS	74. SNV
9. AIDE ET ACTION	31. FONDATION STRØMME	53. MEDECINS DU MONDE BELGIQUE	75. SOLIDARITES INTERNATIONAL
10. ALIMA	32. FRANCE VOLONTAIRES	54. MEDECINS DU MONDE ESPAGNE	76. SOLTHIS

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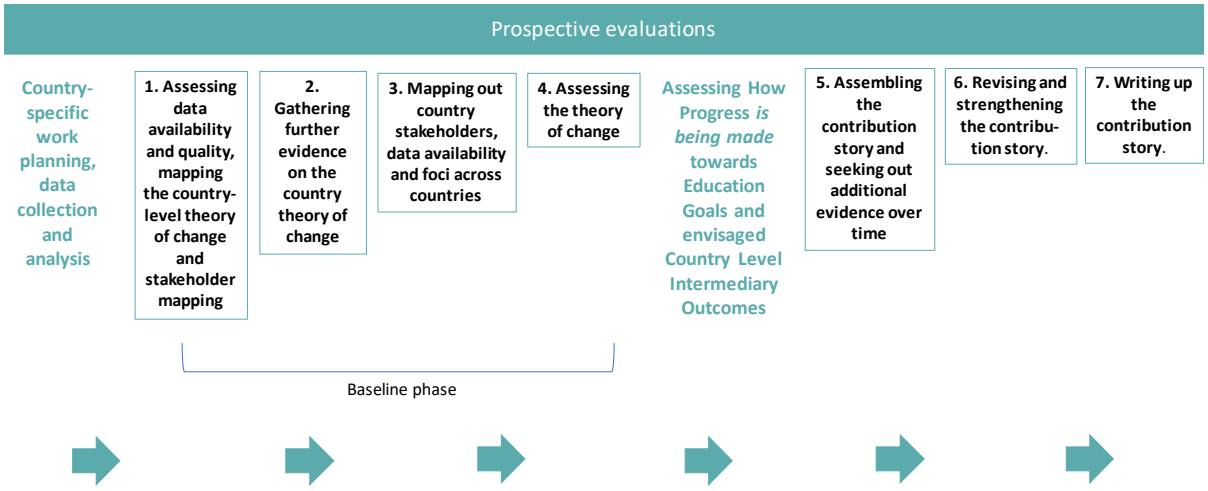
11. ASMAE	33. GERES	55. MPDL	77. SOS Faim
12. AVSF	34. GRDR	56. MSH	78. SOS SAHEL INTERNATIONAL
13. BØRNEfonden	35. HANDICAP INTERNATIONAL	57. MUSLIM HANDS	79. SPANA
14. BUILDON	36. HELEN KELLER INTERNATIONAL	58. MZC	80. SWISSCONTACT
15. CARE INTERNATIONAL	37. HELP	59. NRC	81. TERRE DES HOMMES LAUSANE
16. CRS	38. HELVETAS SWISS INTERCOOPERATION	60. OXFAM	82. TERRE DES HOMMES SUISSE
17. CECI	39. ICCO	61. PLAN INTERNATIONAL	83. VSF
18. CHRISTIAN AID	40. INSO	62. PREMIERE URGENCE	84. WATERAID
19. CISV	41. IRC	63. PROTOS Mali	85. WELTHUNGERHILFE
20. COOPI	42. IRD	64. PSI	86. WORLD EDUCATION
21. DCA	43. ISLAMIC RELIEF	65. RIGHT TO PLAY	87. WORLD Renew
22. DIAKONIA	44. INTERNATIONAL ALERT	66. SAHEL 21	88. WORLD VISION

Source: https://sites.google.com/site/malifongim/les-ong-membres-en-2011

Annex B Evaluation tools

Annex Figure 1. *Prospective evaluations – Stages of the evaluation*



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i. GPE Results Framework

Annex Table 2: GPE 2016–2020 Results Framework – 1/10

IMPACT **Strategic Goal 1: Improved and more equitable learning outcomes** **Strategic Goal 2: Increased equity, gender equality, and inclusion**									
Strategic Goal 1: Improved and more equitable student learning outcomes through quality teaching and learning									
Indicator	**Source for Data**	**Periodicity**	**Baseline**		**Milestone 2016**	**Milestone 2017**	**Milestone 2018**	**Milestone 2019**	**Target 2020**
1. Proportion of developing country partners (DCPs) showing improvement on learning outcomes (basic education)	UNICEF, others[1]	Every other year	Overall:[2]	54%	n/a	n/a	60%	n/a	65%
			FCAC:[3]	33%	n/a	n/a	40%	n/a	50%
			Baseline timeframe = CY2000-2013 N = 14 DCPs with international assessment data available						
2. Percentage of children under five (5) years of age who are developmentally on track in terms of health, learning, and psychosocial well-being[4]	UNICEF	Every other year	Overall:	66%	n/a	n/a	70%	n/a	74%
			FCAC:	62%	n/a	n/a	-	n/a	-
			Female:	68%	n/a	n/a	71%	n/a	75%
			Baseline timeframe = CY2011-2014 *N = 22 DCPs*						
Strategic Goal 2: Increased equity, gender equality, and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity, and conflict or fragility									
3. Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE	UIS and GPE Secretariat	Yearly	Overall:	7.2 million	11.3 million	17.3 million	22.3 million	n/a	n/a
			FCAC:	5.6 million	7.2 million	9.5 million	11.4 million	n/a	n/a
			Female:	3.4 million	5.4 million	8.3 million	10.7 million	n/a	n/a
			Baseline timeframe = CY2015 *N = 49 DCPs*						

[1] Including international, regional and national assessments.
[2] Throughout this table, the "Overall" fields display data for all DCPs for which data are available.
[3] Fragile and conflict-affected countries.
[4] "Children under five years of age" refers to children between 36 and 59 months of age.

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[cont.] GPE 2016–2020 Results Framework – 2/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
4. Proportion of children who complete: (a) primary education; (b) lower secondary education	UIS	Yearly [two-year time lag]	**(a) Primary Education:**						
			Overall:	72.5%	73.7%	74.8%	76.0%	77.1%	78.3%
			FCAC:	68.1%	69.3%	70.6%	71.9%	73.3%	74.6%
			Female:	70.1%	71.1%	72.3%	73.5%	74.7%	75.9%
			(a) Lower Secondary Education:						
			Overall:	47.9%	48.6%	49.5%	50.3%	51.2%	52.1%
			FCAC:	41.1%	41.9%	42.7%	43.6%	44.5%	45.4%
			Female:	45.7%	46.9%	48.1%	49.3%	50.6%	51.8%
			Baseline timeframe = 2013 N = 61 DCPs						
5. Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for: (a) primary education; (b) lower secondary education	UIS	Yearly [two-year time lag]	**(a) Primary Education:**						
			Overall:	62%	64%	65%	66%	68%	69%
			FCAC:	54%	54%	55%	57%	59%	61%
			(b) Lower Secondary Education:						
			Overall:	49%	52%	56%	59%	62%	66%
			FCAC:	36%	32%	38%	43%	48%	54%
			Baseline timeframe = 2013 N = 61 DCPs						
6. Pre-primary gross enrollment ratio	UIS	Yearly [two-year time lag]	Overall:	28.2%	29.0%	29.8%	30.6%	31.4%	32.2%
			FCAC:	22.6%	23.3%	24.0%	24.6%	25.3%	26.0%
			Female:	27.5%	28.3%	29.1%	29.9%	30.8%	31.6%
			Baseline timeframe = 2013 N = 61 DCPs						
7. Out-of-school rate for: (a) children of primary school age; (b) children of lower secondary school age	UIS	Yearly [two-year time lag]	**(a) Children of Primary School Age:**						
			Overall:	20.3%	19.6%	19.0%	18.3%	17.7%	17.0%
			FCAC:	25.8%	25.0%	24.2%	23.4%	22.5%	21.7%
			Female:	22.7%	21.9%	21.1%	20.2%	19.4%	18.6%
			(b) Children of Lower Secondary School Age:						
			Overall:	33.4%	32.7%	32.0%	31.3%	30.6%	29.9%
			FCAC:	38.4%	37.2%	36.0%	34.8%	33.6%	32.4%
			Female:	35.3%	34.3%	33.3%	32.2%	31.2%	30.2%
			Baseline timeframe = 2013 N = 61 DCPs						

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[cont.] GPE 2016–2020 Results Framework – 3/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
8. Gender parity index of out-of-school rate for: (a) primary education; (b) lower secondary education	UIS	Yearly [two-year time lag]	**(a) Primary Education:**						
			Overall:	1.27	1.26	1.25	1.24	1.23	1.22
			FCAC:	1.34	1.33	1.32	1.31	1.30	1.29
			(b) Lower Secondary Education:						
			Overall:	1.12	1.10	1.09	1.07	1.05	1.04
			FCAC:	1.19	1.17	1.15	1.14	1.12	1.10
			Baseline timeframe = 2013 *N = 61 DCPs*						
9. Equity index	UNICEF	Yearly	Overall:	22%	24%	26%	28%	30%	32%
			FCAC:	13%	15%	17%	19%	21%	23%
			Baseline timeframe = CY2010-2014 *N = 59 DCPs*						

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[cont.] GPE 2016–2020 Results Framework – 4/10

OUTCOME Strategic Goal 3: Effective and efficient education systems									
Strategic Goal 3: Effective and efficient education systems delivering equitable, quality educational services for all									
Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
10. Proportion of DCPs that have (a) increased their public expenditure on education; or (b) maintained sector spending at 20% or above	DCPs / GPE Secretariat	Yearly	Overall:	72% (a - 26%; b - 47%)	76%	79%	83%	86%	90%
			FCAC:	71% (a - 29%; b - 43%)	74%	77%	80%	83%	86%
			Baseline timeframe = CY2015 *N = 47 DCPs*						
11. Equitable allocation of teachers, as measured by the relationship (R^2) between the number of teachers and the number of pupils per school in each DCP	DCPs / GPE Secretariat	Every other year	Overall:	29%	n/a	n/a	38%	n/a	48%
			FCAC:	18%	n/a	n/a	n/a	n/a	n/a
			Baseline timeframe = CY2010-2014 *N = 21 DCPs*						
12. Proportion of DCPs with pupil/trained teacher ratio below threshold (<40) at the primary level	UIS	Yearly [two-year time lag]	Overall:	25%	27%	29%	31%	33%	35%
			FCAC:	13%	13%	17%	17%	21%	21%
			Baseline timeframe = 2013 *N = 55 DCPs*						
13. Repetition and drop out impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each DCP	DCPs / GPE Secretariat	Every two years	Overall:	26%	n/a	n/a	32%	n/a	42%
			FCAC:	17%	n/a	n/a	n/a	n/a	25%
			Baseline timeframe = CY2010-2014 *N = 19 DCPs*						
14. Proportion of DCPs reporting at least 10 of 12 key international education indicators to UIS (including key outcomes, service delivery and financing indicators as identified by GPE)	UIS	Yearly [two-year time lag]	Overall:	30%	30%	38%	43%	54%	66%
			FCAC:	32%	32%	39%	43%	46%	54%
			Baseline timeframe = 2012-2013 *N = 61 DCPs*						
15. Proportion of DCPs with a learning assessment system within the basic education cycle that meets quality standards	UIS, UNESCO, World Bank, DCPs	Every other year	Overall:	32%	n/a	n/a	38%	n/a	47%
			FCAC:	21%	n/a	n/a	29%	n/a	36%
			Baseline timeframe = CY2011-2015 *N = 60 DCPs*						

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[cont.] GPE 2016–2020 Results Framework – 5/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
COUNTRY-LEVEL OBJECTIVES **Strategic Objective 1: Strengthen education sector planning and policy implementation**									
(a) Support evidence-based, nationally owned sector plans focused on equity, efficiency and learning									
16.a Proportion of endorsed (a) education sector plans (ESP) or (b) transitional education plans (TEP) meeting quality standards	GPE Secretariat	Every two years	Overall:	58% of ESPs/TEPs met at least the minimum number of quality standards	n/a	n/a	95%	n/a	100%
			ESPs:	56% of ESPs met at least 5 quality standards out of 7	n/a	n/a	95%	n/a	100%
			TEPs:	67% of TEPs met at least 3 quality standards out of 5	n/a	n/a	95%	n/a	100%
			Baseline = CY2014-2015 *N = 19 sector plans (16 ESPs and 3 TEPs)*						
16.b Proportion of ESPs/TEPs that have a teaching and learning strategy meeting quality standards	GPE Secretariat	Every two years	Overall:	58% of ESPs/TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			ESPs:	50% of ESPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			TEPs:	100% of TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			Baseline = CY2014-2015 *N = 19 sector plans (16 ESPs and 3 TEPs)*						
16.c Proportion of ESPs/TEPs with a strategy to respond to marginalized groups that meets quality standards (including gender, disability, and other context-relevant dimensions)	GPE Secretariat	Every two years	Overall:	68% of ESPs/TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			ESPs:	63% of ESPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			TEPs:	100% of TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			Baseline = CY2014-2015 *N = 19 sector plans (16 ESPs and 3 TEPs)*						
16.d Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards	GPE Secretariat	Every two years	Overall:	53% of ESPs/TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			ESPs:	50% of ESPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			TEPs:	67% of TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			Baseline = CY2014-2015 *N = 19 sector plans (16 ESPs and 3 TEPs)*						

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[cont.] GPE 2016–2020 Results Framework – 6/10

Indicator	Source for Data	Periodicity	Baseline	Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
(b) Enhance sector plan implementation through knowledge and good practice exchange, capacity development and improved monitoring and evaluation, particularly in the areas of teaching and learning and equity and inclusion								
17. Proportion of DCPs or States with a data strategy that meets quality standards	GPE Secretariat	Yearly	n/a	100%	100%	100%	100%	100%
			Baseline timeframe = FY2015 *N = 1 ESPIG application identified with data gaps to inform key indicators.*					
COUNTRY-LEVEL OBJECTIVES **Strategic Objective 2: Support mutual accountability through effective and inclusive sector policy dialogue and monitoring**								
(a) Promote inclusive and evidence-based sector policy dialogue and sector monitoring, through government-led local education groups and the joint sector review process, with participation from civil society, teachers' organizations, the private sector and all development partners								
18. Proportion of joint sector reviews (JSRs) meeting quality standards	GPE Secretariat	Yearly	Overall: 29% of JSRs met at least 3 quality standards out a total of 5	41%	53%	66%	78%	90%
			FCAC: 25% of JSRs met at least 3 quality standards out of a total of 5	38%	51%	64%	77%	90%
			Baseline timeframe = CY15 *N = 35 JSRs*					
(b) Strengthen the capacity of civil society and teacher organizations to engage in evidence-based policy dialogue and sector monitoring on equity and learning, leveraging social accountability to enhance the delivery of results								
19. Proportion of LEGs with (a) civil society and (b) teacher representation	GPE Secretariat	Yearly	Overall: 44% (a – 77%; b – 48%)	n/a	48%	52%	55%	59%
			FCAC: 55% (a – 77%; b – 58%)	n/a	59%	63%	66%	70%
			Baseline timeframe = FY16 *N = 61 LEGs*					
COUNTRY-LEVEL OBJECTIVES **Strategic Objective 3: GPE financing efficiently and effectively supports the implementation of sector plans focused on improved equity, efficiency and learning**								
(a) GPE financing is used to improve national monitoring of outcomes, including learning								
20. Proportion of grants supporting EMIS/learning assessment systems	GPE Secretariat, Grant agents	Yearly	Overall: 34%	n/a	n/a	50%	n/a	60%
			FCAC: 33%	n/a	n/a	43%	n/a	51%
			Baseline timeframe = FY15 *N = 53 active ESPIGs at the end of FY*					

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[cont.] GPE 2016–2020 Results Framework – 7/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
(b) GPE financing is used to improve teaching and learning in national education systems									
21. Proportion of textbooks purchased and distributed through GPE grants, out of the total planned by GPE grants	GPE Secretariat, Grant agents	Yearly	Overall:	79%	n/a	82%	85%	87%	90%
			FCAC:	86%	n/a	87%	88%	89%	90%
			Baseline timeframe = FY16 *N = 33 active ESPIGs with data available*						
22. Proportion of teachers trained through GPE grants, out of the total planned by GPE grants	GPE Secretariat, Grant agents	Yearly	Overall:	76%	n/a	79%	82%	86%	90%
			FCAC:	66%	n/a	69%	72%	76%	80%
			Baseline timeframe = FY16 *N = 33 active ESPIGs with data available*						
(c) GPE financing is used to improve equity and access in national education systems									
23. Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants	GPE Secretariat, Grant agents	Yearly	Overall:	67%	n/a	70%	74%	77%	80%
			FCAC:	50%	n/a	55%	60%	65%	70%
			Baseline timeframe = FY16 *N = 33 active ESPIGs with data available*						
(d) The GPE funding model is implemented effectively, leading to the achievement of country- selected targets for equity, efficiency, and learning									
24. Proportion of GPE program grant applications approved from 2015 onward: (a) identifying targets in Funding Model performance indicators on equity, efficiency and learning; (b) achieving targets in Funding Model performance indicators on equity, efficiency and learning	GPE Secretariat	Yearly	Overall:	(a) Not applicable[5] (b) Not applicable[6]	(a) 95% (b) 90%	(a) 95% (b) 90%	(a) 95% (b) 90%	(a) 95% b) 90%	(a) 95% (b) 90%
			FCAC:	(a) Not applicable (b) Not applicable	(a) 90% (b) 90%	(a) 90% (b) 90%	(a) 90% (b) 90%	(a) 90% (b) 90%	(a) 90% (b) 90%
			Baseline timeframe = FY15 *N = (a) 3 ESPIG applications; (b) 0 active ESPIGs with such performance indicators due for assessment in FY15*						
(e) GPE financing is assessed based on whether implementation is on track									
25. Proportion of GPE program grants assessed as on-track with implementation	GPE Secretariat, Grant agents	Yearly	Overall:	78%	n/a	79%	81%	83%	85%
			FCAC:	77%	n/a	79%	80%	82%	83%
			Baseline timeframe = FY16 *N = 54 active ESPIGs at the end of FY*						

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[cont.] GPE 2016–2020 Results Framework – 8/10

Indicator	Source for Data	Periodicity	Baseline	Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
GLOBAL LEVEL OBJECTIVES **Strategic Objective 4: Mobilize more and better financing**								
(a) Encourage increased, sustainable, and better coordinated international financing for education by diversifying and increasing GPE's international donor base and sources of financing								
26. Funding to GPE from non-traditional donors (private sector and those who are first-time donors to GPE)	GPE Secretariat	Yearly	5.0 million USD	6.4 million USD	8.5 million USD	11.3 million USD	n/a	n/a
			Baseline timeframe = FY15					
27. Percentage of donors pledges fulfilled	GPE Secretariat	Yearly	100% of pledges fulfilled	100%	100%	100%	100%	100%
			Baseline timeframe = FY15					
28. Proportion of GPE donors that have (a) increased their funding for education; or (b) maintained their funding	OECD/DAC	Yearly	48% (a – 38%; b – 10%)	n/a	50%	52%	54%	56%
			Baseline timeframe = CY2010 - 2014 *N = 21 donors*					
(b) Advocate for improved alignment and harmonization of funding from the Global Partnership and its international partners around nationally owned education sector plans and country systems								
29. Proportion of GPE grants aligned to national systems	GPE Secretariat	Yearly	Overall: 34% of ESPIGs meet at least 7 elements of alignment out of a total of 10	37%	41%	44%	47%	51%
			FCAC: 27% of ESPIGs meet at least 7 elements of alignment out of a total of 10	29%	31%	34%	37%	38%
			Baseline timeframe = FY15 *N = 68 active ESPIGs at any point during FY*					
30. Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms	GPE Secretariat	Yearly	Overall: 31% of ESPIGs are co-financed or sector pooled (a – 18%; b – 13%)	34%	37%	40%	43%	46%
			FCAC: 30% of ESPIGs in FCAC are co-financed or sector pooled (a – 19%; b – 11%)	32%	34%	37%	40%	42%
			Baseline timeframe = FY15 *N = 68 active ESPIGs at any point during FY*					

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[cont.] GPE 2016–2020 Results Framework – 9/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
(c) Support increased, efficient, and equitable domestic financing for education through cross-national advocacy, mutual accountability, and support for transparent monitoring and reporting									
31. Proportion of country missions addressing domestic financing issues	GPE Secretariat	Yearly	Overall:	47%	51%	54%	58%	61%	65%
			FCAC:	62%	65%	65%	65%	65%	65%
			Baseline timeframe = FY15 *N = 57 missions*						
GLOBAL LEVEL OBJECTIVES **Strategic Objective 5: Build a stronger partnership**									
(a) Promote and coordinate consistent country-level roles, responsibilities, and accountabilities among governments, development partners, grant agents, civil society, teacher's organizations, and the private sector through local education groups and a strengthened operational model									
32. Proportion of (a) DCPs and (b) other partners reporting strengthened clarity of roles, responsibilities, and accountabilities in GPE country processes	GPE Secretariat	Yearly	**All respondents**						
			DCPs:	n/a	n/a	65%	70%	75%	80%
			Other partners:	n/a	n/a	65%	70%	75%	80%
			Respondents in FCAC						
			DCPs:	n/a	n/a	65%	70%	75%	80%
			Other partners:	n/a	n/a	65%	70%	75%	80%
			Baseline timeframe = FY16 *N = 70 respondents in 28 DCPs*						
(b) Use global and cross-national knowledge and good practice exchange effectively to bring about improved education policies and systems, especially in the areas of equity and learning									
33. Number of policy, technical and/or other knowledge products developed and disseminated with funding or support from GPE	GPE Secretariat	Yearly	4		6[7]	21	37	50	64
			Baseline timeframe = FY15						

[7] The target for FY16 was set by the Organization Indicators, which, by definition, does not include KPs developed by partners through GPE funding (GRA KPs).

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[cont.] GPE 2016–2020 Results Framework – 10/10

Indicator	Source for Data	Periodicity	Baseline	Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
(c) Expand the partnership's convening and advocacy role, working with partners to strengthen global commitment and financing for education								
34. Number of advocacy events undertaken with partners and other external stakeholders to support the achievement of GPE's strategic goals and objectives	GPE Secretariat	Yearly	11 *Baseline timeframe = FY16*	n/a	26	38	51	65
(d) Improve GPE's organizational efficiency and effectiveness, creating stronger systems for quality assurance, risk management, country support, and fiduciary oversight								
35. Proportion of significant issues identified through audit reviews satisfactorily addressed	GPE Secretariat	Yearly	*In process* *Baseline timeframe = FY16*	n/a	100%	100%	100%	100%
36. Proportion of GPE Secretariat staff time spent on country-facing functions	GPE Secretariat	Yearly	28% *Baseline timeframe = FY15;* *N = 2,254.74 total work weeks*	32%	36%	40%	45%	50%
(e) Invest in monitoring and evaluation to establish evidence of GPE results, strengthen mutual accountability and improve the work of the partnership								
37. Proportion of results reports and evaluation reports published against set targets	GPE Secretariat	Yearly	n/a *Baseline timeframe = FY15* *N = 1 results report and 0 evaluation reports*	n/a	n/a	71%	89%	100%

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ii. Evaluation matrix

Annex Table 3: Evaluation matrix

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key Question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education?[88] If so, how?			
CEQ 1: Has GPE contributed to education sector planning and sector plan implementation in [country] during the period under review? [89] How?			
CEQ 1.1 What have been strengths and weaknesses of education sector planning during the period under review?	• Extent to which the country's most recent sector plan meets GPE/UNESCO IIEP appraisal criteria[90] – Plan preparation process has been country-led, participatory and transparent – Plan constitutes a solid corpus of strategies and actions addressing the key challenges of the education sector – Issues of equity, efficiency and learning are soundly addressed to increase sector performance – There is consistency between different components of the sector plan – Financing, implementation and monitoring arrangements offer a good perspective for achievement • Extent to which previous sector plans met current GPE or other (e.g. country-specific) quality standards (if and where data are available) • Stakeholder views on strengths and weaknesses of (most recent and previous) sector planning processes in terms of: – Leadership for and inclusiveness of sector plan preparation – Relevance and coherence of the sector plan	• Current and past sector plans (including from period prior to country joining GPE, if available) • GPE ESP/TSP quality assurance documents • JSR reports • Other relevant reports or reviews that comment on the quality of previous sector plans	• Pre/post analysis (where data on previous policy cycles are available) • Triangulation of data deriving from document review and interviews

[88] OECD DAC evaluation criteria of relevance, effectiveness and efficiency.

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

[90] GPE, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– Adequacy of sector plan in addressing equity, efficiency and learning issues – Timeliness of plan preparation processes	• Interviews	
CEQ 1.2 What have been strengths and weaknesses of sector plan implementation during the period under review?	• Progress made toward implementing sector plan objectives/meeting implementation targets of current/most recent sector plan. (If data are available: compared to progress made on implementing previous sector plan) • Extent to which sector plan implementation is fully funded (current/most recent plan compared to earlier sector plan if data are available) • Stakeholder views on timeliness, effectiveness and efficiency of sector plan implementation, and on changes therein compared to earlier policy cycles, due to: – Extent to which plans are coherent and realistic – Implementation capacity and management – Funding – Other (context-specific)	• Current and past sector plans (including from period prior to country joining GPE, if available) • DCP government ESP/TSP implementation documents, including mid-term or final reviews • Relevant program or sector evaluations, including reviews preceding the period of GPE support under review • JSR reports • Reports or studies on ESP/TSP commissioned by other development partners and/or the DCP government • CSO reports • Interviews	• Pre/post analysis (where data on previous policy cycles are available) • Triangulation of data deriving from document review and interviews
CEQ 1.3 Has GPE contributed to the observed characteristics of sector planning? How?	a) Contributions through GPE ESPDG grant and related funding requirements:	• ESP implementation data including JSRs	• Triangulation of data deriving from document

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
a) Through the GPE ESPDG grant (funding, funding requirements) b) Through other support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)[91]	• ESPDG amount as a share of total resources invested in sector plan preparation. Evidence of GPE ESPDG grant addressing gaps/needs or priorities identified by the DCP government and/or LEG b) Contributions through other (non-ESPDG-related) support: • Support directed at priority needs/gaps identified by the DCP government and/or LEG • Support adapted to meet the technical and cultural requirements of the specific context in [country] • Support aimed at strengthening sustainable local/national capacities for sector planning or plan implementation • Stakeholder views on relevance and appropriateness of GPE technical assistance, advocacy, standards, guidelines, capacity building, facilitation, CSEF and ASA grants, and knowledge exchange in relation to: – Addressing existing needs/priorities – Respecting the characteristics of the national context – Adding value to country-driven processes (e.g. quality assurance provided by Secretariat)	• GPE grant agent reports and other grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on technical assistance/advocacy • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper	review and interviews • Where applicable: comparison of progress made toward ESPIG grant objectives linked to specific performance targets with those objectives without targets (variable tranche)
CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? How?	a) Contributions through GPE ESPDG and ESPIG grants, related funding requirements and variable tranche (where applicable) • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education	• ESP implementation data, including JSRs • GPE grant agent reports and other	• Triangulation of data deriving from document

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

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
a) Through GPE ESPDG and ESPIG grants-related funding requirements and the variable tranche[92] b) Through non-financial support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)[93]	• Maximum allocation amounts and actual amount a country received from GPE through the fixed and/or the variable tranche and reasons for not receiving the total MCA • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG • Progress made toward targets outlined in GPE grant agreements as triggers for variable tranche, compared to progress made in areas without specific targets (where applicable) • Proportion of overall sector plan funded through GPE ESPIG • Proportion of textbook purchases planned under current/most recent sector plan funded through GPE grant • Proportion of teachers trained under current/most recent sector plan funded through GPE grant • Proportion of classrooms built under current/most recent sector plan funded through GPE grant • Progress made toward objectives/targets outlined in GPE grant agreement (where applicable: compare progress made in areas with specific targets as triggers for release of variable tranche compared to progress made in areas without specific targets) • Timeliness of implementation of GPE grants (ESPDG, Program Development Grant, ESPIG) • Grant implementation is on budget b) Contributions through non-financial support • GPE support aimed at strengthening sustainable local/national capacities for plan implementation • Stakeholder views on relevance and appropriateness of GPE non-financial support in relation to: – Addressing existing needs/priorities – Respecting characteristics of the national context	grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on technical assistance/advocacy • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper	review and interviews • Where applicable: comparison of progress made toward ESPIG grant objectives linked to specific performance targets with those objectives without targets (variable tranche)

92 Where applicable.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– Adding value to country-driven processes (e.g. quality assurance provided by Secretariat)		
CEQ 1.4 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? a) Leveraging of additional finance from the government? b) Leveraging of additional finance from other partners through the GPE multiplier funding mechanisms (where applicable)? c) Leveraging of additional finance from other partners through means other than the multiplier funding mechanism? d) Improvements in the quality of education finance (e.g. short-, medium- and long-term predictability, alignment with government systems)?	a) Leveraging additional finance from government • Changes in country's public expenditures on education during period under review (by sub-sector if available) b) Leveraging additional finance through multiplier funding • Extent to which country has achieved, maintained or exceeded 20 percent of public expenditures on education during period under review • Amount received through the GPE multiplier fund (if applicable) c) Leveraging additional finance through other means • Amounts and sources of domestic resources mobilized through GPE advocacy efforts (b and c): • Changes in relative size of GPE financial contribution in relation to other donor' contributions • Trends in external and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government • Changes in donor aid to country; extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms; Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging d) Quality of education finance • Alignment of GPE ESPIGs with GPE's system alignment criteria (including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively) • Possible reasons for non-alignment or non-harmonization (if applicable)	• Interviews with national actors (e.g. ministry of finance, ministry of education, LEGs/ development partner groups) • GPE data (e.g. grant documents, country commitments and disbursements, donor pledges and contributions) • Creditor Reporting System of OECD DAC • UIS data of UNESCO • National data (e.g. EMIS, school censuses and surveys, National Education Accounts, JSRs, public expenditure reviews)	• Trend analysis for period under review • Comparative analysis (GPE versus other donor contributions) • Triangulation of quantitative analysis with interview data
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, how?			
CEQ 2.1 Has sector dialogue changed during the period under review?	• Composition of the country's LEG (in particular, civil society and teacher association representation), and changes in this composition during period under review • Frequency of LEG meetings, and changes in frequency during period under review	• LEG meeting notes • JSRs or equivalent from before and	• Pre-post comparison • Triangulation of results of

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Stakeholder views on changes in sector dialogue in terms of: – Inclusiveness – Frequency, consistency, and clarity of roles and responsibilities – Relevance (i.e. perceptions on whether stakeholder input is considered for decision-making) – Quality (evidence-based, transparent)	during most recent ESPIG period • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development • Back to office reports/memos from Secretariat • Interviews	document review and interviews • Stakeholder analysis and mapping
CEQ 2.2 Has sector monitoring changed?	• Frequency of JSRs conducted, and changes in frequency during period under review • Extent to which JSRs conducted during period of most recent ESPIG met GPE quality standards (if data are available: compared to JSRs conducted prior to this period) • Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning • Measures in the current sector plan to strengthen sector monitoring (especially monitoring the quality of teaching and learning, equity, equality and inclusion) are implemented • Stakeholder views on changes in JSRs in terms of them being: – Inclusive and participatory – Aligned to existing sector plan and/or policy framework – Evidence-based – Used for learning/informing decision-making	• LEG meeting notes • JSRs or equivalent from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews	• Pre/post comparison • Triangulating the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– Embedded in the policy cycle (timing of JSR appropriate to inform decision-making; processes in place to follow up on JRS recommendations)[94] • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector		
CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? How? a) Through GPE grants and funding requirements b) Through other support[95]	a) Grants and funding requirements • Proportion of EMIS-related improvements outlined in current/most recent sector plan funded through GPE grant b) Non-grant-related support • Support is targeted at issues identified as priorities by DCP government and/or LEG • Support is adapted to meet the technical and cultural requirements of the specific context in [country] • Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring a) and b) • Stakeholder view on relevance and appropriateness of GPE grants and related funding requirements, and of technical assistance in relation to: – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. around JSRs)	• LEG meeting notes • JSRs or equivalent from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews	• Triangulation of the results of document review and interviews
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			

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

[94] Criteria adapted from: GPE. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews

[95] Technical assistance, advocacy, standards, quality assurance, guidelines, capacity building, facilitation and cross-national sharing of evidence/good practice.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector plan development, sector financing and plan implementation, and in sector dialogue and monitoring?	• Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions to sector planning, plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) – Political context (e.g. changes in government/leadership) – Economic context – Social/environmental contexts (e.g. natural disasters, conflict, health crises) – Other (context-specific)	• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors with related implications for [country] • Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector • Interviews	• Triangulation of the results of document review and interviews
CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	• Types of unintended, positive and negative, effects on sector planning, sector financing, sector plan implementation, sector dialogue and monitoring deriving from GPE funding (grants) • Types of unintended, positive and negative, effects deriving from other GPE support	• All data sources outlined for CEQs 1 and 2 above • Interviews	• Triangulation of the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key Question II: Has the achievement of country-level objectives[96] contributed to making the overall education system in [country] more effective and efficient?			
CEQ 4 During the period under review, how has the education system changed in relation to: c) Quality of teaching/instruction d) Evidence-based, transparent decision-making e) Country-specific areas of system strengthening for furthering equity and/or learning, and for ensuring effective and efficient use of resources	a) Quality of teaching/instruction • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) b) Evidence-based, transparent decision-making • Changes in number of education indicators that country reports to UIS during period under review • Changes in whether country has quality learning assessment system within the basic education cycle during period under review • Other, country-specific indicators illustrating changes in evidence-based, transparent data collection, reporting and decision-making c) Indicators for specific areas of education systems strengthening, as outlined in the country's current sector plan, related to: • Sector management (e.g. changes in ministerial, district and/or school-level management structures, guidelines, staffing, financing, and approaches to ensuring effective and efficient use of resources) • Learning (appropriate and available education inputs, additional country-specific efforts to enhance the quality of teaching/instruction, e.g. through new/improved incentives for schools/teachers) • Equity (removal of barriers to school participation for all learners; creating inclusive learning environments) (a-c): Stakeholder perceptions of areas within the education system that have/have not changed during period under review	• EMIS • UIS data • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports • Implementing partner progress reports • Mid-term evaluation reports • GPE annual results report • Appraisal reports • Public expenditure reports • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan	• Pre/post comparison of statistical data for periods under review • Triangulation of the results of document review, with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening

[96] GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring

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MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
		• Interviews	
CEQ 5 How have changes in sector planning, plan implementation, and mutual accountability contributed to observed changes at education system level?	• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level • Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of a trend that was already present before current/most recent policy cycle, targeted efforts outside of the ESP) • Stakeholder perceptions of reasons for observed changes	• Sources as shown for CEQ 4 • Literature on good practices in education system domains addressed in country's sector plan • Education sector analyses • Country's poverty reduction strategy paper	
Key Question III: Have changes at education system level contributed to progress toward impact?			
CEQ 6: During the period under review, what changes have occurred in relation to: c) Learning outcomes (basic education)? d) Equity, gender equality and inclusion in education?	a) Learning outcomes: • Changes in learning outcomes (basic education) during period under review. • Changes in percentage of children under five years of age in [COUNTRY] who have been developmentally on track in terms of health, learning and psychosocial well-being. Or changes in other early childhood care and education measures from country-level surveys b) Equity, gender equality and inclusion: • Changes in proportion of children who complete (i) primary, (ii) lower-secondary education • Changes in out-of-school rate for (i) primary, (ii) lower-secondary education • Changes in the distribution of OOSC (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds) • ESP sets Gender Parity Index/targets for (i) primary, (ii) lower-secondary education • Extent to which these targets have been achieved • Stakeholder perceptions of extent of, and reasons for, impact-level changes during period under review	• Sector performance data available from GPE, UIS, DCP government and other reliable sources • Teacher Development Information System • EMIS • National examination data • International and regional learning assessment data • EGRA/EGMA data • ASER/UWEZO other citizen-led surveys	• Pre/post comparison of available education sector data during period under review • Triangulation of statistical data with qualitative document analysis and interviews

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MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	(a and b): Additional country-specific indicators as outlined in current sector plan and/or related monitoring framework	• Grant agent and implementing partner progress reports • Mid-term evaluation reports • GPE annual results report • Appraisal reports • Interviews	
CEQ 7 Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified under CEQ 4? What other factors can explain changes in learning outcomes, equity, etc.?	• Changes in country's change trajectory related to learning outcomes, equity, gender equality and inclusion during period under review • Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5 • Stakeholder perceptions of extent of, and reasons for, impact-level changes during period under review	• Studies/evaluation reports on education (sub-)sector(s) in country commissioned by the DCP government or other development partners (where available) • Literature on key factors affecting learning outcomes, equity, equality and inclusion in comparable settings • Interviews	• Pre/post comparison of available education sector data during period under review • Triangulation of statistical data with qualitative document analysis and interviews • Weighing supporting and refuting evidence of GPE contributions to sector outcomes during period of review

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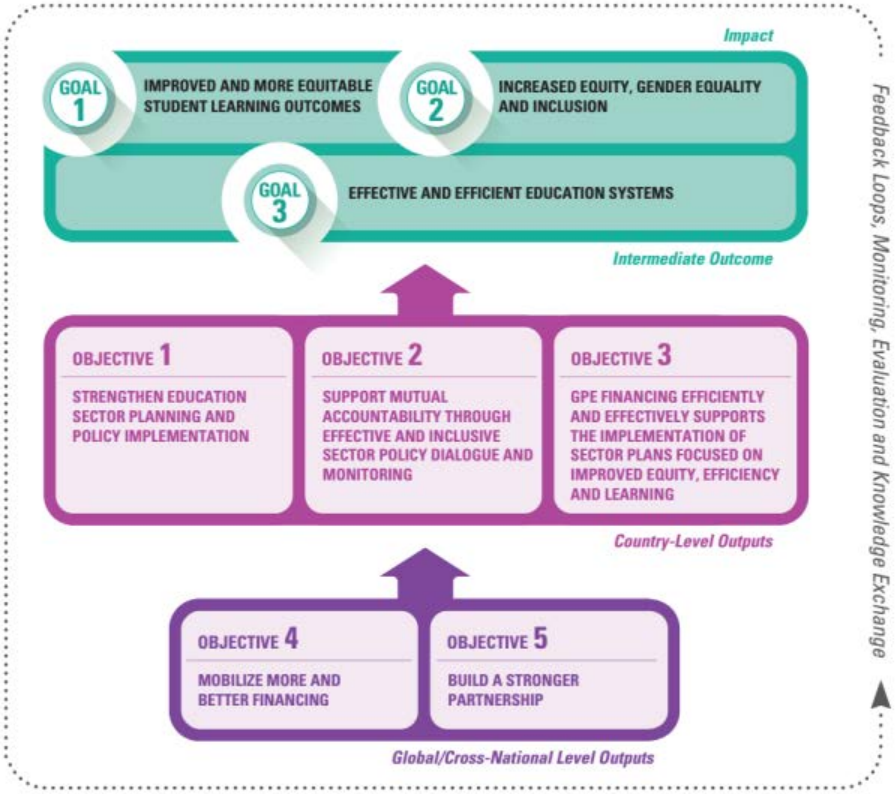
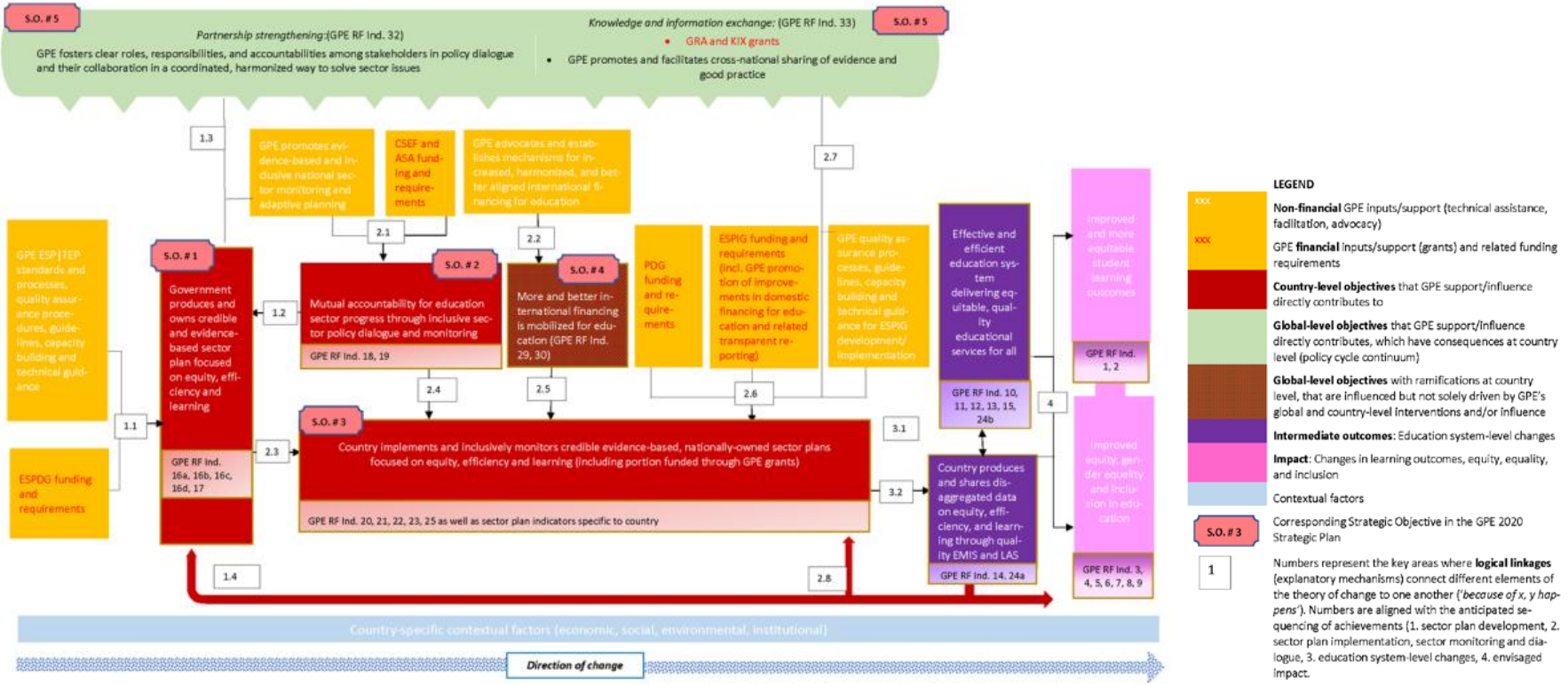
iii. GPE ToC


Impact
GOAL 1
IMPROVED AND MORE EQUITABLE STUDENT LEARNING OUTCOMES
GOAL 2
INCREASED EQUITY, GENDER EQUALITY AND INCLUSION
GOAL 3
EFFECTIVE AND EFFICIENT EDUCATION SYSTEMS
Intermediate Outcome
OBJECTIVE 1
STRENGTHEN EDUCATION SECTOR PLANNING AND POLICY IMPLEMENTATION
OBJECTIVE 2
SUPPORT MUTUAL ACCOUNTABILITY THROUGH EFFECTIVE AND INCLUSIVE SECTOR POLICY DIALOGUE AND MONITORING
OBJECTIVE 3
GPE FINANCING EFFICIENTLY AND EFFECTIVELY SUPPORTS THE IMPLEMENTATION OF SECTOR PLANS FOCUSED ON IMPROVED EQUITY, EFFICIENCY AND LEARNING
Country-Level Outputs
OBJECTIVE 4
MOBILIZE MORE AND BETTER FINANCING
OBJECTIVE 5
BUILD A STRONGER PARTNERSHIP
Global/Cross-National Level Outputs
Feedback Loops, Monitoring, Evaluation and Knowledge Exchange

iv. Generic country-level ToC



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Annex C People consulted

Annex Table 4: List of people consulted

Organization	Name	Title (and department)	m/F
Ministry of National Education	Diakalia Kone	Head of the Planning and Statistics Cell	M
Ministry of National Education	Lassine Sidibe	Head of the Planning and Analysis Division of CPS	M
UNICEF	Elena Locateli	GPE Focal Point	F
Ministry of National Education	Issiaka Niambele	Member of PRODEC Design Committee	M
EU delegation to Mali	Olivier Ki Zerbo	Programs Officer	M
Ministry of National Education	Mohomodou Taifour	Director of Finance and Material	M
Ministry of National Education	Abdoul K Maiga	Deputy Director of Finance and Materials	M
Ministry of National Education	Sidiki Toure	Finance Department Chief	M
Ministry of National Education	Mohamed M Toure	Procurement Chief	M
Ministry of Employment and Professional Training (MEFP)	Somine Dolo	General Secretary	M
Ministry of Employment and Professional Training (MEFP)	Modibo Toure	Technical Advisor in Charge of Vocational Training	M
Ministry of Employment and Professional Training (MEFP)	Ibrahim Sangho	Charge de Mission (Communication)	M
Ministry of Employment and Professional Training (MEFP)	Boucary Togo	Technical Advisor in Charge of Employment	M
Ministry of Higher Education and Scientific Research (MESRS)	Diarre Haby Sanou	Technical Advisor	F
Ministry of National Education	Housseyni Amion Guindo	Minister of Education	M
Ministry of National Education	Youssouf Singare	Chief of Cabinet of MEN	M
Ministry of National Education	Abou Diarra	Technical Advisor/Interim General Secretary	M
Agence Francaise de Developpement (AFD)	Hamadoun Dicko	Projects Officer	M
French Embassy	David Lasserre	Attache de Cooperation Education	M

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Agence Francaise de Developpement (AFD)	Roman Andre	Director	M
World Bank	Adama Ouedrago	Education Portfolio Manager	M
Academie d'Enseignement	Diakaridia Lamine Coulibaly	Director	M
Academie d'Enseignement	Kone Rokiatou Dia	Director	F
Academie d'Enseignement	Modibo Konate	Pedagogy Division Head	M
Academie d'Enseignement	Aligui I Guaren	Advisor	M
Academie d'Enseignement	Moussa Cisse	Training Division Head	M
FONGIM	Sandrine Tembely	Representative of the cadre partenarial	F
FONGIM	Yaya Traore	Assistant representative	M
Ministry of National Education	Ismaila Berthe	Technical Advisor	M
CADDE	Hassane Samassekou	Director	M
CADDE	Sibiri Diabate	Director's Assistant	M
Canadian Cooperation	Soumaila Diakite	Focal point for education	M
USAID	Shannon Taylor	Education Sector Director	F
USAID	Amadou Traore	Program Specialist	M
Human Resources Department for Education Sector	Mamadou Konta	Director	M
Human Resources Department for Education Sector	Naman Doumbia	Deputy Director	M
Human Resources Department for Education Sector	Charles Tounka Sissoko	Agent	M
Human Resources Department for Education Sector	Oumou S Dicko	Secretary	M
UNESCO	Saip Sy	Program Specialist	M
UNESCO	Pierre Saye	Program Officer	M

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Annex D Interview guides

180. These guidelines are not intended as questionnaires. It will not be possible to cover all issues in all categories with all individuals or groups. The evaluation team members will use their judgment and focus on areas which are likely to add most to the team's existing knowledge, while allowing interviewees and groups to highlight the issues that are most important to them.

181. The evaluators will formulate questions in a (non-technical) way that respondents can easily relate to, while generating evidence that is relevant to the evaluation questions that the evaluators have in mind.

i. Approach to interviews

1. Interviews will be a major source of information for this evaluation. These will be a means to extract evidence, as well as to triangulate evidence drawn from other interviews and the document review, and will form part of the consultative process.
2. A stakeholder analysis, as presented in baseline report, will inform the selection of interviewees. Over the evaluation period the evaluation team aims to target a comprehensive range of stakeholders that fully represent all significant institutional, policy and beneficiary interests. The team will periodically review the list of those interviewed to ensure that any potential gaps are addressed and to prevent under-representation of key stakeholders.
1. All interviews will comply with the team's commitment to the respective evaluation ethics (the work of the evaluation team will be guided by: OECD DAC Evaluation Quality Standards for Development Evaluation;[97] UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System;[98] the World Bank's principles and standards for evaluating global and regional partnership programs;[99] ALNAP's Evaluation of Humanitarian Action Guide;[100] the Sphere Handbook and Standards for Monitoring and Evaluation;[101] and Guidance on Ethical Research Involving Children.[102])
3. Interviews will be conducted in confidence and usually on a one-to-one or one-to-two basis (to enable note-taking). Reports will not quote informants by name and will not include direct quotes where it could risk revealing the participant's identity or attribution without prior consent.
4. A protocol and standard format for recording interview notes is presented below. This will be used for all interviews and will ensure systematic recording of details, while allowing for flexibility in the specific questions asked. Interview notes will be written up, consolidated into an interview compendium and shared among team members via the internal team-only e-library. To respect interviewee confidentiality, the interview notes will be accessible only to team members. The compendium of interview notes will facilitate analysis across all interviews and will enable searches on key thematic terms, initiatives and so on. This will maximize the analytical potential of interviews and the possibilities for triangulation.

[97] http://www.oecd.org/development/evaluation/qualitystandards.pdf
[98] http://www.uneval.org/document/detail/21 and http://www.uneval.org/document/detail/22 , http://www.uneval.org/document/detail/102 and http://www.unevaluation.org/document/detail/100
[99] http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/sourcebook.pdf
[100] http://www.alnap.org/resource/23592.aspx
[101] http://www.sphereproject.org/silo/files/sphere-for-monitoring-and-evaluation.pdf
[102] http://childethics.com/

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ii. Focus group discussions

5. The evaluation team may also make use of focus group discussions. Similar to the interview guides, the sub-headings and discussion guide points used are linked to the areas of enquiry and evaluation questions set out in the evaluation matrix, and are intended as a guide only, for the evaluation team to follow flexibly in order to maximize its learning from each discussion group.
6. All focus group discussions will reflect with the evaluation team's commitment to appropriate evaluation ethics (as referenced above).

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Annex E Risks to the evaluation, quality assurance and ethics

i. Risks to the evaluation

1. The table below outlines the key anticipated risks and limitations as outlined in the risk management and contingency plan section of the inception report. It also puts forward the anticipated mechanisms to mitigate risks.

Annex Table 5: Key anticipated risks and limitations, and proposed mitigation mechanisms

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Delays in the timing of the 24 country visits Consequences: some country evaluation reports are submitted later than required to inform GPE strategy and impact committee and/or Board meetings, or to feed into the synthesis report. *Likelihood: High*	If full evaluation/progress reports are not yet complete, the evaluation team will provide the Secretariat with at least an overview of emerging key findings at the agreed-upon timelines that are linked to SIC and Board meetings or the submission of synthesis reports. The full reports will be submitted as soon as possible thereafter and will be reflected in subsequent synthesis reports in case important information was missed.
Conflict or fragility undermine the ability of our teams to conduct in-country data collection for summative or prospective evaluations Consequences: international consultants cannot conduct in-person data collection on the ground. Delays in conducting of site visits and of subsequent deliverables. *Likelihood: Medium to high*	Change timing of site visits, and postpone related deliverables. Change order in which 22 summative evaluations are conducted and/or make use of the contingency provision of two extra countries included in the sample for summative evaluations. Collect data from individual in-country stakeholders via email, telephone, Skype; use electronic survey to reach several stakeholders at once. Increase level of effort of national consultant(s) to ensure in-country data collection.
Interventions are not implemented within the lifecycle of the evaluation This constitutes a particular risk for the *prospective* evaluations. While a lack of implementation can create learning opportunities in impact evaluations, such situations do not present value for money. *Likelihood: Medium*	If interventions are not implemented within the lifecycle of the evaluation, data on bottlenecks, barriers, contextual factors and the political economy will be able to shed light on why implementation did not take place and the extent to which such factors were within GPE's control.
Large data and evidence gaps Consequences: inability to conduct reliable trend analysis. Lack of a solid basis on which to assess country progress made in strengthening the overall education system and education outcomes, as well as GPE contributions along the ToC. *Likelihood: Medium, but varying by country*	Inclusion of data availability as a consideration in the sampling strategy. Work with the Secretariat and in-country stakeholders to fill data gaps. For prospective evaluations, if gaps identified as baseline cannot be filled, adjust the prospective evaluation focus to make the most of alternative data that may be available. Use of qualitative data – e.g. based on stakeholder consultations – to reconstruct likely baseline for key issues relevant for assembling the contribution story. Clearly identify data gaps and implications for data analysis in all deliverables.

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Structure of available data is limiting To assess education sector progress, the evaluation team will use the best data available at country level. However, the format of available data may vary by country. For example, countries may use different criteria to define 'inclusion' in their data. This can pose challenges to synthesizing findings on GPE contributions in the respective area. *Likelihood: Medium*	As qualitative synthesis does not face the same limitations, we will mitigate this risk by describing differences in measurement criteria across countries.
Inaccessibility of in-country partners, resulting in incomplete datasets; limited triangulation; partners not fully seeing their views reflected in, and therefore rejecting, evaluation findings and forward-looking suggestions; increases in costs and time required for data collection; and delays in completing data collection and submitting deliverables. *Likelihood: Medium*	Reaching out to in-country stakeholders as early as possible before scheduled missions to explore their availability. Data collection via email, telephone, Skype, or through local consultants before or after site visits. Close collaboration with the Secretariat country lead and in-country focal point (e.g. coordinating agency) to identify and gain access to all key in-country stakeholders. Consult other individuals from the same stakeholder group if key envisaged informants are not available.
Being part of an evaluation changes the behavior of actors, independent of GPE support GPE partners within *prospective* evaluation countries may, involuntarily, perceive the prospective evaluation countries as showcase examples and increase efforts due to the evaluation. *Likelihood: Medium to low*	The evaluation team will review the performance data for the full set of GPE countries and see if the prospective evaluation countries have moved in their performance ranking over the lifecycle of the evaluation.
Evaluations (perceived to be) not sufficiently independent from the Secretariat Consequences: negative effects on credibility of evaluation findings and forward-looking suggestions in the eyes of key stakeholders. Limited use of evaluations to inform decision-making and/or behaviors of key stakeholders. Reputational damage for the Secretariat and consortium members. *Likelihood: Medium to low*	Findings, conclusions and forward-looking suggestions will be based on clearly identified evidence. Review of all draft deliverables by an Independent Technical Review Panel (ITRP). The evaluation team will incorporate feedback received on draft deliverables as follows: (a) factual errors will be corrected; (b) for other substantive comments, the evaluation team will decide based on the available evidence whether (and how) to incorporate them or not. If comments/suggestions are not accepted, the evaluation team will explain why.
***Prospective* country evaluation teams becoming excessively sympathetic to GPE or others through repeat visits** This can result in overly positive reports that miss areas requiring constructive criticism. *Likelihood: Medium to low*	The internal, independent and external quality assurance mechanisms described in Section 4.3, as well as feedback received from the ITRP, will make it possible to identify any cases where prospective evaluation reports provide insufficient evidence for overly positive assessments.

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ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Countries no longer willing to participate in, or wish to withdraw partway through, an (prospective) evaluation Consequences: an unbalanced sample of summative or *prospective* evaluations. Difficulty completing all eight prospective evaluations in a consistent manner. *Likelihood: Medium to low*	A transparent selection/sampling process. Early work with GPE country leads and in-country implementing partners to build support for all country-level evaluations. Early and ongoing direct engagement with senior decision-makers in DCPs to ensure that key stakeholders understand the nature and anticipated duration – especially of the prospective evaluations.

ii. Quality assurance

1. Our consortium is committed to providing high-quality reports to GPE. The Team Leader, working with the Itad coordinator, will play the principal role with respect to liaison and coordination with the Secretariat regarding quality assurance throughout the assignment. The table below provides an overview of our approach to ensuring the high quality of all deliverables submitted to the Secretariat.

Annex Table 6: Quality Assurance

Prospective country evaluations	• **Internal quality assurance**: Rachel Outhred and/or Stephen Lister will review (from drafting stage to finalization stage) all major outputs of country team leaders contracted by Itad or Mokoro for the prospective country evaluations. During finalization of reports, Rachel Outhred and Stephen Lister will ensure that feedback received from the Secretariat and the ITRP has been addressed. • **Independent quality assurance**: will be provided by the Itad Quality Advisor, Sam MacPherson, an Itad Director external to the evaluation team, who will provide written comments on all major deliverables, once reviewed by Rachel Outhred or Stephen Lister. • **External quality assurance**: will be provided through members of the Expert Advisory Panel, who will conduct a review of draft deliverables in parallel to reviews conducted by the Secretariat and the ITRP.

iii. Ethics

1. The members of our consortium abide by and uphold internationally recognized ethical practices and codes of conduct for evaluations, especially when they take place in humanitarian and conflict situations, and with affected and vulnerable populations.

2. For this evaluation the team has been guided by: OECD DAC Evaluation Quality Standards for Development Evaluation; UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System; the World Bank's principles and standards for evaluating global and regional partnership programs; ALNAP's Evaluation of Humanitarian Action Guide; the Sphere Handbook and Standards for Monitoring and Evaluation; and Guidance on Ethical Research Involving Children.

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Annex F Appraisal of PIRSEF (2015/16 extended to 2018)

In this appraisal 0 denotes room for improvement, 1 denotes satisfactory and 2 denotes very satisfactory.

Item-level analysis	Score
Criterion 1 - Evidence-based	**Quality standard status**
Is the TEP based on a situation analysis or on the best available data and evidence?	2
Criterion 2 - Sensitive to context and pays attention to disparities	**Met**
Does the TEP mention identified risks to the implementation and propose solutions?	2
Is the TEP based on/does it refer to a vulnerability/fragility/conflict analysis?	1
Does the TEP include the gender parity index (GPI) on any of these indicators GER, GIR, CR or similar (like sex-disaggregated enrollment ratios) OR, when data are not available, does it include a gender analysis?	1
Does the TEP include an analysis of geographic disparities?	0
Criteria 3 - Strategic	**Not met**
Does the TEP clearly identify the main underlying causes for its key challenge in EQUITY?	2
Are the underlying causes of the EQUITY challenge identified by the ESP addressed in the strategic plan?	2
Does the TEP clearly identify the main underlying causes for its key challenge in LEARNING?	2
Are the underlying causes of the LEARNING challenge identified by the TEP addressed in the strategic plan?	2
Does the TEP clearly identify the main underlying causes for its key challenge in EFFICIENCY?	2
Are the underlying causes of the EFFICIENCY challenge identified by the TEP addressed in the strategic plan?	2
Is the content that addresses the equity, learning, and efficiency challenges consistent throughout the TEP?	0
Criteria 4 - Targeted	**Not met**
Does the TEP identify and prioritize responses to critical education needs?	0
Does the TEP articulate immediate and longer-term priorities?	0
Does the TEP include a plan for the preparation of a comprehensive ESP?	2

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Does the TEP include a capacity building plan or elaborate strategies to build capacity?	2
Criteria 5 - Operational	**Not met**
Does the TEP provide operational elements for the whole planned period?	1
Is the TEP carefully costed?	1
Are the OUTCOMES formulated in the key learning strategy relevant for measuring the objectives?	1
Does the TEP include a set of key performance indicators that are well defined?	0
Does the TEP describe monitoring tools and mechanisms at the relevant geographical levels?	2

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Annex G Summary of external contributions to education budget

Annex Table 5. Distribution of the budget ordinaire (CFA thousands)

Section	Budget ordinaire				
	Budget allocation	Total mobilized	Released expenditure	Mobilization rate	Release rate
MEN	28,783,079	26,802,561	26,549,702	93%	99%
MESRS	9,373,591	8,312,249	8,000,519	89%	96%
MEFP	278,556	273,851	273,797	98%	100%
Total central	**38,435,226**	**35,388,660**	**34,824,019**	**92%**	**98%**
Total EPST[103]	**69,110,424**	**67,044,291**	**61,946, 016**	**97%**	**92%**
District de Bamako	47,873,847	47,221,457	47,222,510	99%	100%
Kayes	30,832,544	30,575,154	30,215,770	99%	99%
Koulikoro	41,633,733	41,613,861	41,221,041	100%	99%
Sikasso	40,251,714	40,251,788	40,251,850	100%	100%
Ségou	29,137,997	29,126,438	25,474,793	100%	87%
Mopti	24,170,271	24,140,846	23,964,866	100%	99%
Tombouctou	10,886,980	10,837,230	10,791,335	100%	100%
Gao	11,116,103	11,116,103	11,089,987	100%	100%
Kidal	2,511,832	2,511,832	2,440,035	100%	97%
Taoudéni	8,040	6,036	0	75%	0%
Ménaka	136,500	119,000	107,981	87%	91%
Total decentralized	**238,559,561**	**237,519,745**	**232,780,168**	**100%**	**98%**
Grand total	**346,105,211**	**339,952,696**	**329,550,202**	**97%**	**95%**

Annex Table 6. External contributions to education sector budget (US$ at 2018 rate)

Sources of finance	Project or program	Budget 2016 (converted to US$ at 2018 rate)
Sector budget support		

[103] EPST (Établissement public à caractère scientifique et technologique) or Public Scientific and Technical Research Establishment

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Canada	Interim Programme	921,259
TOTAL SBS		**921,259**
BSI – External (Finance Law)		
BID	Bilingual Education Support Project	2,830,000
World Bank	Emergency Education Project (PUEPT)	6,603,774
	Technical Assistance Project	114,245
	Higher Education Support Project (PADES)	6,603,774
FIDA	Professional Training and Integration Support Project for Rural Youth	4,716,981
TOTAL BSI Extérieur (Loi de Finances)		**20,868,962**
Canada	Capacity Development Project for Textbooks	2,633,842
	Professional Development for Teachers and Training Evaluation (FORMÉ)	2,774,996
	Improvement of Access to Quality Education Services Project (PASEQ)	4,760,745
	Employability of Youth in Mali	509,434
AFD	Improvement of Business Competitiveness through Training (ACEFOR) AFD 129701 (SUBVENTION) 5 million euros	495,062
	Improvement of Business Competitiveness through Training (ACEFOR) AFD 129702 (PRÊT) 4 million euros	903,489
	Additional CML 3002 Support for PISE II	
	Additional CML 1236 Support for PISE III	1,732,717
	Additional CML 1255 Capacity strengthening PISE	
	Additional CML 1237 PASEP	
	Project for the Improvement of Quality and Access to Education in Mali (PAQAMA)	1,608,950
African Development Bank		-
Swiss Cooperation (EDU)	Contribution to policy on textbooks and student materials of MEN	
	Basic Education Decentralization Support Programme (PADE)	2,037,735
	Programme for Competence Building of Local Development (PCDL)	
	Support to Non-Formal Education Project	2,540,319

	Professional Training Support Programme Phase IV (PAFP)	6,140,128
Denmark		
GTZ (KFW)	Construction Equipment for Teacher Training Institute (IFM) in Mali	0
Japan		-
NGO		
World Food Program (PAM)	Life services, reduction of malnutrition and reconstruction of means of subsistence	19,814,134
	School canteens (development and emergency) PAM	
United Nations Development Programme		-
French Embassy Cooperation and Cultural Action		-
UNESCO	Teacher capacity development project (CapEfa)	
	Education in Emergency Situations Project: Support to the Sahel	
	Female teacher research with UNICEF	
	Projet de scolarisation des filles au Mali	
UNICEF	Projet d'appui à l'éducation de Base	9,489,583
USAID	Support for Young Entrepreneurs Project (2010–2015)	0
	Consolidation of Education in the North Support Project (2015–2020)	0
	Support for Education in Emergencies (2016–2018)	6,142,833
	Improvement of Reading Competences in Level 1 Pupils I (2015–2020)	7,773,462
	Your Child, Reading and You/OMAES (2015–016)	291,066
	Your Children Learning to Read/RARE (2015–2016)	301,198
	Equitable Access to Quality Education in Conflict Zones (2015–2016)	1,885,849
Luxemburg	Training and Professional Integration MLI/022	3,204,154

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European Union	Support for Basic Education in Mali (PROF) (2016–2020)	4,331,791
	State Building Contract II - 11 FED - EU education variable tranche indicators	12,376,547
GPE (PME)	Emergency Education for All Project (PUEPT)	2,337,028
IDA	Higher Education Development Support Project (PADES)	3,613,200
	PROCEJ	9,029,574
	PRRE/World Bank	16,475,741
Netherlands	Modernization and Professionalization of eight Higher Education Establishments (MPES)	0
	Internal Control Programme within MEALN	0
	School textbooks support	0
OIF	Pilot Project “Teaching reading and writing in African Languages and French”	35,849
	“Teaching reading and writing in African Languages and French”	210,942
Sweden		0
FONGIM		10,107,391
SUB-TOTAL other finance		**133,557,768**
GRAND TOTAL		**163,646,102**
SOURCE: Interim Programme Document		

Sources : Elaborated from the 2017 RSTF

Annex H Additional education access data

Annex Table 7. Primary GER (percent) per region (2013–2018)

Region	2013-2014			2014-2015			2015-2016			2016-2017			2017-2018		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Bamako	87.3	86.1	**86.7**	81.8	80.7	**81.3**	78.5	71.9	**75.2**	82.6	80.5	**81.5**	77.0	75.8	**76.4**
Gao	54.9	47.9	**51.5**	64.7	57.9	**61.4**	77.5	72.0	**74.8**	85.2	78.6	**82.0**	60.3	58.0	**59.2**
Kayes	87.7	63.6	**75.5**	81.6	65.4	**73.5**	83.6	67.7	**75.6**	95.3	69.5	**82.3**	89.2	67.8	**78.5**
Kidal[104]	0.0	0.0	**0.0**	0.0	0.0	**0.0**	8.1	7.0	**7.6**	36.9	32.8	**34.9**	27.3	23.5	**25.5**
Koulikoro	91.5	72.5	**81.8**	89.5	72.1	**80.7**	89.7	72.4	**80.9**	92.9	75.6	**84.1**	88.2	72.5	**80.2**
Mopti	56.1	55.1	**55.6**	56.7	55.7	**56.2**	54.9	54.1	**54.5**	55.8	54.3	**55.1**	47.8	46.3	**47.0**
Ségou	65.0	53.2	**59.1**	62.3	51.1	**56.6**	63.4	51.0	**57.1**	60.8	49.7	**55.2**	59.5	48.2	**53.8**
Sikasso	84.2	66.0	**74.9**	82.2	61.7	**71.7**	79.8	62.9	**71.2**	82.4	65.1	**73.6**	81.1	65.6	**73.2**
Tombouctou	53.5	46.7	**50.0**	58.8	53.2	**55.9**	72.5	58.2	**65.2**	73.6	66.7	**70.1**	72.0	65.8	**68.9**
Country	**76.4**	**64.0**	**70.1**	**74.5**	**63.1**	**68.7**	**75.5**	**64.2**	**69.8**	**78.3**	**66.0**	**72.1**	**73.5**	**62.7**	**68.0**

Source: Ministère de l'Éducation Nationale, Cellule de Planification et de Statistique

Annex Table 8. JSS GER (percent) per region (2013–2018)

Region	2013-2014			2014-2015			2015-2016			2016-2017			2017-2018		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Bamako	104.8	93.5	**99.1**	89.3	88.6	**88.9**	96.8	93.6	**95.2**	86.8	86.1	**86.4**	82.9	85.3	**84.1**
Gao	30.4	23.3	**26.9**	28.9	24.7	**26.8**	49.5	13.0	**31.5**	40.2	35.5	**37.9**	27.1	25.2	**26.2**
Kayes	51.5	29.7	**40.5**	49.7	30.1	**39.8**	48.9	27.4	**38.1**	43.0	24.1	**33.5**	50.0	30.9	**40.4**
Kidal	0.0	0.0	**0.0**	0.0	0.0	**0.0**	0.0	0.0	**0.0**	1.3	1.3	**1.3**	1.4	1.4	**1.4**
Koulikoro	70.7	52.6	**61.5**	68.5	52.5	**60.4**	68.7	52.9	**60.7**	62.8	47.8	**55.3**	62.5	51.3	**56.9**
Mopti	34.1	27.6	**30.8**	32.4	26.8	**29.5**	57.5	44.8	**51.0**	30.5	24.6	**27.5**	28.5	24.8	**26.6**
Ségou	43.2	34.1	**38.6**	40.5	32.4	**36.4**	33.1	26.9	**29.9**	40.5	31.7	**36.1**	37.5	30.1	**33.8**
Sikasso	62.8	45.1	**53.8**	54.1	41.4	**47.7**	41.0	32.7	**36.8**	55.0	42.1	**48.5**	54.0	44.5	**49.1**
Tombouctou	21.3	15.8	**18.5**	21.3	15.9	**18.6**	22.8	16.6	**19.7**	24.7	19.6	**22.2**	23.4	21.1	**22.3**
Country	**57.7**	**44.3**	**50.9**	**52.9**	**42.8**	**47.8**	**55.7**	**43.7**	**49.6**	**54.4**	**44.2**	**49.2**	**50.6**	**43.0**	**46.8**

Source: Ministère de l'Éducation Nationale, Cellule de Planification et de Statistique

Annex Table 9. Primary GAR (percent) per region (2013–2018)

Region	2013-2014			2014-2015			2015-2016			2016-2017			2017-2018		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Bamako	71.7	68.9	**70.3**	66.8	61.9	**64.3**	74.6	51.2	**62.9**	81.8	79.3	**80.5**	66.4	64.3	**65.3**
Gao	49.4	42.5	**46.0**	55.4	46.3	**50.9**	92.8	82.4	**87.7**	75.6	67.4	**71.5**	60.7	56.2	**58.5**
Kayes	75.7	59.1	**67.4**	80.0	71.0	**75.4**	74.7	58.1	**66.4**	85.0	66.2	**75.5**	76.4	64.0	**70.2**
Kidal	0.0	0.0	**0.0**	0.0	0.0	**0.0**	20.9	20.1	**20.5**	86.5	86.7	**86.6**	45.6	34.6	**40.3**
Koulikoro	69.6	56.3	**62.8**	72.3	58.6	**65.3**	68.4	57.4	**62.8**	91.4	75.2	**83.1**	75.4	64.4	**69.8**
Mopti	54.6	51.4	**52.9**	55.4	52.1	**53.7**	53.1	50.4	**51.7**	52.1	47.6	**49.8**	46.6	43.5	**45.0**
Ségou	71.2	60.8	**66.0**	71.7	62.1	**66.9**	73.7	59.3	**66.5**	69.5	60.4	**65.0**	63.7	55.1	**59.4**
Sikasso	61.9	47.4	**54.4**	60.2	46.5	**53.1**	67.0	52.4	**59.5**	70.5	55.0	**62.5**	67.5	54.6	**60.9**
Tombouctou	53.7	46.4	**50.0**	63.6	56.5	**59.9**	58.2	50.4	**54.2**	56.4	49.7	**52.9**	57.0	51.8	**54.4**

[104] It is not clear whether the 0 figures for Kidal region imply actual 0 percent GER, or an absence of data.

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Country	**65.7**	**55.5**	**60.5**	**66.5**	**57.1**	**61.8**	**68.4**	**57.6**	**63.0**	**74.5**	**63.2**	**68.7**	**65.9**	**57.6**	**61.7**

Source: Ministère de l'Éducation Nationale, Cellule de Planification et de Statistique

Annex Table 10. JSS GAR (percent) per region (2013–2018)

Region/ district	2013-2014			2014-2015			2015-2016			2016-2017			2017-2018		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Bamako	99.1	75.1	**87.1**	61.2	61.0	**61.1**	83.3	75.3	**79.3**	72.9	74.7	**73.8**	82.7	87.1	**84.9**
Gao	21.2	17.6	**19.4**	25.1	18.9	**22.0**	39.6	12.5	**26.2**	48.0	40.8	**44.4**	28.1	25.8	**27.0**
Kayes	42.4	24.8	**33.5**	42.8	31.5	**37.1**	40.6	23.7	**32.1**	39.6	25.4	**32.4**	49.0	33.3	**41.1**
Kidal	0.0	0.0	**0.0**	0.0	0.0	**0.0**	0.0	0.0	**0.0**	1.5	1.2	**1.4**	2.7	2.7	**2.7**
Koulikoro	59.6	43.4	**51.4**	55.7	42.1	**48.8**	42.2	32.9	**37.5**	62.6	50.3	**56.4**	63.0	53.3	**58.1**
Mopti	27.3	22.8	**25.0**	25.9	21.7	**23.7**	42.2	36.8	**39.5**	28.2	24.8	**26.5**	28.4	26.9	**27.6**
Ségou	34.5	27.7	**31.1**	32.3	26.4	**29.3**	27.9	24.3	**26.1**	38.7	31.6	**35.1**	35.6	29.0	**32.3**
Sikasso	47.8	36.5	**42.0**	41.0	33.1	**37.0**	31.4	24.8	**28.1**	45.9	38.6	**42.2**	49.9	43.3	**46.5**
Tombouctou	17.7	14.1	**15.9**	15.5	13.2	**14.3**	17.7	14.2	**15.9**	24.5	20.8	**22.7**	21.7	20.2	**21.0**
Country	**48.4**	**36.1**	**42.2**	**40.9**	**33.9**	**37.4**	**42.7**	**34.1**	**38.3**	**49.8**	**42.7**	**46.2**	**49.4**	**43.8**	**46.6**

Source: Ministère de l'Éducation Nationale, Cellule de Planification et de Statistique

Annex Table 11. Primary gross completion rate (percent) per region (2013–2018)

Region	2013-2014			2014-2015			2015-2016			2016-2017			2017-2018		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Bamako	78.1	80.8	**79.4**	70.1	72.3	**71.2**	59.4	57.8	**58.6**	68.0	70.8	**69.4**	62.8	65.6	**64.2**
Gao	21.3	21.8	**21.5**	38.1	31.4	**34.8**	34.2	29.5	**31.9**	43.1	36.7	**39.9**	28.7	27.8	**28.3**
Kayes	50.7	32.5	**41.5**	48.2	31.0	**39.5**	50.1	33.0	**41.5**	53.0	37.0	**45.1**	48.4	33.3	**40.8**
Kidal	0.0	0.0	**0.0**	0.0	0.0	**0.0**	1.4	0.6	**1.0**	7.3	4.2	**5.7**	2.5	2.1	**2.4**
Koulikoro	67.4	50.8	**58.9**	64.9	52.6	**58.6**	65.8	53.0	**59.3**	64.2	56.0	**60.2**	58.9	47.7	**53.2**
Mopti	32.3	30.8	**31.5**	34.6	32.9	**33.7**	31.5	31.7	**31.6**	33.6	35.2	**34.4**	29.9	29.1	**29.5**
Ségou	44.1	35.3	**39.7**	41.4	33.7	**37.5**	41.1	33.5	**37.2**	39.9	34.6	**37.3**	33.4	27.5	**30.4**
Sikasso	58.7	47.5	**53.0**	51.5	42.6	**47.0**	51.8	46.3	**49.0**	52.2	47.7	**50.0**	49.4	43.4	**46.4**
Tombouctou	27.3	22.4	**24.8**	23.9	20.4	**22.1**	29.7	21.0	**25.3**	25.9	24.7	**25.3**	23.6	22.6	**23.1**
Country	**52.7**	**44.0**	**48.3**	**50.0**	**42.4**	**46.2**	**49.7**	**43.1**	**46.3**	**50.5**	**45.6**	**48.1**	**45.5**	**39.9**	**42.7**

Source: Ministère de l'Éducation Nationale, Cellule de Planification et de Statistique

Annex Table 12. JSS gross completion rate (percent) per region (2013–2018)

Region	2013-2014			2014-2015			2015-2016			2016-2017			2017-2018		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Bamako	**67.9**	**64.4**	**66.2**	**70.0**	**66.4**	**68.2**	**64.0**	**59.8**	**61.9**	**72.4**	**70.1**	**71.3**	**56.2**	**57.7**	**57.0**
Gao	**23.5**	**20.6**	**22.1**	**20.9**	**16.0**	**18.5**	**30.2**	**7.9**	**19.2**	**25.6**	**23.8**	**24.7**	**19.2**	**16.0**	**17.7**
Kayes	**26.3**	**13.2**	**19.7**	**31.0**	**16.6**	**23.7**	**26.0**	**13.9**	**19.9**	**29.0**	**14.7**	**21.8**	**27.6**	**15.8**	**21.7**
Kidal	**0.0**	**0.0**	**0.0**	**0.0**	**0,0**	**0.0**	**0.0**	**0.0**	**0.0**	**1.5**	**1.8**	**1.6**	**1.1**	**1.1**	**1.1**
Koulikoro	**46.0**	**35.9**	**40.9**	**51.7**	**39.9**	**45.7**	**35.8**	**28.4**	**32.1**	**46.7**	**34.4**	**40.4**	**44.7**	**36.6**	**40.6**
Mopti	**20.1**	**14.4**	**17.2**	**19.1**	**14.2**	**16.6**	**34.0**	**24.8**	**29.3**	**19.0**	**13.6**	**16.2**	**19.0**	**14.8**	**16.9**
Ségou	**14.4**	**9.1**	**11.7**	**22.1**	**16.8**	**19.4**	**19.5**	**14.3**	**16.8**	**27.1**	**20.5**	**23.7**	**21.6**	**15.4**	**18.4**
Sikasso	**35.8**	**20.5**	**28.0**	**31.8**	**21.0**	**26.3**	**26.0**	**19.3**	**22.6**	**40.3**	**26.8**	**33.5**	**35.7**	**28.8**	**32.2**
Tombouctou	**18.0**	**14.6**	**16.3**	**13.1**	**10.1**	**11.6**	**12.1**	**9.3**	**10.7**	**14.1**	**11.1**	**12.6**	**14.1**	**11.9**	**13.0**
Country	**33.1**	**24.7**	**28.8**	**35.4**	**27.3**	**31.3**	**32.9**	**25.2**	**29.0**	**39.8**	**31.1**	**35.4**	**32.9**	**27.3**	**30.1**

Source: Ministère de l'Éducation Nationale, Cellule de Planification et de Statistique

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