

Chapter 3: Country- Level Objectives

Strategic Objective 1:
Strengthen education sector
planning

Strategic Objective 2:
Support mutual accountability

Strategic Objective 3:
GPE financing efficiently
and effectively supports the
implementation of sector plan



A young girl draws on a slate, Wat Bo Primary School, Siem Reap, Cambodia.
Credit: GPE/Chor Sokunthea

Chapter 3:

Country-Level Objectives

Introduction

Country-level objectives are at the heart of the Global Partnership for Education's work and form the basis of its operational model. GPE focuses on three main country-level objectives:

- **Objective 1:** Strengthened sector planning and policy implementation
- **Objective 2:** Mutual accountability
- **Objective 3:** Efficient and effective GPE financing

Underpinning these three objectives are policies, programs and activities that align with and reinforce each other to yield an effective, efficient education system that delivers equitable, quality educational services for all.

GPE's results framework uses 10 indicators to track the objectives, eight of which have a milestone for 2017. Overall, GPE demonstrated strong progress with respect to these objectives, indicating real-time achievements that contribute to realizing GPE's anticipated outcomes and impact.

Sector planning and policy implementation.

Although no 2017 milestone is set for the quality of sector plans (indicators 16a-d), currently available data show that the proportion of education sector plans (ESPs) and transitional education plans (TEPs) meeting quality standards increased dramatically from baseline, from 58 percent (11 out of 19) to 96 percent (22 out of 23; Indicator 16a). This improvement is largely due to the robust ESP quality assurance process strengthened since 2016. In addition,

all applications to education sector program implementation grant (ESPIG) met the GPE funding model data strategy requirement (Indicator 17).

Mutual accountability. Indicators on mutual accountability present mixed results, highlighting the need for more attention to this core GPE principle. While 53 percent (33 out of 62) of local education groups met the expected membership requirements, exceeding the milestone of 48 percent (Indicator 19), only 32 percent (6 out of 19) of joint sector reviews met quality standards against a milestone of 53 percent (Indicator 18).

Effective and efficient GPE financing. Major aspects of GPE grant financing progressed well, although with some delays in implementation. On the positive side, the proportion of textbooks distributed was 114 percent of planned against the 2017 milestone of 78 percent; the proportion of teachers trained was 98 percent against a milestone of 87 percent; and the proportion of classrooms built was 76 percent against a milestone of 69 percent (indicators 21-23). All grant applications fulfilled the requirement for performance indicators on equity, efficiency and learning (Indicator 24); however, 79 percent (38 out of 48) of grants were on track for implementation, slightly below the milestone of 82 percent (Indicator 25).

It is important to note that there are considerable variations across developing country partners (DCPs) in these results. Tackling roadblocks to progress at the country level will require a nuanced, contextualized, and data-driven approach. The sections below discuss the results in greater detail.

Strategic Objective 1: Strengthen education sector planning and policy implementation (Indicators 16a-d; 17)

Quality of Sector Plans (Indicator 16a-d)

GPE supports DCPs in developing quality education sector plans through technical and financial support under its Education Sector Plan Development Grants (ESPDGs). Sector plans are a vitally important blueprint for investment choices in the sector, as well as for implementation and monitoring of education policies and programs. GPE is the largest funder of ESPs and TEPs; from the inception of ESPDG program in 2012 through December 2017, it has granted US\$21.7 million to developing country partners (see Appendix B). In FY17, GPE provided 38 grants to 42 countries or federal states, for a total of US\$12.6 million to fund education sector analysis and sector plan development.¹

The GPE results framework tracks the quality of education sector plans (indicators 16a-d) as the first step toward effective plan implementation and desired impact. The indicators track the overall quality of ESPs (16a); quality of the teaching and learning strategy (16b); quality of the strategy to respond to marginalized groups (16c); and quality of the strategy to improve efficiency (16d). The ESP/TEP quality is assessed using GPE's quality standard (QS, appendices 3-1, 3-2 and 3-3), developed jointly by the GPE Secretariat and UNESCO-International Institute for Education Planning (UNESCO-IIEP). ESPs must meet at least five out of seven quality standards, and TEPs must meet at least three out of five, to reach the quality benchmark.

Although the first milestone is set for 2018, GPE demonstrated strong progress with respect to the quality of ESP/TEPs in CY2016 and CY2017. During this period, the vast majority of ESPs/TEPs assessed — 96 percent (22 out of 23²) — achieved the quality standard in CY2016/17³, as compared with a baseline of 58 percent (11 out of 19) in CY2014/15⁴ (Figure 3.1). The two TEPs among this group met all five overall quality standards; this is in contrast to the baseline period, during which two out of three TEPs met fewer quality standards.

1 GPE, Portfolio Review 2017 (Washington, DC: Global Partnership for Education, 2017): p.17

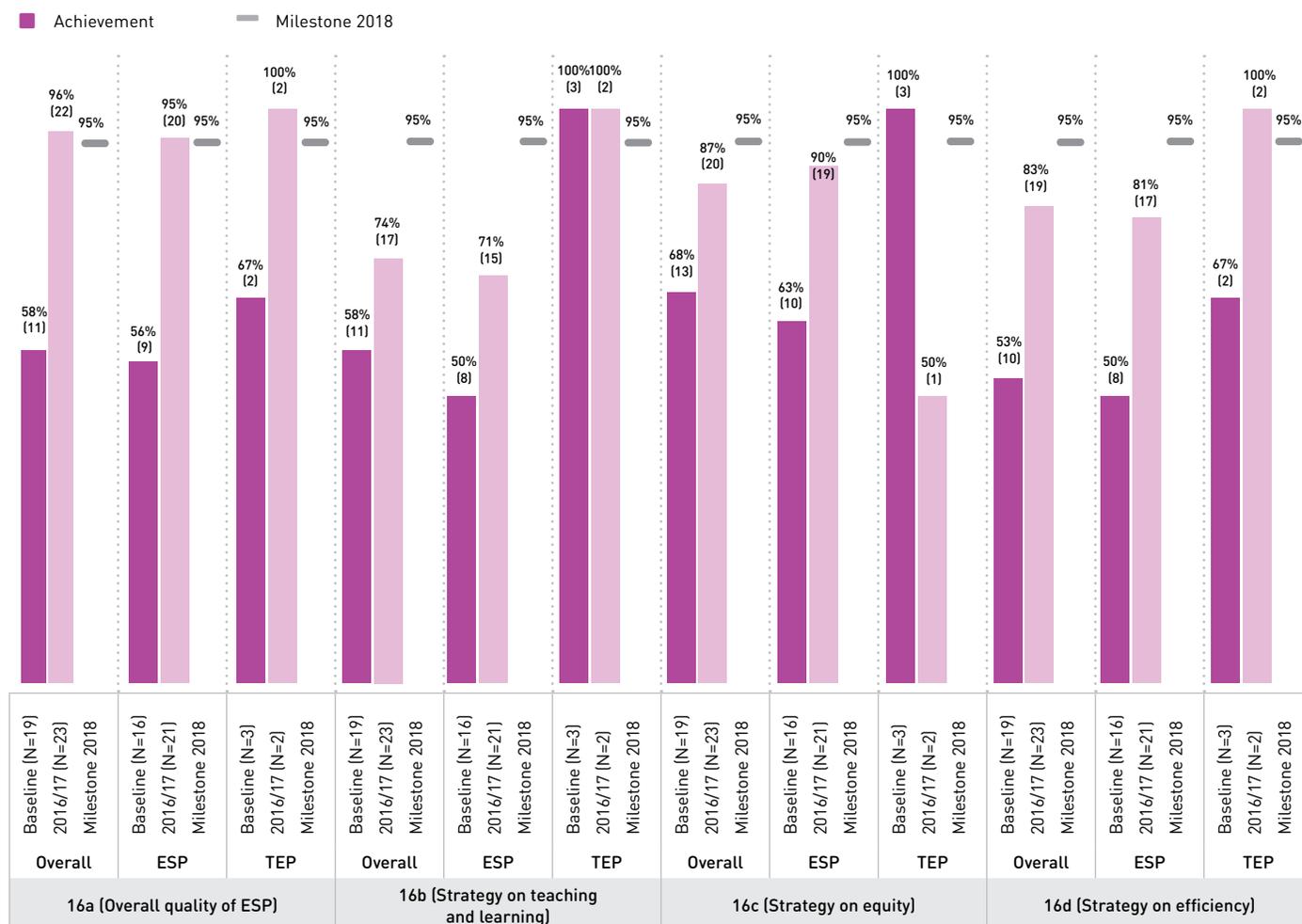
2 Afghanistan, Benin, Bhutan, Burkina Faso, Cambodia, Cape Verde, Côte d'Ivoire, Democratic Republic of Congo, Ethiopia, The Gambia, Guinea Bissau, Lesotho, Liberia, Madagascar, Sierra Leone, Somalia (Puntland), Somalia (Somaliland), Tanzania (Zanzibar), Zimbabwe, Eritrea, Nepal, Chad and Comoros.

3 ESPs and TEPs assessed for this period are the ones endorsed during CY2016 and CY2017 and assessed before March 15, 2018.

4 Given that countries develop plans in a range of three to 10 years, this indicator is updated every two years so as to ensure that a reasonable number of countries with endorsed plans are included in the sample used to calculate the indicator.

Figure 3.1. Over 90 percent of ESPs and TEPs met the overall quality standard in 2016/2017.

Proportion of ESPs and TEPs meeting quality standards in CY2014/15 and CY2016/17



Source: GPE Secretariat.

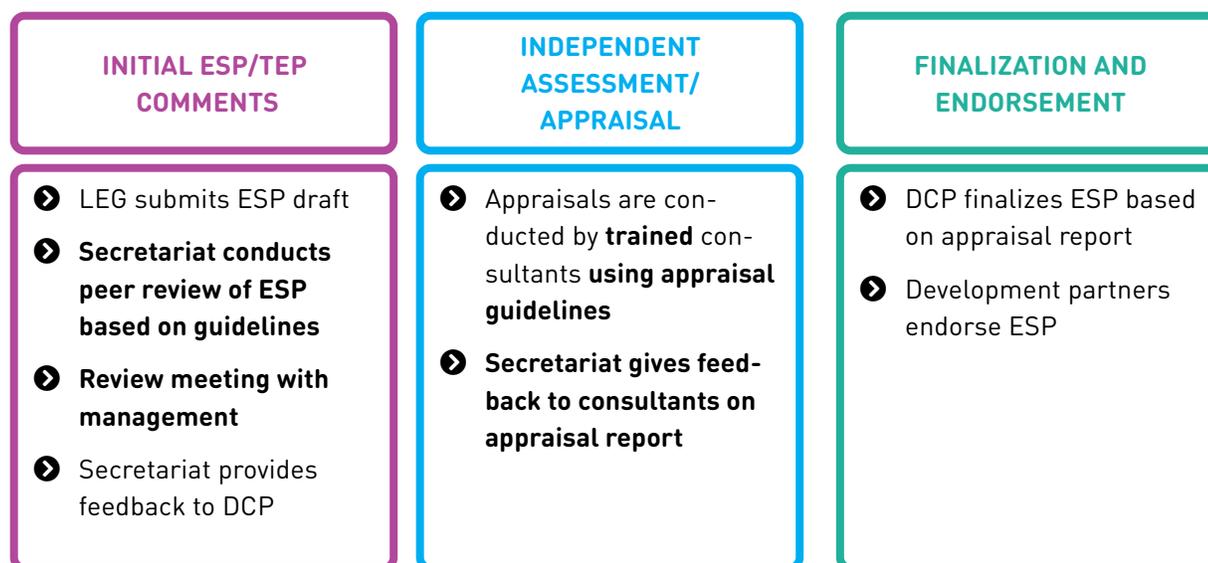
Note: Numbers in the bracket above the bars are the number of ESPs/TEPs that met quality standards.

The improvement in the quality of sector plans can be partially explained by quality assurance process, which was strengthened in 2016. The new process includes appraisal by independent consultants who

are trained in the use of guidelines for education sector plan appraisal developed by UNESCO-IIEP and GPE Secretariat⁵.

5 UNESCO-IIEP and GPE, Guidelines for Education Sector Plan Appraisal (2015). Note that the use of appraisal guidelines was neither mandatory nor systematic in the past (GPE, Independent Assessment of Education Sector Plans — Costed Options, BOD/2015/12 DOC 09 Rev. 1, 2015).

Figure 3.2. New quality assurance process for ESPs.



Source: GPE Secretariat.

Note: New processes are shown in boldface type.

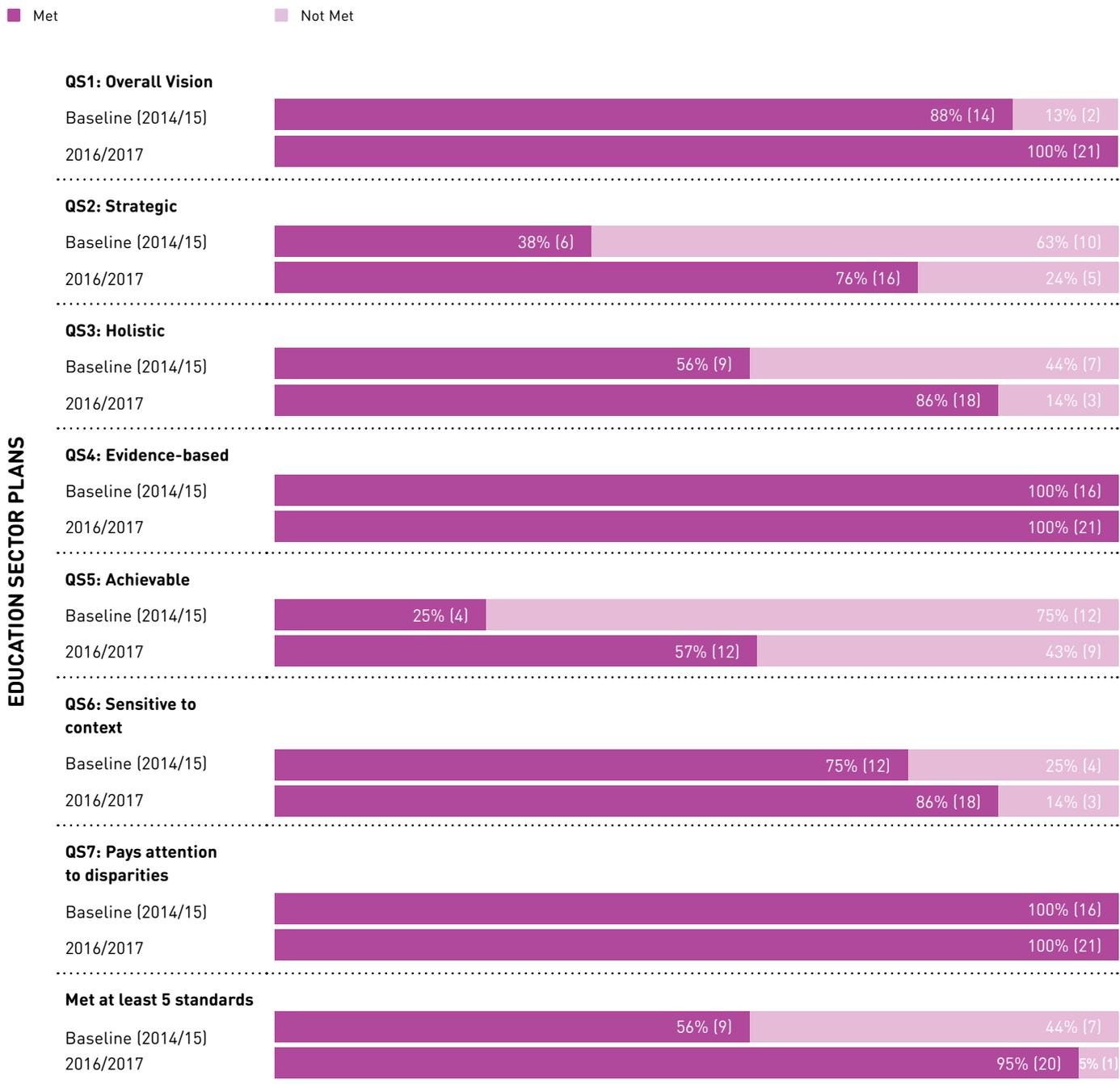
Though the proportion of ESPs/TEPs meeting the standards increased across all dimensions (Figure 3.2), there remain areas for improvement. Several ESPs fell short on “achievability”; a closer look reveals that these ESPs lacked realistic financing frameworks or results frameworks that could enable proper monitoring. Further effort is needed to ensure that these

critical aspects of ESPs are addressed if they are to support suitable plan implementation.

Additional disaggregated data on the quality of the plans with respect to teaching and learning (Indicator 16b), equity (Indicator 16c) and efficiency (Indicator 16d) can be found in Appendix 3-4 and Appendix 3-5.

Figure 3.3. Quality of ESPs and TEPs improved across all standards in 2016/2017.

Proportion of ESPs and TEPs meeting specific standards CY2014/2015 and CY2016/2017



EDUCATION SECTOR PLANS

TRANSITIONAL EDUCATION PLANS

QS1: Evidence Based

Baseline (2014/15)	100% (3)
2016/2017	100% (2)

QS2: Sensitive to the context

Baseline (2014/15)	33% (1)	67% (2)
2016/2017	100% (2)	

QS3: Strategic

Baseline (2014/15)	67% (2)	33% (1)
2016/2017	100% (2)	

QS4: Targeted

Baseline (2014/15)	0% (0)
2016/2017	100% (2)

QS5: Operational

Baseline (2014/15)	67% (2)	33% (1)
2016/2017	100% (2)	

Met at least 3 standards

Baseline (2014/15)	67% (2)	33% (1)
2016/2017	100% (2)	

Source: GPE Secretariat.

Data Strategy (Indicator 17)

Relevant, reliable and timely data are crucial to building effective and efficient national education systems, monitoring policy and program implementation, and achieving learning, equity and inclusion. GPE's funding model requires that countries applying for an ESPIG report education data to UIS or publish data at the national level. If the country does not have such capacity, it requires a time-bound plan to develop or strengthen the national education management information system (EMIS) to produce reliable education and financial data.

In FY2017, all three countries that applied for ESPIG publish data at the national level; as a result, no country developed a data strategy.

Strategic Objective 2: Support mutual accountability through effective and inclusive sector policy dialogue and monitoring (indicators 18 and 19)

The concept of mutual accountability in GPE is operationalized through two mechanisms. The first is the joint sector review (JSR), a government-led mechanism for monitoring the progress of a country's education sector plan development and implementation. The second is the local education group (LEG), a multi-stakeholder body whose mandate it is to engage in policy dialogue and coordination through inclusive participation under the leadership of the government. These mechanisms are tracked through two indicators: proportion of JSRs meeting quality

standards (Indicator 18), and proportion of LEGs with representation from civil society and teacher organizations (Indicator 19).

Data from 2017 present mixed results. The indicator on JSR missed the 2017 milestone by almost 20 percentage points. The indicator on LEG met the milestone, showing a significant improvement from 2016. These results are discussed in greater detail below.

Joint Sector Review (JSR) (Indicator 18)

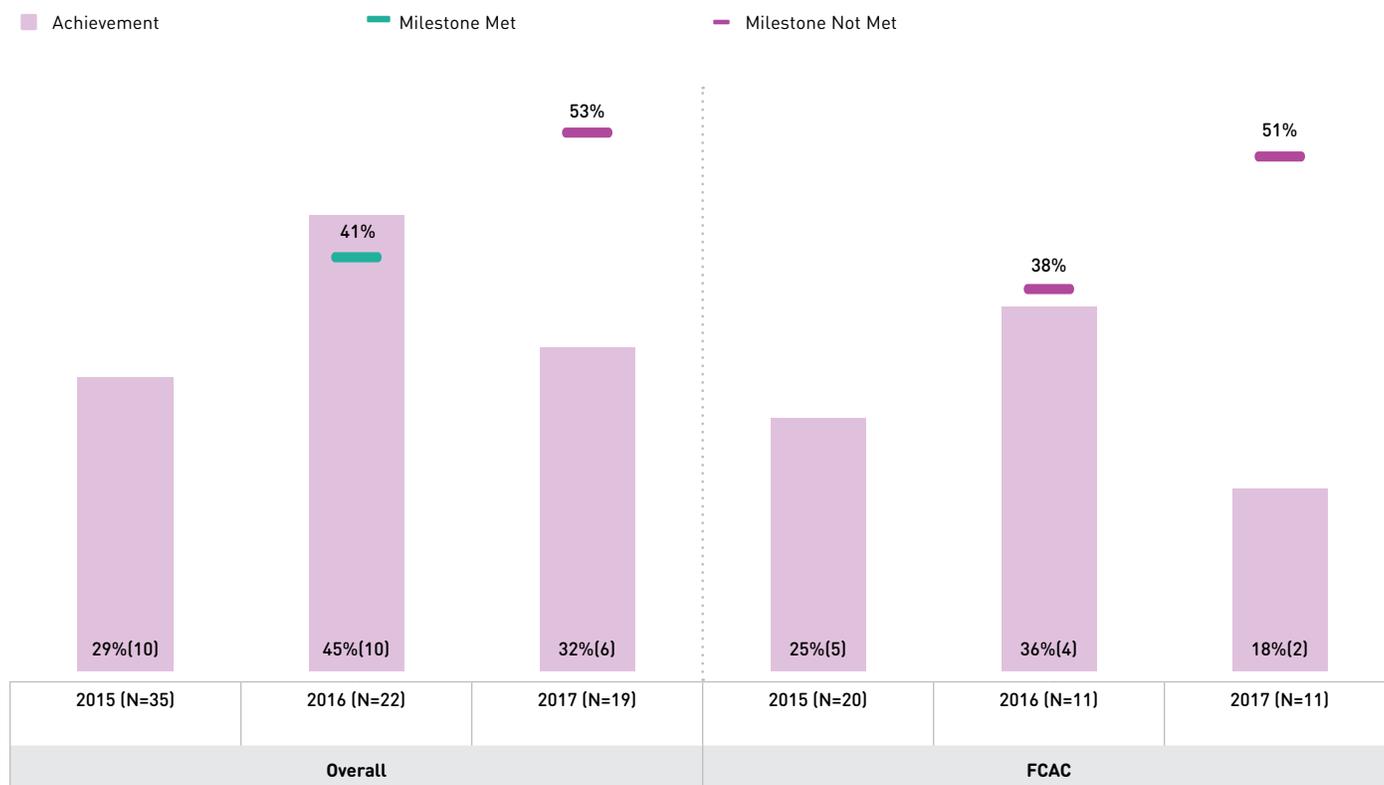
The purpose of JSRs is to bring stakeholders together to take a critical look at past achievements in education plan implementation; it includes identifying bottlenecks and proposing remedial actions. The results framework tracks key characteristics and core functions of JSRs by using quality standards to assess whether they are inclusive and participatory, evidence-based, aligned with a shared policy framework, and used as a monitoring tool and instrument for change.

Indicator 18 monitors the proportion of JSRs meeting at least three out of five quality standards. Only 32 percent of JSRs (6 out of 19⁶), and in FCACs only 18 percent (2 out of 11), met at least three standards (Appendix 3-6), with a significant decrease from CY2016 in both overall and FCAC values (Figure 3.4). Of the 16 JSRs with more than two available data points during the period of 2015 to 2017, four improved from "criteria not met" to "criteria met," and two continued to meet the criteria. However, five shifted from meeting to not meeting the quality criteria, and five continued not to meet the criteria. This suggests a need for analysis of specific challenges and tailored support for individual JSRs.

6 Only JSRs with documents available as of March 15, 2018, were assessed for this review. These include JSRs in Bangladesh, Burkina Faso, Burundi, Cambodia, Chad, Democratic Republic of Congo, Côte d'Ivoire, Ghana, Guinea, Mali, Mauritania, Mozambique, Nepal, Rwanda, Somalia (Federal), Somalia (Somaliland), South Sudan, Tanzania (Mainland) and Togo. Sierra Leone conducted a JSR in 2017, but documents were not available by the cutoff date; therefore, Sierra Leone is not included in the sample.

Figure 3.4. About a third of JSRs met at least three quality standards in CY2017.

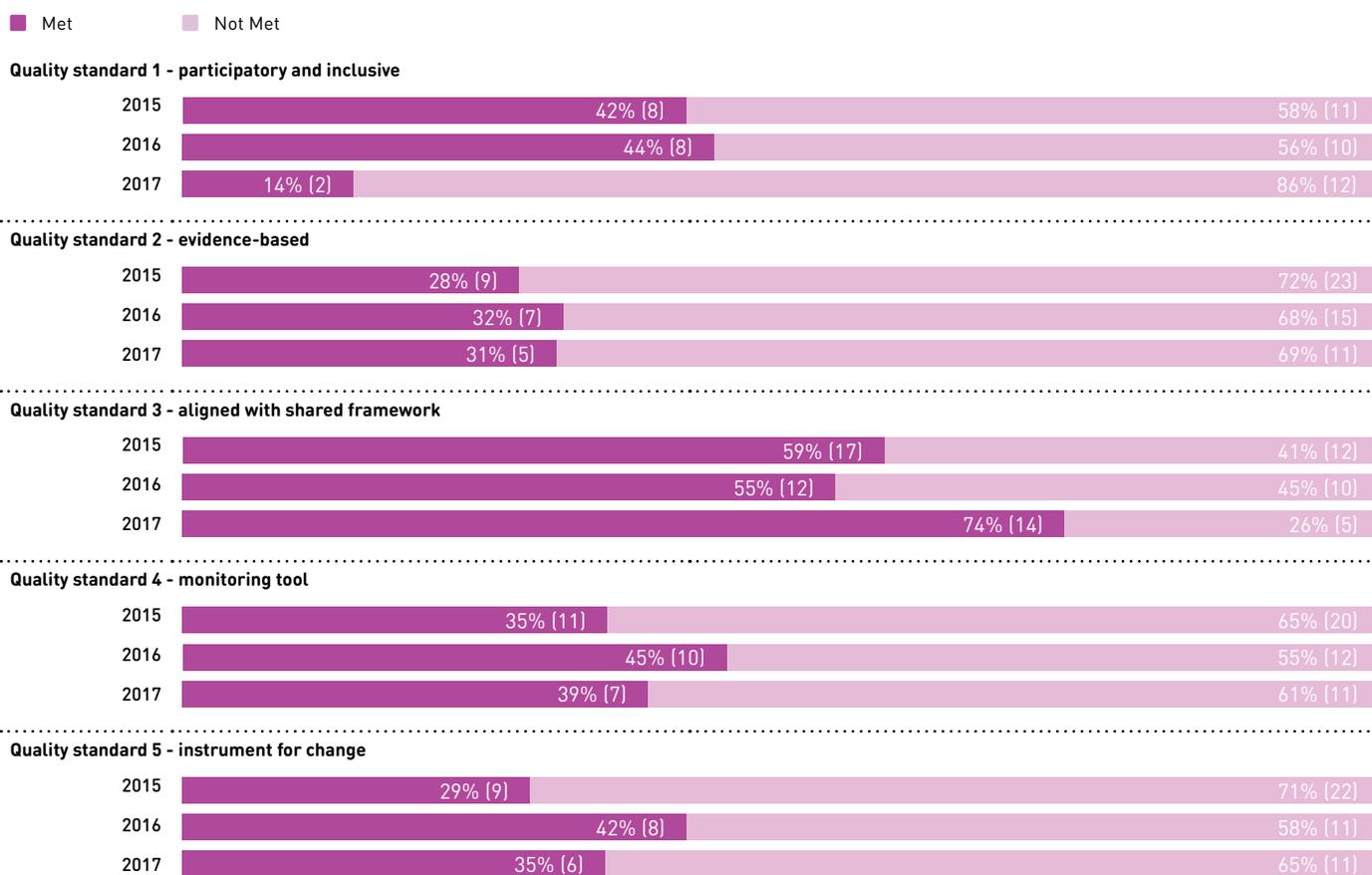
Proportion of JSRs meeting at least three quality standards, CY2015-CY2017



Source: GPE Secretariat.

Several areas of JSR quality need attention (Figure 3.5). Only two JSRs met the participatory and inclusive quality standard (QS1) in 2017, with a common issue being the absence of parent associations' participation. In addition, availability and use of evidence (QS2) in JSRs through the production of an annual implementation report continues to be a challenge for many DCPs, often due to lack of or incomplete information on program-level and activity-level expenditure. More than half of JSRs missed using the

process as an instrument for change (QS5), mainly because the JSR recommendations had no parties designated for follow-up responsibilities. These are important aspects of JSRs, and increased efforts will be required to ensure that JSRs can in fact be an effective tool for strengthened sector monitoring and responsive planning. If they function well, JSRs can be a powerful vehicle to bring diverse stakeholders together to address improvements in the sector.

Figure 3.5. Several areas of JSR quality need attention.*Proportion of JSRs meeting specific quality standard in CY2015-2017*

Source: GPE Secretariat.

Note: N for each standard varies based on the availability of data to assess that standard

In 2017, the GPE supported three important initiatives to strengthen the effectiveness of JSRs. GPE published a working paper, “Effective Joint Sector Reviews as (Mutual) Accountability Platforms,” to help DCPs improve their JSRs. Box 3.1 below presents the key findings and recommendations from the paper. GPE also supported three francophone countries in Sub-Saharan Africa in exchanging knowledge and good practices regarding JSRs. In addition, the Secretariat developed JSR guidelines, which are expected to be published in 2018. These guidelines will offer a framework for JSR effectiveness, along

with practical guidance and tools for improving the preparation, conduct and follow-up of JSRs, including a self-assessment tool covering key characteristics and core functions of effective JSRs. The self-assessment will enable DCPs to identify quick wins and to address and monitor areas of improvement in their JSR process. The development of these guidelines is collaborative, drawing on expertise from multiple partners.

Box 3.1. Findings From “Effective Joint Sector Reviews as (Mutual) Accountability Platforms”⁷ [Excerpted]

The study is based on a review of JSRs in 39 countries or states and has the following recommendations to strengthen JSR effectiveness and mutual accountability.

1. How can we ensure that the JSR process is truly participatory and reflective of all stakeholders?

- Include a balance of “the right people” and “the right number” in order to facilitate quality policy discussions and the inclusion of multiple perspectives.
- Secure the attendance of finance ministries.
- Strengthen intragovernmental dialogue and timing of the JSR to align with ministries’ planning cycles for improved efficiency for service delivery.
- Ensure there is enough time and space for discussions with professional moderators who can effectively facilitate exchanges to support better dialogue.

2. How can shortcomings in the planning and reporting instruments of the JSR be addressed?

- Ensure coherence between the planning document and what the JSR reviews.
- Strengthen the evidence base, especially by addressing the gap in financial reporting, so that JSRs can use this evidence to improve planning and reporting.

3. How can the monitoring and evaluation tool of JSRs become more meaningful and translate more effectively into policy change?

- Discuss ahead of the JSR to build consensus and help with the development of formalized recommendations at the conclusion of actual JSR proceedings.
- Introduce follow-up mechanisms to review previous JSR recommendations systematically.
- Align with the timing of sector ministries’ planning and budgeting cycles.

7 Raphaëlle Martínez Lattanzio, Margaret Irving, and Vania Salgado, “Effective Joint Sector Reviews as (Mutual) Accountability Platforms,” GPE Working Paper #1 (Washington, DC: Global Partnership for Education, June 2017); GPE, “Effective Joint Sector Reviews as (Mutual) Accountability Platforms: Key Takeaways for Policymakers and Practitioners” (Washington, DC: Global Partnership for Education, June 2017).

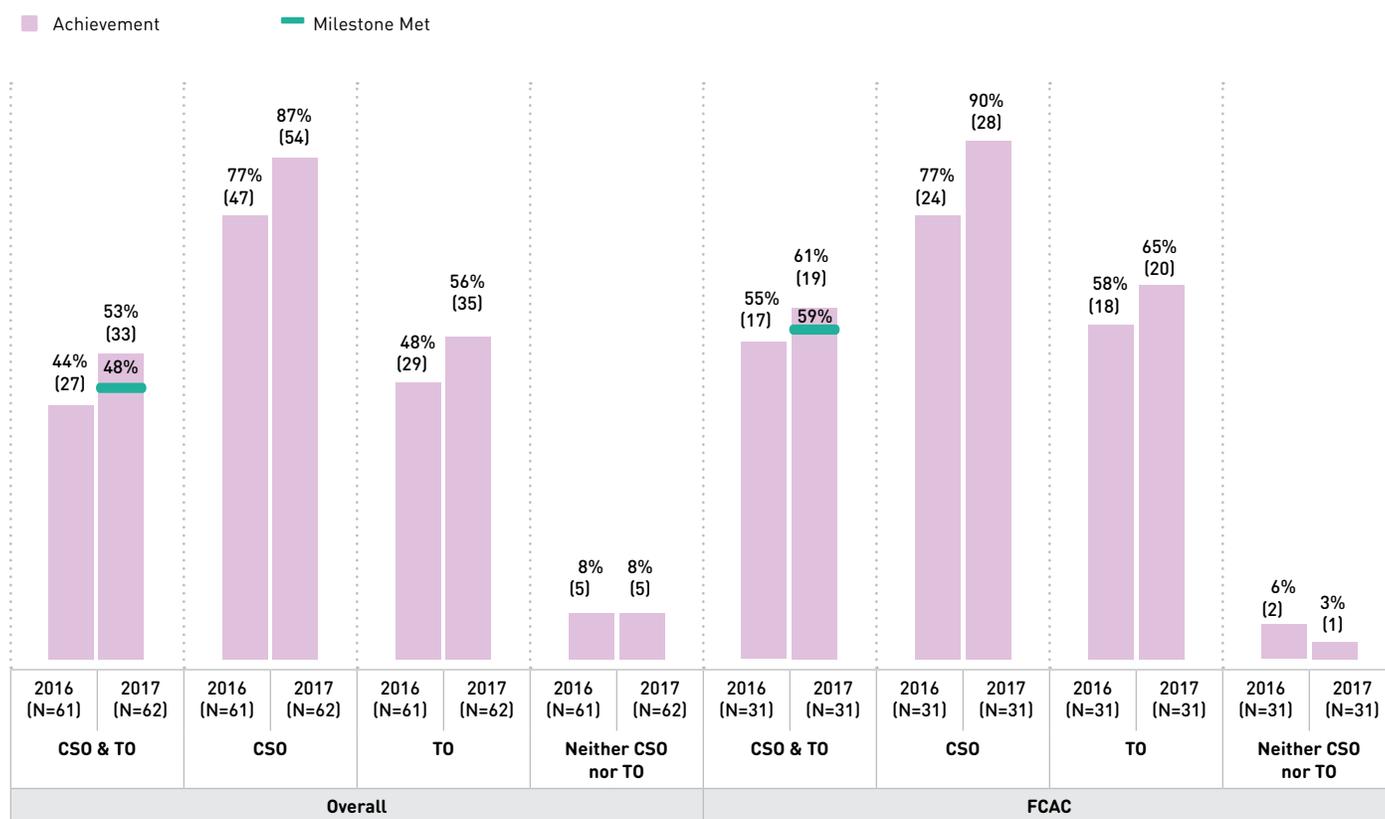
Local Education Group (LEG) (Indicator 19)

LEG is a government-led, multi-stakeholder platform to support sector planning, policy development and monitoring. Ideally, it includes representation from diverse stakeholders so that different views are reflected on policy priority. At a minimum, the LEG should include representation from the ministry of education, other line ministries, development partners, civil society organizations (CSOs), teacher organizations (TOs) and private sector partners. CSOs and TOs are expected to play a particularly dynamic role in making citizens' concerns and needs heard. The results framework therefore tracks the inclusion of CSO and TOs in LEGs (Indicator 19).

Fifty-three percent of LEGs (33 out of 62) included both CSOs and TOs, exceeding the 2017 milestone of 48 percent; this was a significant improvement from 2016 in the representation of both stakeholders in LEGs. More specifically, nine DCPs recently included both CSOs and TOs in their LEGs. Among FCACs, 61 percent (19 out of 31) included both groups, also surpassing the 2017 milestone of 59 percent. In some of these countries, ESPIG application and/or implementation fostered a more inclusive process and the involvement of these organizations in the LEGs. For example, in Ethiopia, a comprehensive discussion with the government during ESPIG application in 2017 also focused on LEG composition, and both CSOs and TOs now participate in the LEG.

Figure 3.6. More than half of the LEGs included CSOs and TOs in 2017.

Proportion of LEGs with representation of CSO and TO, FY2016 and FY2017



Source: GPE Secretariat.

Note: In 2017, the Secretariat obtained data from 62 LEGs (including LEGs at the federated states level).

GPE provided technical and financial support to enhance the functionality of LEGs through its Global and Regional Activities (GRA) grants, which funded UNESCO and Education International to strengthen the engagement of teacher organization in LEGs. Findings of a recent evaluation are noted in Box 3.2.

GPE has also supported the Civil Society Education Fund (CSEF), a global program for civil society engagement in education sector policy, planning, budgeting

and monitoring. Established in 2013, the CSEF provided grants to national civil society coalitions to support their advocacy activities, build their capacity to strengthen planning, implementation and impact, and promote cross-country learning and networking. The program has been evaluated, and a new advocacy and social accountability mechanism (ASA) will build on lessons learned to enhance the engagement of civil society in education.

Box 3.2. Improving Teacher Support and Participation in Local Education Groups ⁸

GPE funded UNESCO and Education International to implement Improving teacher support and participation in Local Education Groups from 2015 to 2017. Ten countries (Benin, Democratic Republic of Congo, Côte d'Ivoire, Haiti, Liberia, Mali, Nepal, Senegal, Sierra Leone and Uganda) participated in this program.

An evaluation of the program⁹ concluded that it has contributed to strengthening the technical and organizational capacities of teacher organizations and their ability to discuss and advocate issues related to teacher effectiveness with policymakers. The report further noted that project activities helped increase the awareness of teacher organizations regarding LEGs, and that in some countries they contributed to improving their representativeness and participation in the LEGs. In Nepal, for example, better cooperation among the teacher organizations in the country had a positive effect on their representativeness in the LEGs. However, the report argued that there is considerable difference in the organization, responsibility, scope and membership of the LEGs across countries, including some that did not function at all. It suggested the need for a more nuanced approach to taking these differences into account so as to increase teachers' participation in LEGs and enhance the role of LEGs in policy development and monitoring.

8 GPE Global and Regional Activities (GRA) Program, "Summary — Annual GRA Portfolio Status Report as of June 30, 2017 (Washington, DC: Global Partnership for Education, December 2017).

9 Ockham IPS, "Summative evaluation of project 'Improving Teacher Support and Participation in Local Education Groups (LEGs)'" (Utrecht, the Netherlands: Ockham IPS, 2018).

Box 3.3. Evaluation of GPE’s Support to Civil Society Engagement Through the CSEF¹⁰

Given the key role the CSEF plays in designing the upcoming ASA, GPE commissioned an evaluation of the CSEF¹¹ in 2017. The evaluation assessed the relevance, efficiency and effectiveness of the CSEF through key informant interviews. The following presents highlights of the key findings.

Relevance

The CSEF III theory of change (ToC) is plausible and coherent. However, several key assumptions underlying the ToC have not been tested (and may be constraining program effectiveness).

The ToC is interpreted broadly enough at the national level; at the same time, there is tension between GPE 2020 goals and national-level prioritization of topics on which to focus. Nonetheless, CSEF III is well aligned with GPE 2020 country-level objectives.

Efficiency

CSEF III grant management and administration has been challenging due to lack of clarity of cost categories, Global Campaign for Education Secretariat roles, and disbursement delays. Institutional relationship management has worked relatively well, although the structure is not fully exploited for learning and capacity building to benefit the national education coalitions.

Effectiveness

CSEF III has a functional monitoring, evaluation and learning system in place, although it could include more qualitative elements, especially around outcomes achieved.

The national education coalitions are contributing to the CSEF objectives. However, CSO participation in formal sector planning and policy processes is limited, and the quality of research conducted at the national level needs to be strengthened.

10 Oxford Policy Management, “Evaluation of the Global Partnership for Education (GPE)’s Support for Civil Society Engagement — Final Report (Oxford: Oxford Policy Management, 2018).

11 The scope of the evaluation is the current Civil Society Education Fund (CSEF III), which was established and launched in 2009 by the Global Campaign for Education and funded by GPE.

Strategic Objective 3: GPE financing efficiently and effectively supports the implementation of sector plans focused on improved equity, efficiency and learning (indicators 20-25)

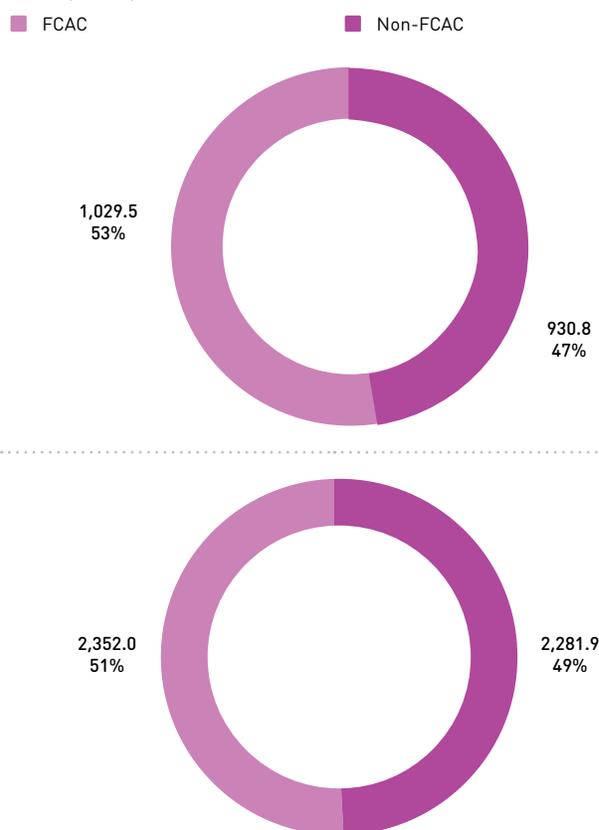
GPE is one of the largest financiers of basic education. As of the end of FY2017, GPE had cumulatively allocated 4.662 billion since its inception (see Appendix B). ESPIGs are GPE's largest grant instrument and accounted for 98 percent of the partnership's grant-related disbursements. As of the end of FY2017, there were 48 active ESPIGs worth US\$1.96 billion¹², with 53 percent of the grants allocated to countries affected by fragility and conflict (Figure 3.7).

ESPIGs support key aspects of DCPs' policy implementation. The table below shows thematic activities supported by active ESPIGs¹³ in FY17 in the areas of learning, equity and system, which are GPE 2020 goals.

The GPE results framework tracks ESPIG support to education management information systems (EMIS) and learning assessment systems (LAS), provision of textbooks, teacher training, and building of classrooms. The partnership also tracks whether the grants are being implemented in a timely fashion. The sections below discuss performance with respect to these aspects of Strategic Objective 3.

Figure 3.7. More than half of the funding through ESPIGs is allocated to FCACs.

Grant amount for FCAC and non-FCAC countries in FY2017 (top), cumulative amount allocated since inception in 2002 through June 2017 (bottom) in US\$ million



Source: GPE, Portfolio Review 2017, p. 40

¹² GPE, Portfolio Review 2017 (Washington, DC: Global Partnership for Education, 2017): 23.

¹³ The 41 grants analyzed do not include the seven sector pooled grants (Bangladesh, Burkina Faso, Ethiopia, Mozambique, Nepal, Rwanda and Zambia), which were also active during FY17. It is important to note that one grant can cover several sub-sectors and thematic activities.

TABLE 3.1. Summary of thematic activities supported by ESPIGs active in FY17 (N=41)

GPE 2020 Goals	Thematic Activities	FCAC (N=24)	Non-FCAC (N=17)	Total (N=41)
Learning	Teacher management	19	7	26
	Teacher training	23	17	40
	Standards/curriculum/learning materials	19	16	35
	Learning assessment systems	17	12	29
	Use of ICT in learning	1	4	5
Equity	Education facilities and infrastructure	20	10	30
	Gender equality	17	13	30
	Cash transfers/other targeted incentives for students	2	2	4
	Access for out-of-school children	12	5	17
	Adult learning	4	1	5
	Well-being programs	7	5	12
	Support to children with disabilities and special needs	5	5	10
System	Systems strengthening: at the central level	24	17	41
	Systems strengthening: at the decentralized level	15	10	25
	Systems strengthening: at the school level	18	11	29
	Education management information systems	19	13	32

Source: GPE, Portfolio Review 2017, p. 53

Note: ESPIG supporting EMIS was 33 (20 in FCAC) in Portfolio Review 2017. However, it has been changed to 32 (19 in FCAC), because a component supporting EMIS was cancelled in one grant.

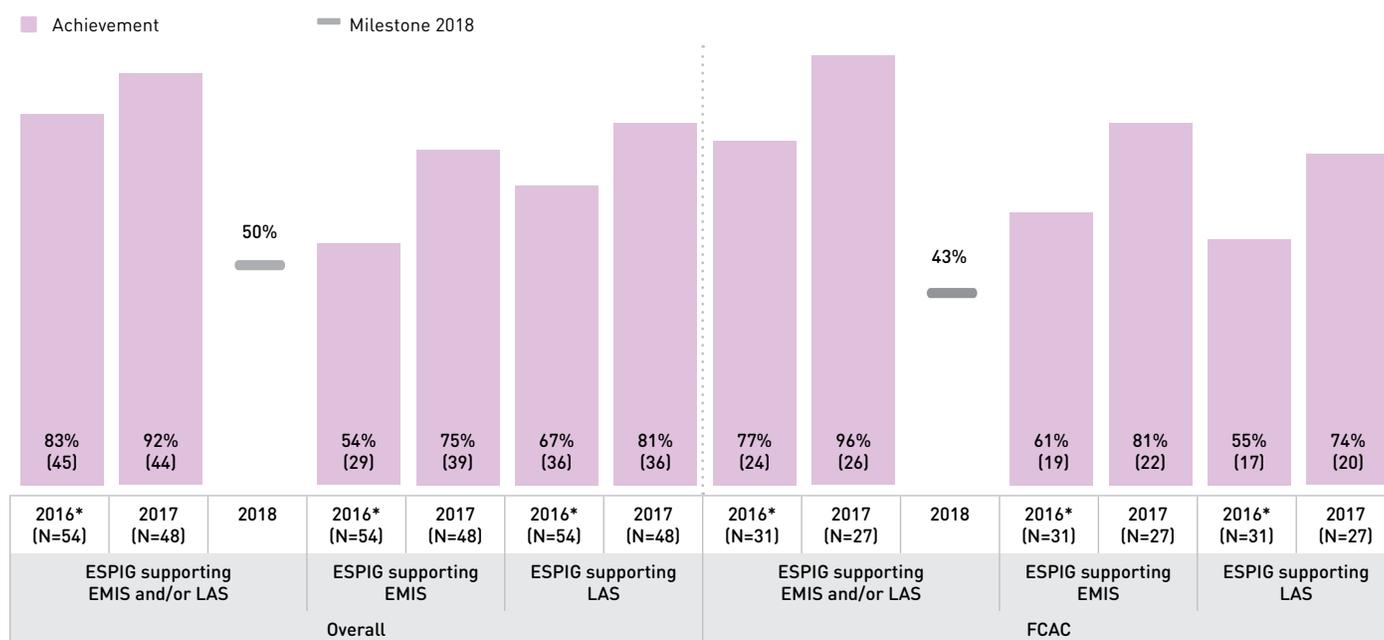
Education Management Information Systems and Learning Assessment Systems (Indicator 20)

No milestone is set for the proportion of ESPIGs supporting EMIS and/or LAS (Indicator 20) for 2017. Based on a new coding methodology, current data show that 92 percent of active ESPIGs (44 out of 48)¹⁴ in FY17 supported EMIS and/or LAS, far exceeding the indicator’s first milestone set for 50 percent in 2018. Among FCACs, this figure is 96 percent (26 out of 27), again much higher than the 44 percent milestone set

for 2018 (see Figure 3.8)¹⁵. A re-coding of FY16 data using the same methodology that was used for FY17 shows the proportion of ESPIGs supporting EMIS and/or LAS was 83 percent (45 out of 54) in FY16. Thus, the change in supporting EMIS and/or LAS is in the right direction, demonstrating GPE’s focus on these two elements of effective and efficient financing of sector plan implementation. As improvements are made through this part of ESPIG implementation, results should become visible for data reporting to UIS (Indicator 10) and with respect to the availability of national assessment data in the future.

Figure 3.8. Almost all GPE grants support EMIS and/or LAS.

Proportion of active grants supporting EMIS and/or LAS, FY2016 and FY2017



Source: GPE Secretariat.

Note: Number of ESPIGs supporting EMIS and LAS is different from Table 3.1, because numbers in this figure include sector-pooled grants per indicator 20 methodology.

* FY16 figures are based on re-coding.

14 This includes seven pooled-funded ESPIGs.

15 A new, more accurate and comprehensive methodology was used for the coding. The coding is based on official project documents and covers all ESPIGs. The methodology used to code FY16 ESPIG activities was based on information collected from the GAs. The methodology employed in FY17 generates more comprehensive data because data were not available for some countries in FY16.

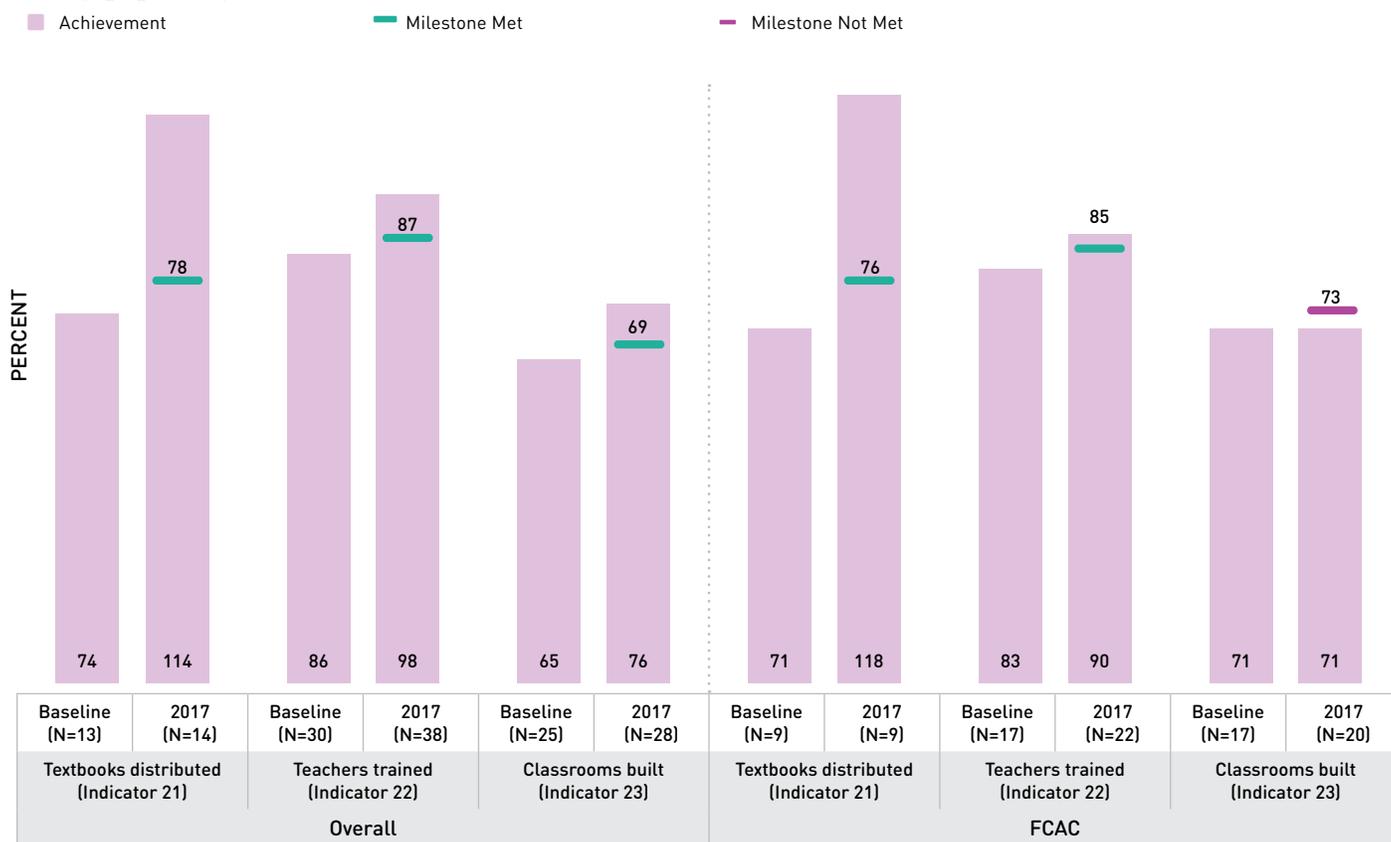
Textbooks, Teachers and Classrooms (Indicators 21-23)

GPE’s results framework also tracks ESPIG performance with respect to textbook provision, teacher training, and building and renovation of classrooms (indicators 21, 22, and 23, respectively). Textbook provision and teacher training indicate GPE support for teaching and learning, and building and renovation of classrooms are for the purposes of improving equity and access.

Textbook provision and teacher training surpassed the 2017 milestones. However, the proportion of classrooms built or renovated for FCACs fell slightly short of the 73 percent milestone (Textbook provision and teacher training surpassed the 2017 milestones. However, the proportion of classrooms built or renovated for FCACs fell slightly short of the 73 percent milestone (Figure 3.9). On a more positive note, a comparison with data from FY16 shows clear improvement in meeting the targets set within the ESPIGs.). On a more positive note, a comparison with data from FY16 shows clear improvement in meeting the targets set within the ESPIGs.

Figure 3.9. Overall textbook distribution, teacher training and classroom construction surpassed 2017 milestones.

Average proportion of textbook distributed, teachers trained and classrooms built, FY2016 and FY2017



Source: GPE Secretariat.

Note: Ns represent the grants that included planned components of textbook distribution, teacher training and classroom construction, respectively.

Table 3.2. Number of textbooks distributed, teachers trained and classrooms built/rehabilitated with ESPIG support

	Number of Grants	Actual
Indicator 21: Textbooks distributed		
non-FCAC	5	14,957,147
FCAC	9	14,423,858
Total	14	29,381,005
Indicator 22: Teachers trained		
non-FCAC	16	223,025
FCAC	22	179,361
Total	38	402,386
Indicator 23: Classrooms built/rehabilitated		
non-FCAC	8	1,066
FCAC	20	3,073
Total	28	4,139

Source: GPE Secretariat.

However, a closer look reveals that performance varies widely across the grants. Figures 3.10-3.12 show distribution of grants by percentage achieved of the planned activity. For all indicators, some countries (over)achieved planned targets. Reasons for over-achievement include ministry's effective negotiation with printing vendors for textbooks (Indicator 21), underestimation of the number of teachers to be trained (Indicator 22), and increase in the number

of classrooms that can be constructed within the budget after thorough estimate (Indicator 23). On the other hand, there are several grants that fell short of planned targets. A series of analyses on grant performance¹⁶ found no clear pattern regarding the extent to which the targets are achieved. These data suggest a need for a more granular approach to detecting challenges so that proper support can be mobilized.

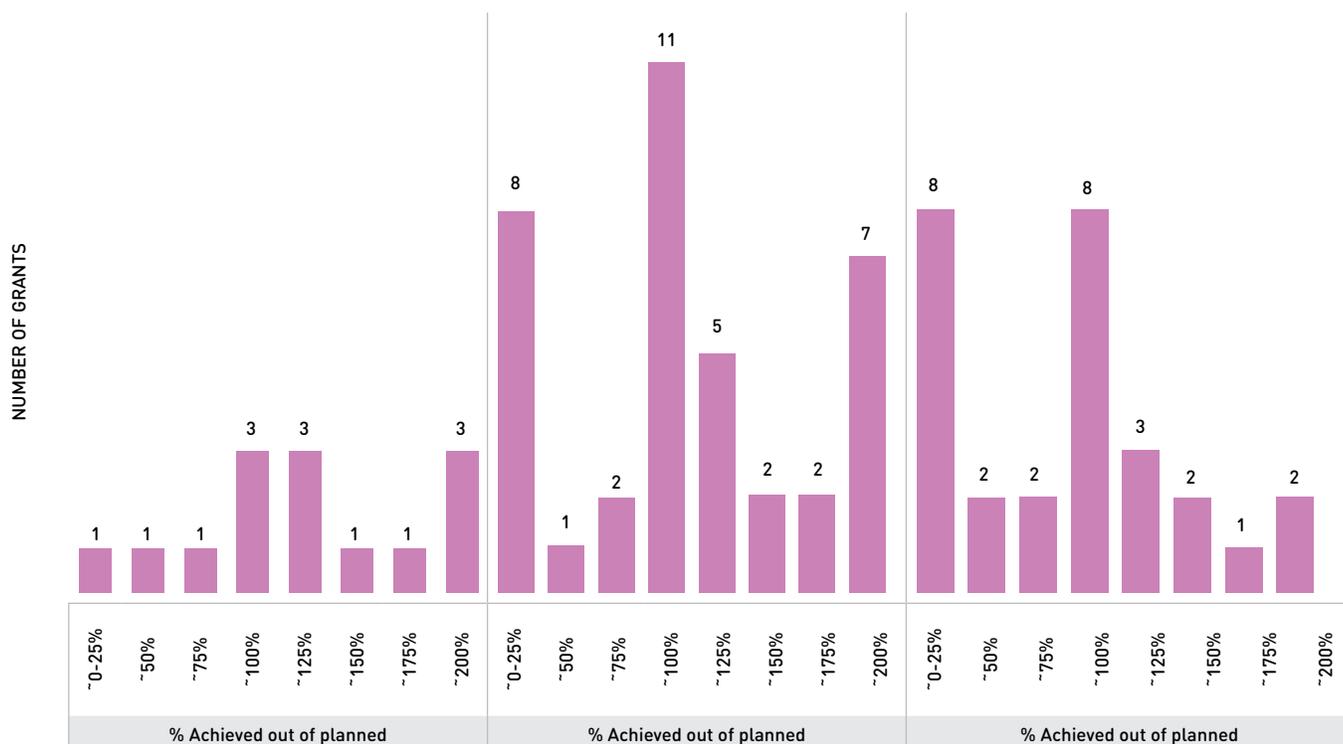
16 Variables tested are FCAC/non-FCAC, region, grant agent, region, modality and grant age.

Figures 3.10-12. While many grants (over)achieved planned targets, there are several grants that fell short of planned targets in FY2017.

Figure 3.10. Distribution of grants by achievement level (Indicator 21, textbook distribution, N=14)

Figure 3.11. Distribution of grants by achievement level (Indicator 22, teacher training, N=38)

Figure 3.12. Distribution of grants by achievement level (Indicator 23, classroom construction, N=28)



Source: GPE Secretariat.

Result-Based Funding (Indicator 24)

GPE adopted its results-based funding model in 2014 to capitalize on country-driven progress toward improved equity, efficiency and learning (see Box 3.4). The GPE results framework tracks how well the results-based funding is working by calculating (a) the proportion of GPE grant applications that identified performance indicators on equity, efficiency and learning (Indicator 24a), and (b) proportion of grants that achieved their own assigned targets on the indicators linked with equity, efficiency and learning (Indicator 24b). Performance on both indicators was on track for 2017.

GPE's Board of Directors approved three ESPIG applications under the funding model in FY17. Ethiopia identified targets in funding model performance indicators on equity, efficiency and learning (see Table 3.3), while the other two applications were either exempted from variable tranche or postponed the application for variable part to a later round.

In terms of achieving the targets on funding model performance indicators (Indicator 24b), only Mozambique's targets were scheduled for verification in FY17.¹⁷ As shown in Table 3.4. Variable tranche indicator and progress for Mozambique, the targets for this ESPIG were achieved.

Box 3.4. GPE Funding Model ¹⁸

GPE adopted a funding model for its 2015-2018 funding cycle to improve the delivery of quality basic education to children in the poorest countries of the world. As part of this model, GPE uses a 70:30¹⁹ funding formula.

DCPs are expected to fulfill the following requirements to receive first 70 percent of their financing allocation:

- Produce a credible, costed, evidence-based and feasible education sector plan.
- Produce a recent education sector analysis and commit to strengthening their data system.
- Commit to dedicate adequate their domestic spending for the implementation of the ESP.

To receive the remaining 30 percent of GPE funding, DCPs identify key strategies that would lead to accelerated progress in equity, efficiency and learning outcomes. Disbursement of the 30 percent is linked to performance indicators that demonstrate effective progress.

17 There have been six grants with variable part at the end of FY 17 (Mozambique, Nepal, Rwanda, Congo DR, Malawi and Ethiopia). Out of these six, Mozambique, Nepal and Ethiopia had variable parts achievement. Nepal and Ethiopia were excluded from the sample because verification process was not complete by the cutoff date. Rwanda and Malawi did not have target attainment verification in FY17. For DRC, ESPIG had not yet become effective by the end of FY17. (GPE, Portfolio Review 2017 [Washington, DC: Global Partnership for Education, 2017]: 29.)

18 GPE, "The GPE Funding Model: A Results-Based Approach for the Education Sector" (factsheet, Washington, DC: Global Partnership for Education, June 2015).

19 A minimum portion for variable tranche is 30. If the DCP prefers, variable tranche can go beyond 30.

Table 3.3. Variable tranche strategy for Ethiopia

Indicator	
Equity	Addressing the gender balance in school leadership by increasing the proportion of trained female primary school principals (from 9.4% in 2015/2016 to 10.5% by 2016/2017).
Equity	Encouraging more inclusive learning environments by increasing the proportion of school grant allocation to support special needs (1% to 2% by 2016/2017).
Efficiency	Reducing Grade 1 dropout rates by 5% in the region with the highest Grade 1 dropout rate by 2016/2017.
Learning	Reducing the proportion of low-performing primary schools (Level 1 in inspection standards) in the region with highest share of these schools to 15% by 2016/2017, from 46.5% in 2014/2015.
Learning	Increasing the proportion of trained 0-class (pre-primary class) teachers in a region with low percentage of trained 0-class teachers to 80% by 2016/2017.

Source: World Bank ²⁰

Note: Baseline and target values for indicators are from the time of ESPIG application and may change depending on the effectiveness date.

Table 3.4. Variable tranche indicator and progress for Mozambique

Indicator	Actual	Achievement
Equity	Decreased number of districts with PTR above 80, from 17 to 10. ²¹	The number of district with PTR over 80 has decreased to 10. Target met
Efficiency	Increased number of primary school managers who participated in management training, from 0 to 800.	939 school directors were trained. Target met
Efficiency	Increased percentage of trained school managers (year n-1) evaluated based on performance (year n), from 0 to 10 percent.	11.1 percent of newly trained school directors were evaluated in 2016. Target met
Learning	Increased number of teachers that have participated in the new in-service training program, from 0 to 1,650.	4,247 Grade 1 and 2 teachers benefited from trainings. Target met

Source: World Bank; Ernst & Young²²

²⁰ World Bank, "Project Paper on a Proposed Additional Grant From the Global Partnership for Education in the Amount of US\$100 Million to the Federal Democratic Republic of Ethiopia for a General Education Quality Improvement Program Phase II" (Washington, DC: World Bank, 2017): 83-85

²¹ The baseline number of districts with PTR over 80 has increased as result of a change in the administrative map (World Bank, "Mozambique Education Sector Support Project Implementation Support Mission" (aide-memoire, June 2017): 5)

²² World Bank, "Project Paper on a Proposed Additional Grant in the Amount of SDR36 Million (US\$50 Million Equivalent) and a GPE Grant in the Amount of US\$57.9 Million to the Republic of Mozambique for an Education Sector Support Project" (Washington, DC: World Bank, 2017): 54-55; Ernst & Young, "Relatório de Verificação Independente (Independent Verification Report)," (Nampula, Mozambique: Ernst & Young, 2017): 20

Overall Implementation Status (Indicator 25)

GPE's results framework tracks the overall status of ESPIG implementation (Indicator 25). Grants that are on track are expected to achieve almost all major outputs, while grants that are slightly behind are

expected to achieve most of their major outputs with moderate shortcomings. Delayed grants have some shortcomings that limit or jeopardize the achievement of one or more outputs. For the purposes of this indicator, grants that are on track and slightly behind are classified as being on track.

Table 3.5. Rating Definitions for the Implementation Status

Rating Definitions by Grant Agent		Traffic lights determination	Result Framework indicator
Highly Satisfactory	The program is expected to achieve or exceed all of the major outputs efficiently, without significant shortcomings.	■ On track	■ On track
Satisfactory	The program is expected to achieve almost all of its major outputs efficiently, with only minor shortcomings.		
Moderately Satisfactory	The program is expected to achieve most of its major outputs efficiently, with moderate shortcomings.	■ Slightly behind	
Moderately Unsatisfactory	The program has moderate shortcomings that limit or jeopardize the achievement of one or more outputs, but a resolution is likely.	■ Delayed	■ Delayed
Unsatisfactory	The program has significant shortcomings that limit or jeopardize the achievement of one or more outputs, and a resolution is uncertain.		
Highly Unsatisfactory	The program has major shortcomings that limit or jeopardize the achievement of one or more outputs, and a resolution is unlikely.		

Source: GPE, Portfolio Review 2017, p. 39

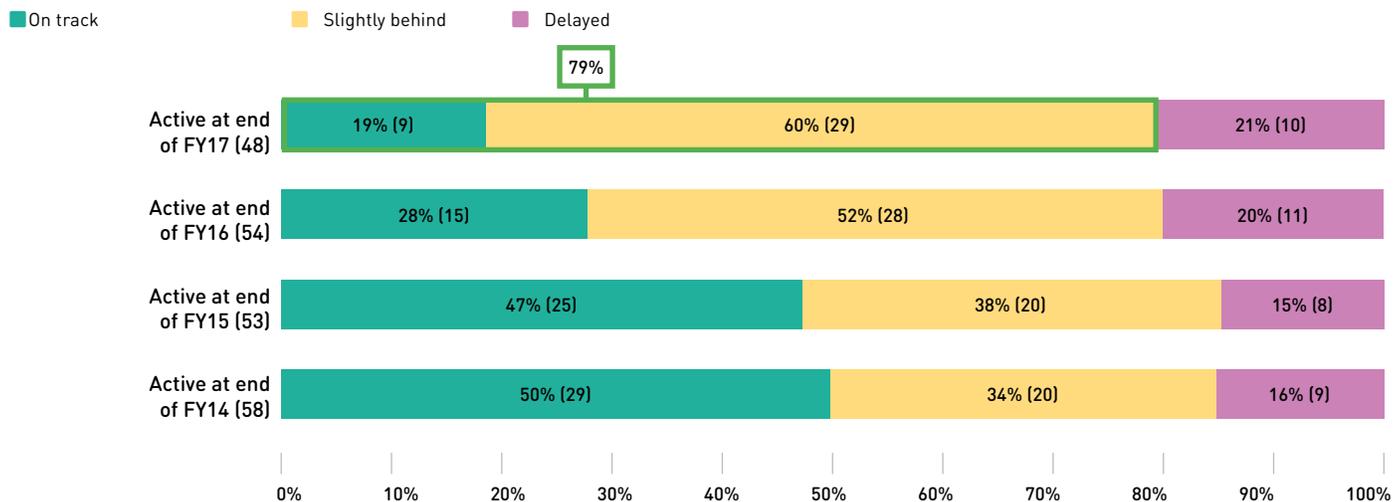
Out of 48 active ESPIGs at the end of FY17, 19 percent (9 out of 48) were categorized as on track and 60 percent (29 out of 48) were categorized as slightly behind, yielding 79 percent of all active grants (38 out of 48) being on track. This fell somewhat short of the 82 percent milestone for FY17. For FCACs, 85 percent of ESPIGs (23 out of 27) were on track, meeting the

milestone for 2017. The overall proportion of grants rated as “delayed” and “slightly behind” has increased progressively over the past four years. The GPE Portfolio Review 2017²³ argues that generally more grants are falling behind in the mid to later stages of the project, while the new grants are typically on track in implementation rating in the year they become active. However, in FY17, most of the new grants started off with challenges, contributing to the slight increase in proportion of delayed and slightly behind grants.

23 GPE, Portfolio Review 2017 (Washington, DC: Global Partnership for Education, 2017): 37-49.

Figure 3.13. The proportion of grants on track decreased between FY14 and FY17.

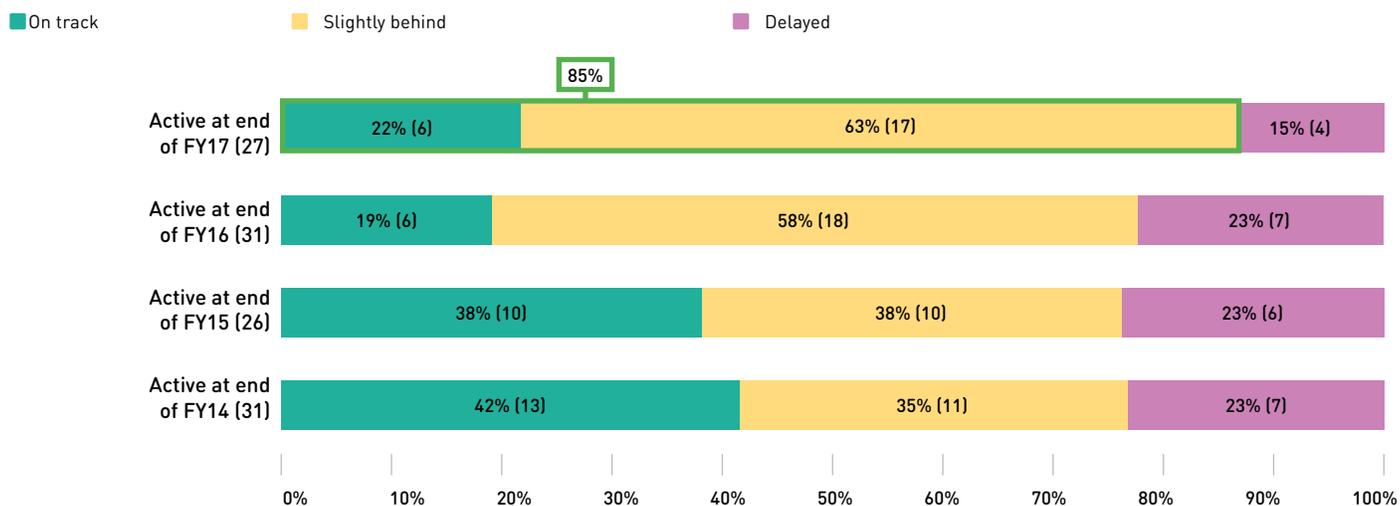
ESPIG implementation status, FY14 to FY17



Source: GPE, Portfolio Review 2017, p. 40

Figure 3.14. The proportion of FCAC grants on track increased between FY14 and FY17.

ESPIG implementation status (FCAC), FY14 to FY17



Source: GPE, Portfolio Review 2017, p. 40

The Secretariat introduced an operational risk framework in 2016 to support a differentiated risk-based approach to quality assurance and monitoring. The operational risk framework is primarily a management tool to ensure that Secretariat resources are aligned to mitigate key risks. One of the sub-risks that the framework looks at is that grant objectives are not achieved within the expected implementation period. Under the operational risk framework, quality assurance of incoming ESPIG applications and draft ESPs are organized based on the risk levels identified. For example, for countries with high or critical context risk, grant

applications and draft ESPs are at minimum reviewed by three staff from two different teams in the Secretariat.

The Secretariat has also started a more in-depth activity-level analysis across the grants to better identify and understand both the challenges that caused delays and the actions taken to address them. A more comprehensive and systemic assessment of closed grants will provide useful lessons for the partnership, especially in formulating new grants.