

# Prospective evaluation of GPE's country-level support to education

Mali - Second Annual Report  
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FINAL Y2 REPORT | JANUARY 2020



# Acronyms

<b>ABS</b>	Appui Budget Sectoriel
<b>AFD</b>	Agence Française de Développement
<b>BID</b>	Banque Islamique de Développement
<b>BSI</b>	Budget Sectoriel d'Investissement
<b>CA</b>	Coordinating Agency
<b>CADDE</b>	Cellule d'Appui à la Décentralisation et à la Déconcentration de l'Éducation
<b>CAP</b>	Centre d'Animation Pédagogique
<b>CEQs</b>	Core evaluation questions
<b>CFA</b>	Communauté Financière Africaine
<b>CL</b>	Country Lead
<b>CLE</b>	Country Level Evaluations
<b>COGES</b>	Comités de Gestion des Établissements Scolaires
<b>CPS</b>	Cellule de Planification et de Statistique
<b>CSEF</b>	Civil Society Education Fund
<b>CSO</b>	Civil Society Organization
<b>DCP</b>	Developing Country Partner
<b>DP</b>	Development Partner
<b>EFA-FTI</b>	Education for All Fast Track Initiative
<b>EFEP</b>	École de Formation des Éducateurs du Préscolaire
<b>EGRA</b>	Early Grade Reading Assessment
<b>EMIS</b>	Education Management Information System
<b>ESA</b>	Education Sector Analysis
<b>ESP</b>	Education Sector Plan
<b>ESPDG</b>	Education Sector Plan Development Grant

<b>ESPIG</b>	Education Sector Program Implementation Grant
<b>FCAS</b>	Fragile and Conflict-Affected State
<b>FONGIM</b>	Forum des ONG Internationales au Mali
<b>GA</b>	Grant Agent
<b>GAR</b>	Gross Admission Rate
<b>GDP</b>	Gross Domestic Product
<b>GER</b>	Gross Enrollment Rate
<b>GoM</b>	Government of Mali
<b>GPE</b>	Global Partnership for Education
<b>GPI</b>	Gender Parity Index
<b>GRA</b>	Global and Regional Activities
<b>GSS</b>	Enseignement secondaire general
<b>GTZ</b>	Gesellschaft für Technische Zusammenarbeit
<b>IBRD</b>	International Bank for Reconstruction and Development
<b>IIEP</b>	International Institute for Educational Planning
<b>IFM</b>	Institut de Formation des Maîtres
<b>IQRA</b>	Improving Education Quality and Results for All Project
<b>ISR</b>	Implementation Status and Results Report
<b>ITRP</b>	Independent Technical Review Panel
<b>JSR</b>	Joint Sector Review
<b>JSS</b>	Junior Secondary School
<b>KFW</b>	Kreis für Wiederaufbau
<b>KII</b>	Key Informant Interview
<b>LAS</b>	Learning Assessment System
<b>LEG</b>	Local Education Group
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MEEFAP</b>	Mali Emergency Education For All Project

<b>MEFP</b>	Ministère de l'Emploi et la Formation Professionnelle
<b>MEN</b>	Ministère de l'Éducation Nationale
<b>MESRS</b>	Ministère de l'Enseignement Supérieur et de la Recherche Scientifique
<b>MEF</b>	Ministère de l'Économie et des Finance
<b>NER</b>	Net Enrollment Rate
<b>NGO</b>	Non-Governmental Organization
<b>ODA</b>	Overseas Development Assistance
<b>OIF</b>	Organisation Internationale de la Francophonie
<b>OOSC</b>	Out-of-School Children
<b>PAD</b>	Project Appraisal Document
<b>PAPB</b>	Plan d'Actions Pluriannuel Budgétisé
<b>PASEC</b>	Education Systems Analysis Program
<b>PIRSEF</b>	Plan intérimaire du secteur de l'éducation
<b>PISE</b>	Programme d'investissement sectoriel de l'éducation
<b>PRODEC</b>	Programme Décennal de Développement de l'Éducation
<b>PSS</b>	Enseignement Secondaire Professionnel
<b>PTR</b>	Pupil Teacher Ratio
<b>RSTF</b>	Rapport de Suivi Technique et Financier
<b>SDG</b>	Sustainable Development Goal
<b>TEP</b>	Transitional Education Plan
<b>ToC</b>	Theory of Change
<b>TSS</b>	Enseignement Secondaire Technique
<b>UIS</b>	UNESCO Institute for Statistics
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>USAID</b>	United States Agency for International Development
<b>VPN</b>	Virtual private network

# Terminology

<b>Alignment</b>	Basing support on partner countries' national development strategies, institutions and procedures. <sup>1</sup>
<b>Basic education</b>	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
<b>Capacity</b>	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of <i>motivation</i> (political will, social norms, habitual processes), <i>opportunity</i> (factors outside of individuals e.g. resources, enabling environment) and <i>capabilities</i> (knowledge, skills). <sup>2</sup>
<b>Education systems</b>	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. <sup>3</sup> Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curriculums, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system. <sup>4</sup>
<b>Equity</b>	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. <sup>5</sup>
<b>Financial additionality</b>	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).

<sup>1</sup> OECD, Glossary of Aid Effectiveness Terms. <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

<sup>2</sup> Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

<sup>3</sup> Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

<sup>4</sup> World Bank. 2003. World Development Report 2004: Making Services Work for Poor People. Washington, DC: World Bank; New York: Oxford University Press.

<sup>5</sup> Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p.3. Available at:

<https://www.globalpartnership.org/content/equity-and-inclusion-education-guide-support-education-sector-plan-preparation-revision-and>

<b>Gender equality</b>	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. <sup>6</sup>
<b>Harmonization</b>	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g. pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors' reporting processes and procedures, along with uncoordinated country analytic work and missions. <sup>7</sup>
<b>Inclusion</b>	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education. <sup>8</sup>

<sup>6</sup> GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: <http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

<sup>7</sup> Adapted from OECD, Glossary of Aid Effectiveness Terms <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm> and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

<sup>8</sup> GPE 2010, p.3.

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## Acknowledgements

The evaluation team wishes to express its gratitude to all stakeholders who were involved in and supported this evaluation. We would like to particularly thank all the staff at UNICEF in Mali as well as the GPE focal point at the Ministry for Education, Mr. Ismaïla Berthé, for facilitating the country mission. The evaluation team would like to extend their deepest gratitude to all of the country stakeholders who agreed to contribute their time to this report, and particularly those who attended the de-brief session at the end of the country visit, for providing their additional insights and feedback. We also would like to thank our dedicated national consultant Yaya Bouaré.

## Disclaimer

A draft version of this report was shared with the Secretariat, an Independent Technical Review Panel and the Local Education Group in Mali. The report was revised based on comments provided by the first two of these groups. The evaluation team appreciates the feedback received by stakeholders.

# Executive summary

## A) Overview

This is the last annual report 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 20 summative country evaluations, to be carried out between 2018 and 2020. It follows a baseline report on Mali that was submitted in April 2018 and a first annual report delivered in December 2018. This report presents the findings of the final prospective evaluation mission to the country, which took place from August 19, to August 30, 2019. The report offers conclusions based on the data collection, monitoring and assessment undertaken throughout the evaluation period and is written as a standalone report for the prospective evaluation 2017-2020.

## B) Purpose and objectives

The purpose of the prospective evaluations is to assess whether GPE inputs and influence orient education sector planning, implementation and monitoring toward the intermediary outcomes outlined in its theory of change (ToC). In the first two years of the evaluation, the prospective evaluations were forward-looking and explored what happened while it happened. They closely observed initial decisions, documented the perspectives of decision makers and focused 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, and to what extent, GPE made a contribution. This report finalizes the evaluation for Mali with a summative view of the 2017-2020 period.

Furthermore, the objective of the prospective evaluations was to assess the relevance, efficiency and effectiveness of GPE inputs at the country level, as well as the validity of GPE theory of change considering 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 progress on its goals and objectives.

## C) Education in Mali

Mali is a landlocked 1.2 million square kilometer country in West Africa, with a population of 19 million people, almost half of which is 14 years old or younger. Mali's annual population growth is 3% with an average of six children per family. The high population growth rate combined with a very young population increases demand on both present and even more so, future schooling.

Mali has faced serious political challenges and instability over the past decade, resulting from a rebellion in 2012 that fought for an independent north. A military coup in March 2012 overthrew the government and democracy was restored in 2013 following outside military intervention. The conflict severely affected the financing and management of education and limited children's access to quality education. In particular, the conflict resulted in large-scale migrations within the country from the north to the south. This caused overcrowding in schools in the south, degraded infrastructure and school materials in conflict-affected

areas, exacerbated teacher shortages and severely constrained families' resources to send their children to school.

Mali has a 3-6-6-4 education structure, with three years of pre-primary education, six years of primary education, six years of secondary education and four years of tertiary education. Compulsory education is provided free of charge and lasts nine years from age 7 to age 15, covering primary education and three years of secondary education. The governance of the education sector is shared by three separate ministries that oversee national policies, while day-to-day responsibilities are at the decentralized communal level. Education law is implemented by the *Programme Décennal de Développement de l'Éducation* (PRODEC I), a national education policy plan developed for 10 years. The first PRODEC was implemented from 2001 to 2012. Following the coup d'état in 2012, an intermediary plan was implemented between 2015 and 2016. A second ten-year sector plan (PRODEC II) was endorsed in June 2019.

Despite some progress in education outcomes in Mali, education remains a challenge, due to a fast-growing young population and the ongoing conflict in the northern regions of Mali. Gross and net enrollment rates have been increasing steadily for all levels since 2013 but remain modest. Despite these slight improvements in the gross enrollment rate (GER), repetition and out-of-school children (OOSC) rates, most gender and regional gaps persist.

## D) GPE in Mali

Mali has been a GPE partner since 2006. Mali received five grants from GPE thus far, including: two Program Development Grants (PDG), one Education Sector Plan Development Grant (ESPDG) and two Education Sector Program Implementation Grants (ESPIGs). In addition, Mali took part in several global and regional activities (GRA) grants and the civil society organization, *Coalition des Organisations de la Société Civile pour l'Éducation Pour Tous*<sup>9</sup>, received a Civil Society Education Fund (CSEF) grant in 2018.

During the 2013–2019 evaluation period, GPE engagement consisted of a Program Development Grant, an Education Sector Plan Development Grant and an Education Sector Program Implementation Grant, now called the Mali Education for All Emergency Project following the coup d'état in 2012. The Mali Education for All Emergency Project is the second ESPIG of US\$41.7 million. The World Bank is the grant agent while UNICEF has taken the role of coordinating agency (CA). A third Education Sector Implementation Grant application was submitted in November 2019.

The Mali Education for All Emergency Project has three program components: 1) Increase access to quality basic education services (US\$29,850,000), 2) Strengthen the technical and pedagogical capacity of the education system (US\$7,750,000) and 3) Strengthen the administrative and monitoring capacity of the education system (US\$4,100,000).

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<sup>9</sup> Coalition of Civil Society Organizations for Education for All.

## E) GPE contributions to sector planning

### *State of sector planning in Mali, 2014-2019*

Education sector planning in Mali has been guided by two 10-year plans which were operationalized by three-year operational plans. The first 10-year plan *Programme Décennal de Développement de l'Éducation* (PRODEC I), prepared in 2000 covered the education sector from 2001 to 2012. It was operationalized through the Investment Program for the Education Sector (PISE)<sup>10</sup>. PISE I covered the period 2001–2004, PISE II originally covered 2006-2008 but was extended to 2009 and the third and last phase of PRODEC I, PISE III was introduced in 2010. While the government intended to develop PRODEC II in sequence to PRODEC I, violence broke out in 2012 resulting in the loss of government capacity and political focus to further education planning. Following the restoration of democracy in 2013 education planning resumed in the form of the development of an interim education sector plan *Plan intérimaire du secteur de l'éducation* (PIRSEF). The plan was operationalized in 2015 and covered 2015-2016. The development of PRODEC II took another three years following the interim education sector plan and was endorsed in June 2019.

PRODEC II and its corresponding five-year operational plan were of good quality. Both provided a detailed time plan costing plan, sources of financing, cost projections, a financial simulation model and distribution of responsibilities among entities making them both financially sustainable and implementable. The process was described as lengthy, but inclusive as it was a bottom-up approach with information on priorities and education sector needs gathered at the sub-national level, aggregated to the national level to be included into PRODEC II.

PRODEC II centers around four priority areas: Improving the internal and external efficiency of the educational system, improving teacher training and management, improving equitable and inclusive access to quality education for all, strengthening the governance of the sector and strengthening the resilience and capacity of the sector. The last point was specifically requested by the Government of Mali (GoM) as a response to the ongoing conflict in Mali.

### *GPE contributions to sector planning*

During the 2014-2019 period, GPE **ESPDG funding** and **PDG funding** supported the development process of PRODEC II. In combination with a more favorable political environment, the **ESPIG funding requirement 1 (a credible endorsed plan)** motivated the country stakeholders to endorse PRODEC II while the **GPE quality assurance process** has improved the quality of the education sector plan. However, government stakeholders noted a trade-off between fulfilling the GPE criteria to develop a credible sector plan and developing the plan in a timely manner. The GPE partnership supported the development process through technical assistance on underlying documents for the development of PRODEC II, guidance on the ESPIG application process, advocacy for civil society and technical assistance on the quality of documents used for sector monitoring.

<sup>10</sup> The acronym is derived from the French name *Programme d'investissement sectoriel de l'éducation* (PISE).

## *Implications for GPE*

The political situation in Mali and the ongoing conflict in the northern regions of Mali have severely impeded the efficiency and quality of education sector planning in Mali. Despite these contextual challenges, GPE standards and application processes, financial support, and the technical support and appraisal provided by GPE members, has been a significant driver of improvements in sector planning in Mali.

## **F) GPE contributions to sector dialogue and monitoring**

### *State of sector dialogue and monitoring in Mali, 2014-2019*

**Mali has an active education sector dialogue mechanism, centered around the Cadre Parteneriel d'éducation, Mali's Local Education Group (LEG),** which consists of representatives from the three ministries in charge of education, development partners and a confederation of local and international NGOs. The LEG is a well-established mechanism with regular meetings, high participation from all stakeholders and contribution by members. The inclusiveness of the LEG has increased over the years; recently, teacher's associations were included in the LEG. However, the large number of different teacher's associations and civil society groups is challenging as there is a trade-off between inclusion and functionality of the LEG. At the sub-national level, the education cluster – a forum for coordination and collaboration on education in humanitarian crises – meets more regularly and takes over the function of the LEG.

Despite these regular meetings, there were several shortcomings in the dialogue mechanism including a lack of dynamism in the LEG, and technical working groups only partially functioning. Government stakeholders and donors agreed that the LEG needed to be restructured to become more relevant for the next phase of PRODEC II, focusing on implementation rather than the development of an Education Sector Plan. Stakeholders raised the concern on sufficient capacity of technical staff at the ministerial level, due to a high staff turnover following the political instability and several technical staff retirements.

**Annual Joint Sector Reviews (JSRs) as monitoring systems are entrenched in Mali.** While the quality of the Joint Sector Review was rated low in past years, it has improved slightly over time. Stakeholders perceive the JSR as a useful tool for sector monitoring, where issues in the education sector are discussed and recommendations are made and followed up. However, the quality of the JSR has been hindered by the practical organization, budgets, scheduling of JSR and documents presented during the JSR did not report activities against the operational plan, limiting the monitoring of the implementation.

**During the review period, data collection in Mali was strengthened with the improvement of the Education Management Information System (EMIS) but progress remains slow.** While there was progress in setting up the EMIS including capacity building, there were several weaknesses such a lack of regular data collection, the need to install the system in all training centers and *Centre d'Animation Pédagogique (CAPs)*, enhance trainings and provide a more rigorous data verification process. Learning assessments are not carried out regularly and consistently, which limits the monitoring of progress.

### *GPE contributions to sector monitoring*

During the 2014-2019 review period GPE has integrated its dialogue mechanisms into pre-existing mechanisms. The **coordinating agency** (UNICEF) has consistently contributed towards promoting mutual accountability, by coordinating planning efforts during the sector planning phase and providing a link

between donors and the government. **Secretariat advocacy** has improved the inclusion of civil society and teacher associations into the LEG and the **Secretariat missions** consistently provided technical assistance and recommendations to the Government of Mali to improve the quality of their reporting and the quality of the JSR. **Global GPE events** fostered international exchange to improve dialogue. **GPE ESPIG funding** improved data collection by strengthening its EMIS system, but progress has evolved slowly.

### *Implications for GPE*

GPE integrated smoothly into Mali’s dialogue and monitoring systems. However, so far, the partnership had limited leverage to influence the quality of JSRs and documentation presented, despite several recommendations and technical assistance. Trade-offs need to be made in terms of length and quality of JSRs and funding and security concerns. Specifically, there might be a need to further strengthen capacities to produce quality implementation documentation (for example the alignment of the implementation reports with the operational plan) for JSRs to be effective as monitoring tools. There is also the additional burden of coordinating education sector stakeholders (on a pro-bono basis) and the complexity of roles and responsibilities between different in-country actors required by the GPE model, which would warrant training for the CA on how to effectively execute that role.

## **G) GPE contributions to sector financing**

### *State of sector financing in Mali, 2014-2019*

Despite ongoing political instability, Government of Mali education expenditure fluctuated between 2012 and 2016 in absolute terms and the budgeted total domestic education expenditure increased from US\$621 million in 2018 to US\$727 million in 2019. The Government of Mali dedicated 18 percent of its budget; 3–4% of its overall GDP, to the education sector. This is below the targets recommended by GPE. Recurring expenditures such as personnel costs represent the lion share of education expenditure in Mali, leaving little room for investment. This remains an issue in the country, given that large portions of school infrastructure are affected by conflict. More than three quarters of the education sector plan PRODEC II is financed by the GoM. One of the issues for the implementation of PRODEC II will be whether it will be sufficiently financed. Due to delays in the endorsement of PRODEC II, Mali will potentially only receive funding in mid-2020. While this has been taken into account in the finance provision of the GoM, it reduces the funding available for PRODEC II in its first year, which might be critical for successful implementation overall.

The coup d’état in 2012 severely impacted the receipt of international donor funds which despite steadily increasing since 2012, did not recover sufficiently. The political crisis in 2012 also affected donor’s selection of funding modalities, with donors preferring a “project support” mechanism to channel their financing to the education sector. Despite a normalization of the political and security situation there is little evidence that donors are moving away towards a mechanism that is more aligned with national procedures.

### *GPE contributions to sector financing (domestic and ODA)*

**GPE ESPIG 2013-2018** fund provided 11.4 percent of sector funding over the 2013-2017 period. A new application of a third ESPIG was submitted in November 2019 but approval is currently outstanding.

**GPE advocacy and funding requirements hardly influenced domestic expenditure on education.** While there is a willingness to increase the expenditure on basic education, stakeholders also noted the necessary trade-off between education sub-sectors. Historically, the GoM dedicated a large share of its budget to education, it is thus not evident whether the ESPIG funding requirement has influenced education sector financing through its ESPIG criteria.

**GPE moderately influenced international financing. Despite several recommendations to align donor financing, there was little movement towards a more harmonized approach on financing the education sector.** However, donors expressed the wish to coordinate closer on financing the education sector and noted that having an ESP in place would encourage donor alignment.

### *Implications for GPE*

Following periods of crisis, dialogue structures were held open and the GPE fund was among the first to continue supporting the education sector financially. As a result, GPE financing is highly relevant in helping rebuild donor trust following periods of crisis.

## **H) GPE contributions to sector plan implementation**

### *State of sector plan implementation in Mali, 2014-2019*

During the review period 2014-2019, sector plan implementation was largely guided by the interim education sector plan as PRODEC II was only endorsed in June 2019. The performance report was presented during the annual joint sector review, but large weaknesses in reporting remain, including a lack of linking activities in the operational plan to financial inputs from donors and the ministries and activities implemented during the year, a discrepancy between the format of the *Rapport de Suivi Technique et Financier* (RSTF)<sup>11</sup> and the format of the annual action plan and little information on the performance of decentralized governments responsible for implementing. This limits the ability to make an overall assessment of activities implemented against the education sector plan. Budget execution rates on the three programs of the interim plan were low. Progress included the acquisition of computers and materials, teacher training, construction of new schools, development of quality assurance systems and strengthening the governance of the education and vocational training sector.

### *GPE contributions to sector plan implementation*

During the review period 2013-2019, **ESPIG funding** (US\$41.7 million) played a significant role in the implementation of the interim education sector plan. The GPE funding emerged as the second largest individual source of international financing to contribute to the education budget spending in 2017. The aim of the emergency project was to support the implementation of policy measures related to improving access, equity, and expansion of basic education, as well as the management of the education sector. Activities focused on expanding access capacity to education and preserve education infrastructure in targeted zones.

<sup>11</sup> Monitoring and Technical Financial Report.

## *Implications for GPE*

Mali operated under an interim sector plan from 2015 to 2018, which originally was designed for two years. As a result, donors were not able to rally behind a plan until 2019. It is too early to tell whether under PRODEC II sector plan implementation will improve as compared to PRODEC I and PIRSEF.

### **I) System level change**

#### *Main trends*

Over the review period, there has been little progress at system level in terms of access, quality and relevance or management. In terms of access, Mali has not successfully removed the obstacles to access to education. There was progress in the construction of schools, although mainly private schools. In addition, there were no major systemic changes to reduce gender or regional gaps in access. Quality and relevance within the education sector in Mali has stagnated over the review period. The quality and relevance of education remained low, mainly due to the lack of training of teachers. The pre and in-service teacher training did not improve and there were large disparities in quality between regions and types of schools with no observed attempts to reduce them. In terms of management of the education sector, the EMIS functioned partially but there were concerns over quality of the data, the large number of CAPs without a VPN system and the quality assurance process at all levels. There was no national Learning Assessment System in Mali with no progress in establishing one.

#### *Likely links between sector plan implementation and system level change*

The lack of progress was attributed to the absence of a permanent ESP to provide the education sector with a robust and consistent framework for implementation making the little progress achieved very difficult to track. Without a credible sector plan there was no theory of change to provide causal links between outputs and outcomes. It cannot be linked to the implementation of the recently approved ESP as its implementation was at a very early stage at the time of this evaluation.

## *Implications for GPE*

In countries like Mali where the progress of the education system was affected by the political instability and the lack of a comprehensive sector plan to provide the education sector with a framework to guide interventions to lead to system changes, the GPE model does not offer an alternative to support countries in the reinforcement of their education system, something that should be explored.

Several informants in the Government of Mali mentioned examples of other countries (for example Senegal) where certain aspects of the education system have been successfully reinforced, often through innovative approaches. This highlights the willingness of the people in key positions in the government to learn more from neighboring countries and it seems an opportunity might have been missed to make the GPE truly global. There are issues across country systems that are crucial and there is potential to take advantage of successful experiences to serve as examples to other countries. Some of the key issues that could be put on the table are the introduction of new curriculums, the digitization of the EMIS, teacher's

management systems or Learning Assessment systems. Although the GRA was created to do this, their format has not been conducive for consistent take-up by policymakers.

## J) Learning outcomes and equity

### *Changes in learning outcomes, equity and gender equality*

Over the review period, there was little observable change in terms of equity, gender equality and inclusion. While there were improvements in a number of areas, including gender parity indexes (GPIs), increases in access and schooling and decreases in OOSC, these were not consistent across levels of education and the regional differences have not been significantly narrowed. Regarding learning outcomes, as no assessments were carried out in recent years, it is difficult to judge whether progress has been achieved.

### *Likely links to observed system level changes*

There is very little evidence of wide scale change in Mali and very little data indicating that good quality learning takes place in schools. Data on learning outcomes by social group is scant and it is unlikely that the system is producing impact in the areas of learning. Following the GPE theory of change, while there have been small pockets of success in plan implementation (for PIRSEF), implementation challenges have prevailed. System-level achievements have mainly been made in the area of increasing access; yet without improvement in the quality of teaching, these changes are not likely to contribute to improved learning.

### *Implications for GPE*

Although there is a fair amount of data reported at country level on impact indicators, it is difficult to make an assessment of improvements in outcome indicators since there was no comprehensive sector plan for 10 years and because of the continuous conflict over the past years. Furthermore, since there was no proper education sector plan in the last few years, identified progress cannot be compared to planned targets, and it is difficult to link progress to interventions.

## K) Conclusions and Strategic Questions

### *GPE contributions*

During the 2013 to 2019 review period, GPE contributed to progress in Mali education sector reform by enhancing its support to education sector planning and guiding the development process and quality of PRODEC II which was endorsed in 2019. It has also moderately contributed to sector dialogue and monitoring; although recommendations have been implemented slowly. The MEEFAP fund significantly contributed to sector implementation, but education sector monitoring documents do not report activities against the operational plan limiting the ability to monitor sector implementation overall. There has been limited evidence for GPE contribution on system-level changes and progress in learning, which is largely due to a lack of consistent data.

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## *Emerging good practice*

Several good practices emerged from the Mali case.

The commitment of the Government of Mali to the education sector remained strong despite ongoing political instability and conflict in the northern region of the country. The GoM prioritized the education sector in the budget during the period of review.

Following the coup d'état in 2012, ESPIG funding, which was in the final stages of approval, was used for the Mali Emergency Education for All Project. The coup d'état resulted in a retraction of donor support, leaving a large funding gap in investments into the already fragile education sector. It is possible that the Mali Emergency Education for All Project catalyzed other donors' decisions to resume their activities in the education sector in Mali.

Government commitment and leadership on Mali's Emergency Education for All (MEEFAP) project (ESPIG project) led to strong implementation of the project with all targets in the results framework met or exceeded and a high disbursement rate of MEEFAP funds. This is despite the high staff turnover at the Ministry of Education which slowed down implementation of the project but the Government of Mali showed strong commitment to the project which positively impacted its implementation.

Program implementation of the Mali Emergency Education for All Project involved local communities in the school feeding program and built school management committees' capacity, which in turn strengthened overall program implementation. The strong adoption of projects by local communities and school management committees increases the likelihood of projects sustainability.

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## *Strategic questions*

Several strategic questions arise from this evaluation:

- Should there be a **stronger focus on developing interim plans within set timeframes as a condition to receive GPE funding?**
- Should GPE place a **greater emphasis on supporting countries to produce high quality monitoring reports to render JSRs more effective?**
- How can GPE **support capacity building and knowledge transfer when political contexts are volatile?**
- How can GPE **support countries in building capacity at sub-national levels?**

# 1 Introduction

## 1.1 Background and purpose of the prospective evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.<sup>12</sup> GPE brings together developing countries, donor countries, international organization, civil society, teacher organizations, the private sector and foundations<sup>13</sup>.
2. This evaluation is part of a larger GPE study that comprises a total of eight prospective and 20 summative country level evaluations (CLE). The overall study is part of GPE monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact<sup>14</sup> at the country level.
3. The objective of each prospective CLE is to assess if GPE inputs and influence orient education sector planning, implementation, financing and dialogue/monitoring toward the intermediary outcomes as outlined in the Theory of Change<sup>15</sup> (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 in order to understand whether progress is being made and whether GPE is contributing.
4. 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 global-level engagement (e.g. technical assistance, advocacy, knowledge exchange, quality standards and funding requirements).

### Box 1 - Scope of this prospective evaluation

This prospective country evaluation is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting developing country partners. It does not set out to evaluate the performance of the government of Mali, other in-country stakeholders, or of specific GPE grants.

The core review period for the evaluation in Mali is 2014-2019. This period is covered by a baseline report and two annual reports, which aim to track changes resulting from GPE-supported activities. This report presents a

<sup>12</sup> Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems.

<sup>13</sup> Information on GPE partners can be found at <https://www.globalpartnership.org/about-us>

<sup>14</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to sector level changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the GPE 2016-2020 Strategic Plan). While the country evaluations examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

<sup>15</sup> The GPE theory of change is shown in Annex B.

standalone summative perspective at the end of the evaluation period, and addresses changes between reporting periods in Section 4.

## 1.2 Methodology overview

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 generic country-level ToC, developed according to the existing overall ToC for the GPE Strategic Plan 2016–2020. 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. This is further described in **Error! Reference source not found.** and in the inception report.

6. There are three key evaluation questions for the GPE country-level evaluations (both the prospective and summative evaluation streams), which are presented below. The full details of the evaluation questions are presented in an evaluation matrix (included in Annex A). Figure 1 represents how these key evaluation questions relate to the contribution claims<sup>16</sup> investigated in the evaluation:

- **Key Evaluation 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?<sup>17</sup> If so, how?
- **Key Evaluation Question II:** Has the achievement of country-level objectives<sup>18</sup> contributed to making the overall education system in Mali more effective and efficient?
- **Key Evaluation Question III:** Have changes at education system level contributed to progress toward impact?

7. The guiding frameworks for the evaluation are the evaluation matrix (Annex A) and the country-level theory of change for Mali (Annex B). A brief summary of the country evaluation methodology is provided in Annex D of this report. For further details, please refer to the Inception Report for the overall assignment (January 2018), and the revised approach for Years 2 and 3, published in November 2018.<sup>19</sup>

8. This approach is consistent with that of the summative evaluations and thus contributes to their final combination in a 2020 synthesis report. In the application of contribution analysis, the prospective evaluations in Year 1 of the evaluation were forward-looking and assessed if inputs and influence in the education sector planning were conducive to intermediary outcomes, as per the ToC. Conversely, the summative evaluations trace the ToC ex-post the contribution of inputs to intermediate outcomes, outcomes and impact. These final prospective evaluations combine the forward-looking prospective evaluations from previous evaluation years with a final ex-post

<sup>16</sup> The contribution claims are the theoretical mechanisms for change through GPE inputs. These are explained in more detail in Annex C.

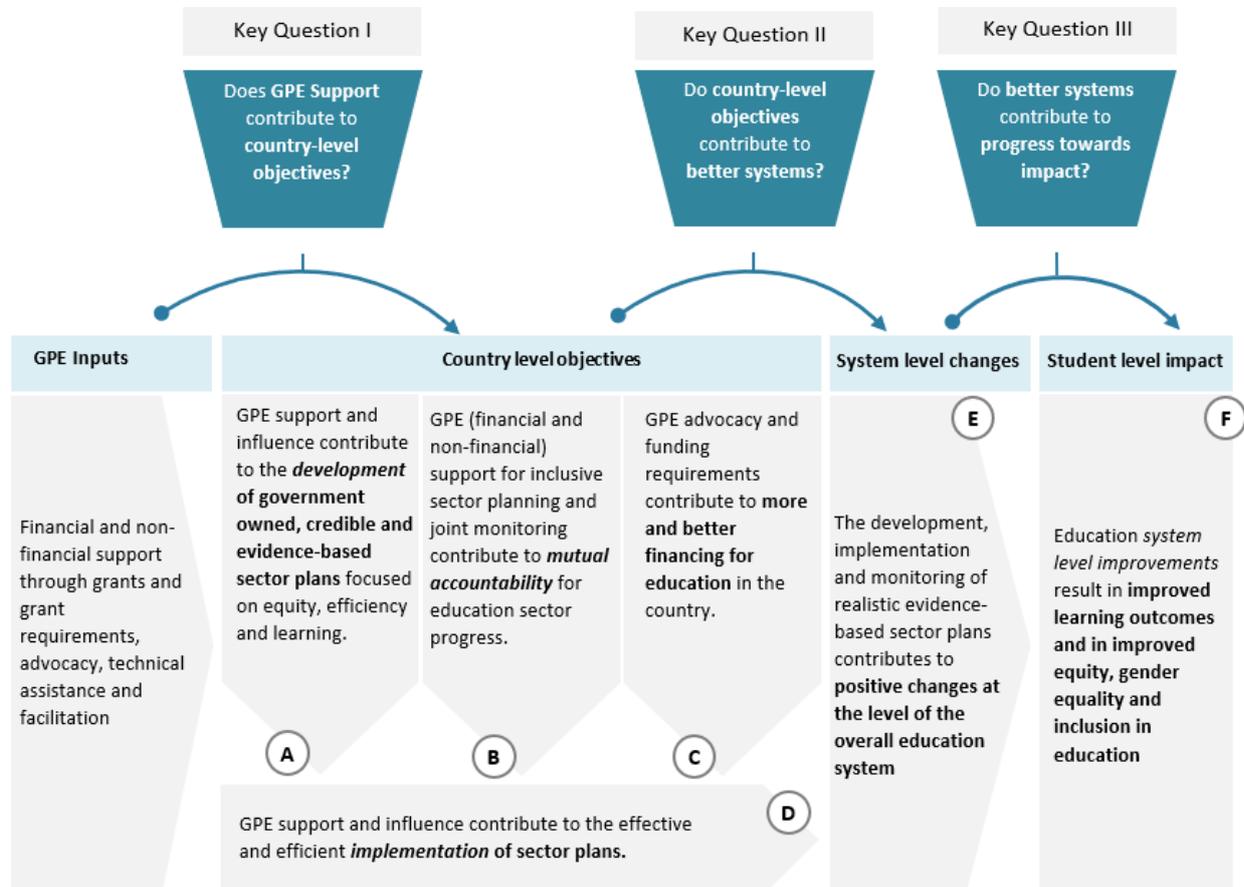
<sup>17</sup> Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria of relevance, effectiveness, and efficiency.

<sup>18</sup> GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring.

<sup>19</sup> <https://www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020>

evaluation of what has taken place since the previous annual report. Prior to this final report, a baseline report was produced in April 2018, followed by a first year prospective CLE published in December 2018. The methodology for weighing confirming and refuting evidence is presented in 0.

**Figure 1 - The evaluation presents findings on key evaluation questions and contribution claims**



9. The focus for data collection and analysis is relevant to the key indicators in GPE results framework and additional indicators described in the respective countries' education sector plans (ESPs). The evaluation team did not collect primary quantitative data but instead drew upon secondary data to base the evaluation findings on a solid quantitative basis. In addition, two rounds of data collection were conducted, one round in 2018 and another round in 2019 – each contributed to this final report.

10. Key informant interviews (KIIs) were conducted twice during the present evaluation in Mali (in 2018 and in 2019) and gathered information on the following main lines of inquiry:

- Education planning.
- 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 in relation to the above topics.
- Donor partner activities.

### Box 2 - Color ratings in the CLEs

Throughout the report, we use tables to provide readers with broad overviews of key CLE findings on the respective issue. To facilitate quick orientation, we use a simple color-coding scheme that is based on a three-category scale in which green equals ‘strong/high/achieved’, amber equals ‘moderate/medium/partly achieved’, red signifies ‘low/weak/not achieved’, and grey indicates a lack of data. In each table, the respective meaning of the chosen color coding is clarified. The color coding is intended as a qualitative orientation tool to readers rather than as a quantifiable measure.

11. For this 2019 phase of the evaluation, the evaluation team consulted a total of 38 stakeholders in Mali from government ministries (21 interviewees), development partners (seven), civil society (one), teachers’ associations (one), and education academies (eight) (see **Error! Reference source not found.** for a list of stakeholders). Only four stakeholders were women. In addition to stakeholder interviews, the evaluation team reviewed a wide range of relevant documents, databases, websites as well as selected literature. The evaluation team presented first reflections at a debrief held in Bamako to key members of the local education group (LEG) on 30 August 2019.

### Purpose of Year 2 Evaluation

12. The value of prospective reporting is the room allowed for investigation of unexpected changes and the examination of trends between years. This report is designed to read as a standalone final evaluation of GPE contributions to education in Mali, but will also help reflect changes over time between the baseline and this final report. The report will also build on the first-year report (published in 2018) by looking in more detail at the strength of evidence for claims made in Year 1, as well as a deeper testing of the assumptions underlying GPE theory of change.

### Changes from Y1 to Y2 of the Prospective CLEs

13. The eight prospective CLE countries were originally envisaged to focus on one policy cycle and related GPE support, i.e. from sector planning and related sector dialogue to sector plan implementation and monitoring. The focus of the prospective country level evaluations (CLEs) was modified in November 2018.<sup>20</sup> The baseline report produced in April 2018 and the first prospective CLE finalized in December 2018 took stock of the situation in Mali’s education sector. Moving forward, the purpose of this second and final prospective CLE is to provide more confirmatory evidence and reflect changes over time by capturing the processes within Mali’s policy cycle and education sector that have taken place during the evaluation review period 2013-2019, with a particular focus on changes during the 2018-2019 period. This final prospective CLE also seeks to examine the strength of the evidence and the implications of the evaluation findings for the GPE ToC and operational model.

### Limitations and Mitigation Strategies

14. After discussion with in- country stakeholders the Year 2 evaluation mission took place at the end of August 2019. The mission coincided with the school examination week and many individuals were not available for interview. While most of these interviews were re-scheduled to later in the mission, some interviews had to be carried out remotely. Core stakeholders were reached for interview during the mission, so data availability was not seriously affected.

<sup>20</sup> The revised methods approach is available at: <https://www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020>.

15. A second limitation stems from the civil society landscape in Mali which is widespread and diverse. There are many teachers' associations and parents' associations with no overarching representatives. As a mitigation strategy, key stakeholders from groups in Bamako were identified by stakeholders on the ground and interviewed. However, the authors acknowledge that they only represent a sub-sample of all civil society groups in Mali.

### 1.3 Structure of the report

16. Following this introduction, **Section** Error! Reference source not found. presents the country context in which GPE support to Mali takes place. It documents: The broad political and geographical context of Mali; an overview of the education sector in Mali; and an outline of GPE financial and non-financial support to Mali.

17. **Section 3** presents the evaluation findings related to GPE contributions to sector planning; mutual accountability through inclusive policy dialogue and sector monitoring; sector financing; and sector plan implementation.

18. **Section 3.5** discusses education system-level changes in Mali during the period under review 2013-2019 and likely links between these changes and progress made towards the country-level objectives.

19. **Section 4.2150** presents an overview of the impact-level changes observable in Mali.

20. **Section 4** presents the changes observed over time in Mali.

21. Finally, **Section 7**, presents overall conclusions of the evaluation and outlines several strategic questions to GPE.

## 2 Context

### 2.1 Overview of Mali

Table 1 gives an overview of the country context, education context and structures and features of the education system in Mali.

**Table 1 - Summary of Mali and Education Context**

Context area	Features
<b>Country Context</b>	<ul style="list-style-type: none"> <li>▪ Coup d'état in 2012 and military rule, with democracy restored in 2013.</li> <li>▪ President Ibrahim Boubacar Keïta, first elected in 2013, re-elected for a second term in August 2018.</li> <li>▪ Continuing instability and conflict in Northern Mali. Terrorism and intercommunal violence have hampered the effective delivery of governance and the delivery of services in these regions since 2013.</li> <li>▪ Landlocked country with 60 percent of the country covered by desert.</li> <li>▪ Country characterized by low human development indicators. In 2017, the life expectancy at birth was 58 years, infant mortality was 65 per 1,000 live births and in 2009, 41 percent of the population lived in poverty.<sup>21</sup></li> <li>▪ In 2019, Mali's Human Development Index (HDI) was 0.427, ranking it 184<sup>th</sup> of 189 countries.<sup>22</sup></li> <li>▪ Official Development assistance (ODA) as a percentage of Gross National Income (GNI) was 9% in 2017.<sup>23</sup></li> </ul>
<b>Education Context<sup>24</sup></b>	<ul style="list-style-type: none"> <li>▪ In 2018, population growth rate of 3% per year with nearly half of the population (48 percent) being 14 years old or younger. In 2017, the Total Fertility Rate (TFR) was 5.9 children born to each woman.</li> <li>▪ Basic education for children aged 7 to 15 is compulsory, with 5.5 million children falling into that bracket in 2018.</li> <li>▪ In 2018, 1.3 million children of primary school age were out of school, up from 1 million children in 2017</li> <li>▪ 35 percent of the population aged 15 or older was literate in 2018, up from 33 percent in 2015.</li> <li>▪ 50 percent of the population between 15-24 years old was literate in 2018, up from 49 percent in 2015. Literacy rates are increasing after brief decline following the 2013 conflict. Large gender differences in literacy rates remain; literacy rates are lower for 15-24-year-old females (43.4 percent) than for 15-24-year-old males (57.8 percent).</li> <li>▪ In 2018, gross enrollment rate (GER) at 6.9% for pre-primary, 75 percent for primary, 41 percent for secondary education.<sup>25</sup> Except for pre-primary school where the GER is higher for girls than for boys, the GER for primary and secondary school is lower for girls than for boys. The survival rate to the last grade of primary school was 61.9 percent.</li> </ul>

<sup>21</sup> World Development Indicators retrieved from <https://data.worldbank.org/country/mali>, September 2019.

<sup>22</sup> [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/MLI.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MLI.pdf).

<sup>23</sup> Ibid.

<sup>24</sup> UIS Mali country profile retrieved from <http://uis.unesco.org/country/ml>.

<sup>25</sup> These Figures are reported by the UIS. The government of Mali reports similar, yet slightly different figures (discussed in section 5). UIS figures are included here to give an indication of trends.

	<ul style="list-style-type: none"> <li>■ In 2017/18 pupil teacher ratio (PTR) at 20:1 for pre-primary, 38:1 for primary and 17:1 for secondary education.</li> <li>■ Education spending as a percent of government expenditure was 17 percent in 2018.</li> <li>■ Mali received two ESPIG grants (2007-2010 and 2013-2017), one ESPDG grant (2016) and two PDG grants (2012 and 2018). A request for a third ESPIG was submitted in November 2019.</li> </ul>
<b>Structure and features of the education system</b>	<ul style="list-style-type: none"> <li>■ The Ministry of National Education and Literacy (MEN) governs general education, the Ministry of Higher Education and Scientific Research (MESRS) governs higher education and research and the Ministry for Technical and Professional Education (MEFP) is responsible for technical education.</li> <li>■ Mali has a 3-6-3-3 school system with six years of primary education, and six years of secondary education. Secondary education is divided in two three-year cycles (3-3).</li> <li>■ Curriculum traditionally delivered in French but increasingly moved to a Pédagogie Convergente, which includes bilingual and mother-tongue education in primary schools.</li> <li>■ Diplôme d'études fondamentale (DEF) obtained after first secondary education cycle (Grade 9), Baccalauréat at the end of the second cycle of secondary education (Grade 12).</li> <li>■ Education policy guided by PRODEC from 2001 to 2012, with a series of interim and emergency plans thereafter due to conflict. PRODEC II delayed several times since 2012, approved in June 2019.</li> <li>■ Schools in Mali divided into public schools, private schools, NGO-led community schools and faith-based schools (Medersas). In 2018, 51 percent of primary schools were public, 18 percent were private, 12 percent were community schools and 19 percent were Medersas. Number of private schools and Medersas increasing since 2013.<sup>26</sup></li> </ul>

Source: Author's Elaboration

## Country Context

22. Mali is a landlocked country of 1.2 million square kilometers in West Africa. It is bordered by Algeria in the north, by Niger in the east, by Burkina Faso and Côte d'Ivoire in the south, by Guinea in the south-west and Senegal and Mauritania in the west. Desert covers 60 percent of the country.<sup>27</sup> Mali has a population of 19 million people<sup>28</sup>, 48 percent of which are 14 years old or younger.<sup>29</sup> It has a population growth rate of 3 percent per year and its total fertility rate, 6 children per woman, is one of the highest in the continent, indicating an increased pressure on demand for schooling in the coming years.<sup>30</sup>

23. Mali's Gross Domestic Product (GDP) growth fell for the third time in a row from 5.9% in 2016 to 4.9% in 2018, which can be mostly attributed to increasing insecurity in the central and southern regions and uncertainty ahead of the presidential elections in August 2018.<sup>31</sup> GDP per capita in 2018 was US\$910.4. In 2019, Mali ranked 184<sup>th</sup> out of 189 on the Human Development Index.<sup>32</sup>

<sup>26</sup> Rapport d'analyse des indicateurs 2014-2019.

<sup>27</sup> World Development Indicators retrieved from <https://data.worldbank.org/country/mali>, September 2019.

<sup>28</sup> Estimate from 2018, World Development Indicators retrieved from <https://data.worldbank.org/country/mali?view=chart>, September 2019.

<sup>29</sup> CIA World Factbook (2018) retrieved from [https://www.cia.gov/library/publications/the-world-factbook/geos/print\\_ml.html](https://www.cia.gov/library/publications/the-world-factbook/geos/print_ml.html), September 2019.

<sup>30</sup> World Development Indicators retrieved from <https://data.worldbank.org/country/mali?view=chart>, September 2019.

<sup>31</sup> World Bank Profile Mali, retrieved from <https://www.worldbank.org/en/country/mali/overview>, September 2019.

<sup>32</sup> Human Development Index (2019, retrieved from <http://hdr.undp.org/en/content/2019-human-development-index-ranking>, September 2019).

24. Mali is divided into 10 regions, three less densely populated regions in the north - with 10% of the population living in these areas<sup>33</sup> - and seven more densely populated regions in the south near the Niger River. Regions are further sub-divided into 56 Cercles and 703 communes.

25. The country gained its independence from France in 1960. In 2012, a Tuareg rebellion led by the National Movement for the Liberation of Azawad (MNLA) and including several Islamist groups arose against the Mali government to fight for the independence of northern Mali. This resulted in a coup d'état in March 2012 where the President Amadou Toumani Touré was ousted and military took over power in Bamako. Following Mali military intervention and international coalition in 2013, a peace deal between the Tuareg and the government was signed in June 2013 and a democratic government was restored with the election of a new president Ibrahim Boubacar Keïta.

26. In August 2018, President Ibrahim Boubacar Keïta was re-elected president, amid violent protests against police actions and reports of human rights abuses by the military. Parliamentary elections were scheduled to be held in October 2018 but delayed several times until June 2019. In April 2019, Prime Minister Soumeylou Bouyebe Maiga announced that his government was resigning and was succeeded by Boubou Cissé.<sup>34</sup> Despite the signing of the peace agreement in 2015, Mali has continued to experience instability and conflict, with a severe deterioration in human rights in 2018.<sup>35</sup> In 2019, 147,000 people were internally displaced.<sup>36</sup>

27. The conflict severely affected the financing and management of the education sector and limited children's access to quality education with several important consequences on the education sector overall.<sup>37</sup>

- Firstly, population displacements and school closures compromised access to education for school age children, particularly in the north of the country. Population movements within the north from rural to urban areas, from north to south and movements to Bamako combined with a government order to unconditionally receive displaced pupils has led to an overflow of students into already-overcrowded facilities with adverse effects on access and quality of education.
- Secondly, infrastructure and school materials were destroyed in conflict-affected areas. Armed groups used classrooms and administrative buildings for other purposes. School equipment including computers, laboratory equipment, and books were damaged or were taken away. Schools were looted and materials including doors, windows, electrical cables, fans and service vehicles were taken away and sold.
- Third, teacher shortages have been exacerbated. Teaching staff in the rural areas has been severely reduced due to security reasons, leading to a reduction in staff in already understaffed regions and overstaffing in regions with a large portion of teachers already. In the north, an estimated 5,000 teachers were displaced, leading to an estimated 25 percent reduction to the teaching workforce. Although staffing concerns in urban and rural areas

<sup>33</sup> <http://worldpopulationreview.com/countries/mali-population/>.

<sup>34</sup> ACCLED (2019), retrieved from <https://reliefweb.int/sites/reliefweb.int/files/resources/acleddata.com-Democracy%20Delayed%20Parliamentary%20Elections%20and%20Insecurity%20in%20Mali.pdf>, September 2019.

<sup>35</sup> <https://www.hrw.org/world-report/2019/country-chapters/mali>.

<sup>36</sup> UN OCHA retrieved from <https://reliefweb.int/report/mali/ocha-mali-rapport-de-situation-25-juillet-2019>.

<sup>37</sup> IIEP- Pôle de Dakar (2018). Analysis of the education sector of Mali, for the relaunch of quality basic education for all and the development of a training adapted to the needs, Republic of Mali, UNICEF, IIEP-Pôle de Dakar - UNESCO, 2018. Document from June 2017.

already existed before the crisis, the conflict exacerbated the situation and growing food insecurity and increasing insecurity severely reduced attendance.<sup>38</sup>

- Fourth, there was a decrease in financial allocations to the education sector following the coup d'état in 2012. A large part of the government operational budgets for the year 2012 were frozen and many international aid and development organizations withheld funding. Government revenue and public expenditure decreased drastically resulting in reductions of resources for schools in militarily occupied areas.
- Finally, the conflict affected families' resources, altering their choices on sending children to school. While families in the northern regions struggled with finding income opportunities before the conflict, the economy slowed down after 2012 and opportunity costs of sending children to school increased. Instead, families shifted their priorities to food and children were under pressure to find work to support their families.<sup>39</sup>

## 2.2 Education sector in Mali

### Structure and Features of the Education System

28. In Mali, the education system is divided into three years of pre-primary education, six years of primary education, six years of secondary education and four years of tertiary education. Secondary education is divided into lower secondary education (three years) and upper secondary education (three years). Compulsory education is, in theory, provided free of charge for nine years from age 7 to age 15, that is primary education and three years of secondary education. These first nine years are described as fundamental education (éducation fondamentale I). The first secondary education cycle culminates in the diplôme d'études fondamentales (DEF), concluding fundamental education I, and thereafter the second cycle of secondary education builds up to the Baccalauréat. For primary education and secondary education, the school year starts in October and runs through to June. Table 2 shows the school age population for each of the school levels.

**Table 2 - Official school age, population and enrollments by level<sup>40</sup>**

Level	Grades	Age group (years)	Population by age group (2017)	Number of students enrolled by age group (2018)	Enrolled as a % of age group (2018)
Preschool / Pre-primary		4-6	1,883,607	131,114	7.0%
Primary (Grades 1-6)	1-6 (first cycle)	7-12	3,276,536	2,477,081	75.6%
Lower Secondary	7-9 (second cycle)	13-15	1,361,904	702,660	51.6%

<sup>38</sup> World Bank (2018). Implementation Completion and Results Report Mali Emergency Education for All Project. <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

<sup>39</sup> IIEP- Pôle de Dakar (2018). Analysis of the education sector of Mali, for the relaunch of a quality basic education for all and the development of a training adapted to the needs, Republic of Mali, UNICEF, IIEP-Pôle de Dakar - UNESCO, 2018. Document from June 2017.

<sup>40</sup> UIS Country Profile Mali <http://uis.unesco.org/country/ML> and UIS. Data between UIS and the Country performance reports presented during the Joint Sector Reviews differ slightly.

Upper Secondary	10-12	16-18	1,188,821	343,833	28.9%
Tertiary	13+	19-23	1,510,948	n/a	n/a
<b>Total</b>			<b>9,221,816</b>	<b>3,654,688</b>	

29. The education sector has faced challenges due to political instability since 2011. Progress made since 2005 was eroded between 2011 and 2013. The 2018 education sector is characterized as follows:

- School age children:** In 2018, Mali had a student population of 7.7 million (4-18 years old) (Table 2): 1.8 million children were of pre-primary school age (4-6 years old), 3.2 million children primary school age (7-12 years old), 2.5 million children of secondary school age (13-18 years old) and 1.5 million of tertiary school age (19-23 years old). More than half of the school age population is between 7 and 18 years old, i.e. at the age of primary and secondary school.<sup>41</sup>
- Enrollment by school type:** Gross enrollment rates (GER) remain modest. In 2018, the GER for pre-primary education was 7%, 75.6 percent for primary education, 51.6 percent for lower secondary education and 28.9 percent for upper secondary education.<sup>42</sup> Except for lower secondary education, the GER has been increasing steadily for all levels since 2013. Similarly, net enrollment rates (NER) have been improving since 2013 for pre-primary education from 3.4% in 2013 to 4.7% in 2018, for primary education from 58.6 percent in 2013 to 58.9 percent in 2018. For secondary education, the NER decreased from 33.1 percent in 2013 to 29.9 percent in 2018.<sup>43</sup>
- Schools:** In 2018, Mali had 2,278 pre-primary, 14,513 primary, 4,709 lower secondary and 914 upper secondary schools. Overall, the number of schools has been increasing since 2013 with large regional differences between the conflict-affected north and the relatively stable south. Half of the primary schools are public schools, with the remaining half divided into private schools (18 percent), community schools (often NGO-led) (12 percent) and Medersas (19 percent).<sup>44</sup> Since 2013, there has been an increase in private schools and Medersas, hinting at an increasing privatization of schooling in Mali.

30. Three separate ministries share the administration of the education sector in Mali: The Ministry of National Education and Literacy (MEN) is responsible for general education including pre-school, basic and secondary education,<sup>45</sup> the Ministry of Higher Education and Scientific Research (MESRS) is responsible for higher education and research and the Ministry for Technical and Professional Education (MEFP) responsible for technical education.<sup>46</sup> All ministries have been involved in the planning and endorsement of the new education sector plan PRODEC II (endorsed June 2019).

<sup>41</sup> UIS retrieved from <http://data.uis.unesco.org> (September 2019).

<sup>42</sup> Ibid.

<sup>43</sup> Ibid.

<sup>44</sup> Medersas are private schools offering religious education in Arabic, alongside other core subjects including French language, reading, writing and math.

<sup>45</sup> For the purpose of this report “basic education (éducation fondamentale I)” refers to the primary and lower secondary cycles (Grades 1–9) while “secondary education (éducation fondamentale II)” refers to upper secondary schooling (Grades 10–12).

<sup>46</sup> The acronyms are derived from the French names of the Ministries, Ministère de l’Éducation Nationale et de l’Alphabétisation (MEN), Ministère de l’Enseignement Supérieur et de la Recherche Scientifique (MESRS) and Ministère de l’Emploi et de la Formation Professionnelle (MEFP).

31. According to MEN policy, there are eleven languages of instruction. The official national language, French, is used in “écoles classiques”, while local languages (including Bamanankan, spoken by more than three quarters of the population in Mali) are used in “écoles à curriculum” which comprise around 50 percent of primary schools. Students begin instruction in the local language and transition to French as a language of instruction halfway through primary school in Grade 4.

### National Policies and Plans

32. National Education policy in Mali is governed by the education law (Loi 99-046 AN RM) passed on December 28, 1999. According to that law, education is a national priority for the government. The law encompasses 80 articles that guide the overall axes of national education policy. The program implementing the law is the Programme Décennal de Développement de l’Éducation (PRODEC), a national education policy plan developed for 10 years. The first PRODEC was developed in 2000 and implemented from 2001 to 2012. Following political instability and the coup d’état, an interim education plan (Plan intérimaire de relance du secteur de l’éducation et de la formation professionnelle – PIRSEF) was developed for 2015 to 2016.<sup>47</sup> While government stakeholders suggested that the plan was extended to 2018, there has been no official documentation on an official extension or announcement of planned activities for the period 2017-2018. A second ten-year sector plan (PRODEC II) was endorsed in June 2019.

33. Decentralization is a major component of PRODEC. In April 1995 the government passed a law (n<sup>o</sup> 95-034) decentralizing the education system, transferring responsibilities and resources from the federal to the communal level (“collectivités territoriales”).<sup>48</sup> According to this law the community council regulates education at the communal level, including the infrastructure for pre-school, basic education and non-formal education and learning. The council of the “cercles” is responsible for infrastructure at the cercle level in the domains of general secondary school and the regional council is responsible for the infrastructure in the region in the areas of technical education, vocational training.<sup>49</sup> In 2001, a decree established the Cellule d’Appui à la Décentralisation/Déconcentration et à la Déconcentration (CADDE) responsible for implementing the decentralization of education.<sup>50</sup> School management committees (Comités de Gestion Scolaire – CGS) are responsible for the day-to-day operations of primary schools and MEN support services such as the Centre d’Animation Pédagogique (CAP). The CAP provides technical assistance such as training and managing the allocation and distribution of some resources from the central government.<sup>51</sup> Finally, the Agence Nationale d’Investissement des Collectivités Territoriales (ANICT) processes all infrastructure grants from donors to local authorities. While the decentralization system for planning and delivery of education has been in place since 1999, capacity to manage education decisions at the local level is low with CGS not always functioning.<sup>52</sup>

34. Table 3 lists the education laws, policies and sector plans in Mali.

<sup>47</sup> According to stakeholders, the interim plan started in 2014 but official documentation indicates 2015 as a starting date: <https://www.globalpartnership.org/sites/default/files/2015-mali-interim-education-plan.pdf>.

<sup>48</sup> This law was updated in February 2012.

<sup>49</sup> IPE- Pôle de Dakar (2018). Analysis of the education sector of Mali, for the relaunch of a quality basic education for all and the development of a training adapted to the needs, Republic of Mali, UNICEF, IIEP-Pôle de Dakar - UNESCO, 2018. Document from June 2017.

<sup>50</sup> Ibid.

<sup>51</sup> <https://www.oxfamnovib.nl/Redactie/Downloads/English/SPEF/281-22%20Oxfam%20Research%20Report%20Delevering%20Education%20for%20All%20in%20Mali.pdf>.

<sup>52</sup> Ibid.

Table 3 - Education laws, sector plans and policy documents

EDUCATION LAWS, SECTOR PLANS AND POLICIES	YEAR <sup>53</sup>
Decentralization Law	1995
National Education Law (Loi 99-046 AN RM)	1999
PRODEC I	2001 – 2012
PIRSEF	2015-2018
PRODEC II	2019-2028

## 2.3 GPE in Mali

35. Mali became a GPE member in 2006. A multi-donor approach to support the education sector was agreed upon in a Memorandum of Understanding by the Government of Mali (GoM) and the local education group (LEG). Since joining, Mali has received five grants from GPE: Two program development grants (PDGs), one education sector plan development grant (ESPDG) and two education sector plan implementation grants (ESPIGs). A request for a third ESPIG was submitted in November 2019 and awaits approval. An overview of GPE grants to Mali is given in

36. Table 4.

Table 4 - GPE grants to Mali<sup>54</sup>

Grant type	Years	Allocations	Disbursements	Grant agent
PDG	2018	200,000	-	International Bank for Reconstruction and Development (IBRD)
MEEFAP (ESPIG)	2013-2017	41.7 million	41.0 million	IBRD
ESPDG	2016	442,604	210,783	UNICEF
PDG	2012	200,000	182,246	IBRD
ESPIG	2007-2010	8.7 million <sup>55</sup>	8.7 million	IBRD
<b>Total</b>		<b>49,096,151</b>	<b>47,958,649</b>	

37. **In 2007, Mali developed a project focusing on school quality and equity, for which it received its first EFA-FTI grant of US\$8.7 million over the period 2007-2010.** The funding was combined with an International Development Association Education Sector Investment Program II, the overall funds amounted to US\$58.7 million. The World Bank was the supervising entity. A quarter of the GPE funds were disbursed by mid-2009 (US\$2.2 million). At project closure in 2010, an overall US\$47.7 million

<sup>53</sup> The year refers to the year the education laws, policies and education sector plans took effect.

<sup>54</sup> <https://www.globalpartnership.org/country/mali>.

<sup>55</sup> The GPE website indicates a grant amount of 6.5 million.

(81 percent) was disbursed, with 20 percent unused, due to fiduciary and implementation related issues.<sup>56</sup> In terms of GPE funding, US\$2.1 million from the EFA-FTI implementation grant were cancelled.

**38. In December 2011, Mali was issued a GPE implementation grant of US\$41.7 million for the years 2012 and 2013 to support the decentralized management and quality of basic education through development policy operations (DPO).** The application reached the appraisal stage just prior to the military coup in March 2012, after which the project had to be abandoned due to changes in political landscape and resulting displacement of population which led to an emergency situation in the country. After negotiation with the Local Education Group (LEG) the transitional government of Mali (GoM) requested the DPO to be converted into the Mali Education for All Emergency Project (MEEFAP). In response to this emergency crisis, GPE provided a US\$41.7 million grant for MEEFAP for the period of 2013-2017. When the PIRSEF was developed, the activities of the MEEFAP were incorporated into the sector operational planning, thus the activities funded were broadly aligned with the priorities of the PIRSEF interim plan. The MEEFAP closed in 2017.

**39. In 2016, Mali received an ESPDG of US\$442,604 to assist the development of PRODEC II,** the 10-year ESP that was supposed to follow PRODEC I immediately after PRODEC's end in 2012 but was postponed due to the political instability. Following the coup d'état PRODEC II was extended to 2013. The grant was divided into two parts: US\$192,742 was allocated for an Education Sector Analysis (ESA) and US\$249,862 for the development of the sector plan. The ESPDG was initially supposed to close in April 2018 but was extended to 2019.

**40. Mali is not eligible for Multiplier funding.**<sup>57</sup> In 2017, the GPE board approved the GPE Multiplier funding as a finance instrument to provide incentives and financial resources to catalyze investments in education. Countries can invest additional resources in education by mobilizing at least US\$3 of external funding for every US\$1 of GPE multiplier.<sup>58</sup> Allocations are based on a country's school age population and account for national capacity to absorb the funds. The Multiplier is intended for countries with ESPIG allocations of US\$ 10 million or less, or countries which would have received more resources from GPE but were capped at US\$ 100 million. In June 2018, the Board of Directors approved 70 countries for multiplier funding, but Mali was not among them as it is an ESPIG-eligible country with an allocation above US\$ 10 million and below US\$ 100 million.

**41. The Coalition des Organisations de la Société Civile pour l'Éducation pour tous (COSC-EPT) applied for a Civil Society Education Funds (CSEF) grant** (Table 5). In 2018, the COSC-EPT was granted an amount of US\$70,000 which supported among others, projects on rights-based education, advocacy and capacity building for budget tracking, and the integration of an e-learning platform.

**Table 5 - CSEF grants to Mali**<sup>59</sup>

GRANT TYPE	YEARS	ALLOCATIONS (US\$)	DISBURSEMENTS (US\$)	GRANT RECIPIENT
CSEF III	2018	70,000	70,000	COSC-EPT <sup>60</sup>

<sup>56</sup> ISR 2011.

<sup>57</sup> For a list of countries eligible for multiplier funding please see <https://www.globalpartnership.org/funding/gpe-multiplier>.

<sup>58</sup> <https://www.globalpartnership.org/funding/gpe-multiplier>.

<sup>59</sup> Taken from GPE's website - <https://www.globalpartnership.org/country/mali> (accessed September, 2019).

<sup>60</sup> Coalition des Organisations de la Société Civile pour l'Éducation Pour Tous au Mali, a coalition of civil society actors.

42. **Mali was also involved in several Global and Regional Activities (GRA)<sup>61</sup> initiatives.** These included GRA 1: Development of methodologies to link reading assessments across regions and draw lessons regarding best early assessment practices with UIS as a grant agent and the Hewlett Foundation as the implementing partner; GRA 3: Learning to Read and Write in African Languages and in French in the context of Bilingual Primary Education together with the Agence Française de Développement (AFD) as the grant agent and the Observatoire Indépendant Français (OIF) as implementing partner; GRA 10: Improving Teacher Support and Participation in Local Education Groups with UNESCO as grant agent and Education International as implementing partner; and GRA 11: Addressing the out-of-school children data and policy gaps with the World Bank as grant agent and UNESCO, UNICEF and UIS as implementing partners.

43. **During the evaluation period (2013–2019), GPE engagement (in terms of funding) largely consisted of the ESPDG and MEEFAP – since the ESPIG 3 application was submitted in November 2019 and awaits approval - and non-financial support to planning, dialogue/monitoring, implementation and financing (e.g. technical support to the treasury regarding budgeting etc.).** MEEFAP formed the 2<sup>nd</sup> ESPIG, to the value of US\$41.7 million. The World Bank is currently the grant agent and UNICEF is the coordinating agency.

44. The three central components of the MEEFAP program were as follows:<sup>62</sup>

- **Component 1:** 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. (US\$29,850,000).
- **Component 2:** 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. (US\$7,750,000).
- **Component 3:** 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. (US\$4,100,000).

45. Non-financial support comes from the Secretariat and all country partners and consists, among others, of liaising between different country stakeholders, advocacy, providing technical assistance, improving education sector monitoring, encouraging development partners to align on national systems, supporting the development of the sector plan and information sharing. In addition, the country lead for Mali has supported the LEG in developing their GPE grant proposals, shared experiences from other countries and supported the LEG in completing the grant-related obligations to GPE standards. Finally, there is global-level support that transpires to the country level.

46. The following Table 6 maps recent education sector-related activities in Mali.

<sup>61</sup> For recent details on GRA initiatives see <https://www.globalpartnership.org/content/annual-status-report-global-and-regional-activities-program-2018> .

<sup>62</sup> Taken from the GPE website - <https://www.globalpartnership.org/country/mali> (accessed September, 2019).

Table 6 - Timeline of key events in the education sector in Mali

	2001...	2011	2012	2013	2014	2015	2016	2017	2018	2019..	...2028
Political events			Coup d'état	Elections						Elections	
National ESPs	PRODEC I									PRODEC II	
		PISE III									
					PIRSEF						
Planning				Development of PIRSEF		Implementation of PIRSEF					
									PAPB (2019-2022)		
GPE Grants	GoM joins GPE in 2006			MEEFAP ESPIG grant							
							ESPDG (ESA and ESP development)				
			PDG						PDG		
Joint Sector Reviews	Annual JSRs between 2002 and 2010				•	•	•	•	•	•	
CSEF Grants									CSEF I		

## 3 GPE contributions to sector planning, dialogue/monitoring, financing and implementation.

### 3.1 Introduction

47. This section summarizes findings related to **Key Evaluation Question I** of the evaluation matrix: “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?”<sup>63</sup>

48. The GPE country-level ToC, developed in the inception report and adapted to the Mali context outlines four contribution claims related to GPE influence on progress towards achieving country-level objectives (one claim per objective). Each contribution claim is based on several underlying assumptions (see Annex C).

49. This section is structured around the four contribution claims. Each sub-section assesses the contribution claim by answering two sub-questions. Firstly, what changed in sector planning, mutual accountability, sector financing or ESP implementation respectively during the period under review? And secondly, has GPE support contributed to observed changes in (and across) these areas?

### 3.2 GPE contributions to sector planning<sup>64/65</sup>

50. A high-level overview of evaluation findings on sector planning during the review period is provided in Table 7Table 1. These observations are elaborated on through the findings and supporting evidence presented below.

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<sup>63</sup> Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

<sup>64</sup> This section addresses evaluation questions CEQ 1.1 a and 1.2 a, as well as (cross cutting) CEQs 3.1 and 3.2.

<sup>65</sup> This section triangulates findings on RF indicators 16a, 16b, 16c, 16d and 17.

Table 7 - Overview – CLE findings on sector planning and related GPE contributions

PROGRESS TOWARDS A GOVERNMENT-OWNED, CREDIBLE AND EVIDENCE-BASED SECTOR PLAN FOCUSED ON EQUITY, EFFICIENCY AND LEARNING. <sup>66</sup>	DEGREE OF GPE CONTRIBUTION <sup>67</sup>	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD <sup>68</sup>				
<b>Achieved:</b> Mali has a credible, evidence-based new education sector plan (PRODEC II), grounded on a thorough education sector analysis (ESA). The process of developing the education sector plan was government-led and inclusive. However, sector plan development took eight years to complete with an interim plan in place between 2015 and 2018.	<b>Strong:</b> GPE contributed significantly to sector planning. Financial contributions included the ESPDG funding and non-financial contribution included technical support which improved the quality of the plan.	1	2	3	4	5
		STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE <sup>69</sup>				
		1	2	3	4	5

## Characteristics of sector planning during the review period

**Finding 1:** The development of the education sector plan PRODEC II took eight years, with an interim education sector plan in place following the coup d'état in 2012. In June 2019 PRODEC II – a credible government-owned education sector plan – was endorsed after considerable delay in the planning process due to political instability and the elections held in 2018.

51. **Since 2000, education sector planning in Mali has been covered by two 10-year plans, which were operationalized by three-year operational plans.** The first 10-year plan Programme Décennal de Développement de l'Éducation (PRODEC I) was prepared in 2000 for the 2001 to 2012 period. It was operationalized through the Investment Program for the Education Sector (PISE) made up of PISE I (2001-2004) and PISE II which originally covered the period 2006-2008 but was extended to 2009. The third and last phase of PRODEC I, PISE III, was introduced in 2010.<sup>70</sup>

52. **Following PRODEC I (2001-2011) the GoM originally intended to develop PRODEC II in succession.** However, violence broke out in the north leading to political instability and the coup d'état in 2012. The loss of government capacity and political focus to further education planning and develop PRODEC II led to the extension of PISE III past 2012. The extension allowed for a continuing operation

<sup>66</sup> In this case, the objective is considered 'achieved' if a sector plan underwent a rigorous appraisal process, as per GPE/IEEP guidelines, and was endorsed by development partners in country.

<sup>67</sup> This assessment is based on whether the CLE found evidence of (1) GPE support likely having influenced (parts of) sector planning; (2) stakeholder perceptions on the relevance (relative influence) of GPE support (3) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress.

<sup>68</sup> For sector planning, the five underlying assumptions in the country level ToC were: (1) country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; (3) stakeholders having the *motivation* (incentives) to do so; (4) GPE having sufficient leverage within the country to influence sector planning, and (5) EMIS and LAS producing relevant and reliable data to inform sector planning.

<sup>69</sup> The weighing of confirming and refuting evidence for each contribution claim is presented in **Error! Reference source not found.**

<sup>70</sup> While official documentation states that PISE III started in 2010, it was the last phase of PRODEC I which lasted longer than the period intended from 2010-2012.

<https://www.globalpartnership.org/sites/default/files/2010-12-Mali-Education-Sector-Plan.pdf>.

of the education system despite the additional challenges posed by the ongoing conflict. Following the restoration of democracy in 2013 education planning restarted in the form of the development of an interim education sector plan (PIRSEF). The plan was operationalized in 2015, for the 2015-2016 period. In 2014 and 2015, donors and the Secretariat recommended the GoM to validate and endorse an interim plan to bridge the period until PRODEC II could be developed. However, rather than developing a second interim plan, the GoM proceeded on to develop a 10-year education sector plan and extended PIRSEF to focus fully on the development of PRODEC II. PIRSEF originally planned to cover 2015-2016 was extended to cover 2017-2018 while PRODEC II was being developed.

**53. The development of PRODEC II resumed in 2014.** The process started in 2014 with the submission of an ESPDG application, which was revised and resubmitted ten times over the next two years. According to stakeholders, several factors led to the delay in the application, including high government staff turnover, delays in organizing co-funding and the corresponding work entailed, questions on funding details on salary supplements where the grant agent (GA) did not work with the GoM on resolving the issues quickly and complexity resulting from the new GPE funding model.

**54. In 2016, the GoM received an ESPDG of US\$442,604, a third of which was used to conduct an ESA on which to base PRODEC II.** Pôle de Dakar carried out the ESA in 2016 and results were published in 2017. The ESA formed the basis for the GoM, with support from the LEG,<sup>71</sup> to develop PRODEC II. While the GoM aimed to finalize and endorse PRODEC II in April 2018, the country mission report following a Secretariat mission in February 2018 revealed that the date was pushed back to January 2019. Ultimately, the plan was endorsed in June 2019. Stakeholder interviews with ministries during the second mission in 2019 revealed that the delay was due to a high staff turnover in the ministries, which delayed approval by one year after the planning of PRODEC II was finalized. During the mission the Secretariat country lead (CL) in 2018, he predicted given the delay in the development of PRODEC II, that submitting the financing request before May 2019, even if PRODEC II were to be endorsed in January 2019, was not going to be possible. This would leave a significant hole in external financing for the education sector for 2018 and 2019. An application for funding was expected for August 2019 given that PRODEC II was endorsed in June 2019. Yet, the application was submitted early in November 2019 but due to inconsistencies in documents, was resubmitted on 27 November 2019.

55. Table 8 shows the objectives proposed in PRODEC II and relates them to key issues in the ESA.

**Table 8 - Proposed activities by PRODEC II priority area**

ESP PRIORITY AREA (PRODEC II)	Proposed activities	ESA key issues
<b>Program 1:</b> Improving the internal and external efficiency of the educational system	<ul style="list-style-type: none"> <li>Improving the internal efficiency of the system;</li> <li>Improving the employability of young people and the social and professional integration of school leavers;</li> <li>Establishment of a system of evaluation and quality control/certification of learning.</li> </ul>	<ul style="list-style-type: none"> <li>Improve efficiency in the use of resources allocated to the sector;</li> <li>Ensure alternative learning opportunities, especially for young people out of formal school and illiterate adults, to guarantee them the skills necessary for better social and professional integration.</li> </ul>

<sup>71</sup> Consisting of the MEN, MEFP and MESRS, DPs, and FONGIM (a confederation of local and international NGOs).

ESP PRIORITY AREA (PRODEC II)	Proposed activities	ESA key issues
<b>Program 2:</b> Improving teacher training and management	<ul style="list-style-type: none"> <li>• Improvement of initial teacher training;</li> <li>• Strengthening the mechanism for the in-service training of teaching staff;</li> <li>• Strengthening the teacher recruitment and management system.</li> </ul>	N/A
<b>Program 3:</b> Improving equitable and inclusive access to quality education for all	<ul style="list-style-type: none"> <li>• Strengthening reception capacities at all levels;</li> <li>• Educating out-of-school children through the development of educational alternatives;</li> <li>• Promoting Equality and Equity in Access to Education for All;</li> <li>• Integration of Koranic schools into the education system;</li> <li>• Promoting inclusive education at all levels;</li> <li>• Promotion of access to basic education through specific measures.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain a budget priority favorable to the education sector;</li> <li>• Ensure equitable and efficient development of preschool, and more generally of early childhood;</li> <li>• Ensure that all girls and boys, including those in areas of crisis or hardship, receive and complete at least quality basic education (1st and 2nd cycles);</li> <li>• Develop technical and vocational secondary education, but also vocational training and higher education, adapting them in quantity and quality to the needs of the national economy.</li> </ul>
<b>Program 4:</b> Strengthening the governance of the sector	<ul style="list-style-type: none"> <li>• Improved coordination, steering and monitoring of the education and vocational training sector;</li> <li>• Improvement of management of flows, human, financial and material resources, including pedagogical resources;</li> <li>• Strengthening security, partnership, social dialogue and communication in the departments responsible for education and vocational training.</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen governance across the sector, both centrally and at decentralized levels, for the effective transformation of resources into results.</li> </ul>
<b>Program 5:</b> Strengthening the resilience and capacity of the sector	<ul style="list-style-type: none"> <li>• Resilience Assessment of the Education and Vocational Training Sector;</li> <li>• Development and implementation of a contingency plan for the education and vocational training sector.</li> </ul>	N/A

56. PRODEC II was assessed against the GPE results framework indicator 16a and was deemed to have passed all seven criteria set out for the assessment of Education Sector Plans (ESPs). It provided a detailed time plan costing plan, sources of financing, cost projections, a financial simulation model and distribution of responsibilities among entities making the plan both financially sustainable and implementable.<sup>72</sup> Table 9 shows the summary of the GPE assessment of PRODEC II; a detailed rating of the assessment criteria is available in Annex K.

<sup>72</sup> Assessment of the PRODEC II 2019-2028 in the GPE Results Framework Indicator 16a, 2019.

**Table 9 - GPE assessment of PRODEC II using GPE quality standards (GPE results framework indicator 16a)<sup>73</sup>**

GPE quality standards (RF 16a)	PRODEC II (2019)
Criterion 1 - Overall Vision	Met
Criterion 2 - Strategic	Met
Criterion 3 - Holistic	Met
Criterion 4 - Evidence-based	Met
Criterion 5 - Achievable	Met
Criterion 6 - Sensitive to Context	Met
Criterion 7 - Attentive to disparities	Met

**57. Government officials involved during the development of PRODEC II interviewed during the country mission in 2019 described the development process as lengthy.** Stakeholders across all groups agreed that the planning process took longer than expected and required “a lot of energy” with one government stakeholder noting that “in the history of Mali there is probably no plan that has taken longer than PRODEC II”. However, the inclusivity of the process was also noted as positive as it was considered a bottom-up approach with information on priorities and education sector needs gathered at the sub-national level, aggregated to the national level to be included into PRODEC II.

**58. A draft PRODEC II was appraised by a team of external consultants.<sup>74</sup>** The final report became available in February 2019. The appraisal was based on a few preparatory studies conducted between 2014 and 2017, including the ESA conducted by the Pôle de Dakar. Following these studies, the development of PRODEC II – including the appraisal – took one year and a half (March 2018 to June 2019). Two main strengths were outlined, including the inclusive development process of PRODEC II and the focus on basic education (“éducation fondamentale”). Several recommendations were made in the appraisal report which were subsequently integrated into the final version of PRODEC II.<sup>75</sup>

**59. A PAPB (Plan d’Actions Pluriannuel Budgétisé) – a medium-term budget implementation plan to cover the period 2019-2022 – accompanies PRODEC II.** In the mission report for the years 2018 and 2019 the Country Lead had identified several weaknesses in budgeting for PIRSEF, including a lack of reporting by activities that would indicate whether activities are actually implemented and the fact that the implementation report (RSTF) for the PIRSEF did not follow the canvas of the action plan. On the other hand, the PAPB provides a solid and budgeted results framework. However, during PIRSEF, activities in the PIRSEF implementation reports were not outlined according to what was actually implemented. As there is no measure of the efficiency of financing and actual implementation of the complete plan it is not clear to what extent lessons learned from PIRSEF were incorporated into PRODEC II.<sup>76</sup>

<sup>73</sup> GPE ratings are taken directly from GPE results framework data.

<sup>74</sup> This is in contrast to PIRSEF, which has not been subject to an extensive appraisal. One of the reasons why PIRSEF did not follow the GPE recommended process for the development of PIRSEF was that the emergency project had already been approved such that development partners might not have felt the need to follow the GPE recommended process. While the country lead had pushed to follow the GPE recommended process there was little leverage and ultimately PIRSEF was not appraised, approved or endorsed by DPs.

<sup>75</sup> External appraisal PRODEC II.

<sup>76</sup> Taken from the Republic of Mali Mission - Country Lead Assessment (2019) draft version.

60. **The transition from PIRSEF (2015-2016) to PRODEC II took three years.** As noted above, the GoM decided to develop a new 10-year education sector plan rather than continue education sector planning under a transitional education sector plan, possibly due to the more permanent nature of the plan and considering the lengthy planning process. Issues not taken into account in PRODEC I were integrated into PRODEC II. Soon after the decision to develop a full plan rather than an interim plan in 2015, there were political difficulties to further planning but as one donor noted, "The hypothesis of having a second temporary plan was discussed in 2015, it was there, but they [the GoM] decided to go for the ESP and then they were too late to change." This shows that the GoM valued the permanent/long-term ESP more than the transitional education plan (TEP) and were prepared to go through the extensive planning process rather than reverting to a TEP. The ESP might have been considered more permanent in a context where there is political stability.

## GPE contributions to sector planning

**Finding 2:** GPE financial and non-financial inputs contributed to improved quality of PRODEC II, following the interim education sector plan (PIRSEF) which did not go through a thorough GPE quality assurance process. Secretariat guidance helped GoM and donors to navigate the ESPDG and ESPIG processes while ESPDG funding and ESP guidelines promoted a high-quality sector plan.

61. GPE offers a series of financial and non-financial mechanisms to support sector planning, including the provision of an ESPDG, guidelines for the development of an ESP, guidance by the Secretariat country lead on the application process and funding requirements. Table 10 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant,<sup>77</sup> moderately significant, or limited/no contribution to funding in Mali. This grouping does not constitute a formal score.

**Table 10 - GPE contributions to sector planning in Mali (PIRSEF and PRODEC II)**

SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING
<ul style="list-style-type: none"> <li>• <b>ESPDG funding:</b> The GoM received a grant of US\$442,604 to support the development of PRODEC II. A little less than half of the funds were used for an Education Sector Analysis and the rest of the funds were allocated to the development of PRODEC II. The ESPDG funding granted by GPE accounted for 22 percent of the ESA and 43 percent of the overall budget for developing PRODEC II.</li> <li>• <b>The Secretariat CL:</b> The Secretariat country lead was instrumental in organizing and motivating the LEG, providing guidance on the ESPIG application process, advocating for the inclusion of civil society, sharing experiences from other contexts and providing assistance on the quality of documents used for sector monitoring.</li> <li>• <b>CA:</b> During the ESP planning process the LEG met regularly to discuss next steps in the planning process. The CA did well liaise with both the government and donors. For the ESPDG, UNICEF was also the grant agent.</li> </ul>
MODERATE CONTRIBUTION TO SECTOR PLANNING

<sup>77</sup> In this section and all sections that follow, a GPE contribution is rated 'significant' if it made a clear, positive, and noticeable difference in an outcome of interest to GPE. This outcome of interest need not necessarily be 'improved planning overall', but could be a noticeable improvement in sub-components of this desirable outcome, such as 'improved government ownership', 'improved participation', 'improved results framework', etc. Assessments are based on evaluator judgement based on interviews and documents referred to for this CLE.

- **CSEF grants:** Civil Society (COSC-EPT) received one grant during the planning phase of PRODEC II. They participated in the LEG since 2018. Interview evidence with CSOs indicated that strengthening the position of CSOs through funding and GPE advocacy gave them a seat at the table to discuss issues in the education sector. However, it is not clear to what extent their recommendations influenced overall sector planning.
- **Secretariat Country Missions:** Country missions<sup>78</sup> during the planning phase of PRODEC II provided guidance on i) the development of PRODEC II and the expected timelines for the application of a new ESPIG ii) the quality of documentation on the implementation of the education sector plan. Technical working sessions around the mission objectives were held with in-depth discussion with government officials and technical assistance in the form of recommendations on the Rapport de Suivi Technique et Financier (RSTF) – the monitoring document for the GoM – were provided. While the quality of documents has improved over time, several recommendations – in relation to the RSTF – still remain to be followed, limiting the planning and sector monitoring capability of the LEG and the GoM.<sup>79</sup>
- **ESPIG funding requirement 1 (a credible endorsed plan):** The prospect of ESPIG funding and the associated timelines were a motivation to bring PRODEC II to a close but a favorable political environment played a larger role in the endorsement of PRODEC II. At the time of the evaluation the GoM prepared the ESPIG application, prior to and following the endorsement of PRODEC II since there was limited technical capacity at the ministry to both prepare the ESPIG and to develop PRODEC II at the same time. It is therefore not clear to what extent the ESPIG application influenced sector planning.
- **GPE Quality Assurance Process:** The interim education sector plan (PIRSEF) has not gone through a thorough internal quality assurance process by the Secretariat.<sup>80</sup> However, PRODEC II has undergone several stages of quality assurance including an independent appraisal of PRODEC II. Following the appraisal, the technical team of the GoM has amended PRODEC II and the corresponding PAPB.<sup>81</sup> Government stakeholders noted a trade-off between fulfilling the GPE criteria to develop a credible sector plan and developing the plan in a timely manner. The criteria were “difficult” and delayed the planning process but would improve the quality of the plan.

LIMITED/NO CONTRIBUTION TO SECTOR PLANNING

N/A

NOT APPLICABLE/TOO EARLY TO TELL

N/A

62. **GPE supported education sector planning development through an ESPDG in 2016 of US\$442,604 which was divided into an allocation of US\$192,742 for an ESA and US\$249,862 for the development of PRODEC II.** The national government funded 9% of the overall costs of the ESA and 28 percent of the development of PRODEC II. UNESCO, the World Bank and UNICEF contributed 68 percent of the ESA and 28 percent of the development of PRODEC II. In addition, the AFD funded an evaluation of PRODEC I.<sup>82</sup> The ESPDG financed capacity building at the government level (national, regional and local), capacity building of CSOs, consultations with stakeholders at the collectivity

<sup>78</sup> While there have been varied numbers of missions in recent years, usually, there are three missions per year.

<sup>79</sup> Mission Reports 2017, 2018 and draft 2019.

<sup>80</sup> Mission Report 2018. One possible reason for not having gone through a QAR was that there was no recommended process in place at that time.

<sup>81</sup> Response document of the technical team to the comments of evaluators on PRODEC II and *Plan d'Actions Pluriannuel Budgétisé* (PAPB) 2019-2028 (February 2019).

<sup>82</sup> Taken from the Republic of Mali Education Sector Plan Development Grant Application and Republic of Mali Education Sector Plan Development Grant Application – Country Lead Assessment (2016).

(“collectivité”) level, an ESA and the development of the new PRODEC II.<sup>83</sup> Other co-financing came from the EU, the Swiss cooperation and Canada.

**63. The ESPDG grant submission was delayed due to several weaknesses in the application.** In the appraisal of the ESPDG application the country lead noted several difficulties with the application of the ESPDG which had to be submitted ten times. The application was of weak quality, which was related to weak sector coordination, internal organization issues within the grant agent, competing agendas and a perceived excessively complex process to obtain GPE funding.<sup>84</sup> 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 contributed to an overall delay in the development of PRODEC II. The ESPDG grant was initially supposed to close in April 2018 but was extended to April 2019 to support the development of PRODEC II.

**64. The GPE Secretariat country lead provided technical support for finalizing PRODEC II and helped the Government of Mali (GoM) and the LEG prepare for the ESPIG application, submitted in November 2019.** During these missions the CL provided technical assistance on the RSTF, shared good practices on sector planning and monitoring from other countries and advocated for a more inclusive LEG.<sup>85</sup> Government stakeholders appreciated the regular support from the country lead through regular communication with the technical team and providing recommendations.

### Additional factors beyond GPE support

65. GPE standards and application processes, financial support, and the technical support and appraisal provided by GPE members, significantly drove improvements in sector planning in Mali. However, several other factors including the work of other donors and government capacity in sector planning supported the planning process of PRODEC II.

**66. As noted above, donor support to sector planning contributed 68 percent of the ESA and 28 percent of the development of PRODEC II.** In addition to the GPE ESPDG, several donors funded sector planning activities, including the education sector analysis (UNESCO, the World Bank and UNICEF) and the evaluation of PRODEC II (AFD). Government stakeholders noted that consultants hired for the preparation of PRODEC II worked closely with the GoM, building planning capacities at the ministerial level. Other co-financing came from the EU, the Swiss cooperation and Canada.

**67. Conflict and political instability had a profound effect on the efficiency and quality of the education sector planning process in Mali.** Government stakeholders attested that the conflict and political instability led to a rapid turnover of ministerial staff which made it difficult to consistently focus on the development of PRODEC II. While the situation has stabilized since the election held in 2018, and PRODEC II has been endorsed, stakeholders saw the political instability in Mali as a risk for capacity in the future. In addition, it is estimated that several of the key technical advisors responsible for education sector planning since PRODEC I will retire in the coming years. Knowledge transfer between ministerial staff is therefore key to ensure future planning capacity for the GoM.

68. There were no **positive** or **negative** unintended consequences of GPE support.

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<sup>83</sup> Ibid.

<sup>84</sup> Ibid.

<sup>85</sup> Country Mission Reports 2017 and 2018

## Implications for GPE ToC and country level operational model

**69. The Mali case raises the issue on how planning can be supported following political instability that might increase the risk of a lengthy planning process.** Following the coup d'état, an interim education sector plan was put in place in 2015. While donors and the Secretariat advised the use of funding to develop a new interim education sector plan to develop PRODEC II at a later date, PRODEC II was developed and endorsed at the beginning of 2017. The Secretariat's mission report in 2015 outlined three scenarios including a timeline by which all GPE ESPIG requirements would be fulfilled. One scenario estimated the endorsement of PRODEC II by January 2018, a second by January 2017 cognizant of the high risk due to delays in the education sector analysis and a need to disburse funds quickly. The final scenario was to develop a transition plan in 2016 to be implemented by 2017 and then to use the funding to develop PRODEC II by the beginning of 2019 (to be implemented in 2020). This scenario was rejected by the LEG, but became reality, as there was no interim education sector plan in place in 2017. The question that arose was whether the partnership should have made it a condition of their funding allocation decision that the country would need to develop a TEP within a set timeframe.

**70. One of the issues repeatedly raised by Secretariat country mission reports was to what extent education sector plans are used if they provide a solid, budgeted results framework but do not report on actual implementation of different activities.** Following the closing of PIRSEF in 2018 it was noted that even though there was an implementation report of trends in the education sector, including how budgets were executed, the report had a different format than the action plan so that it was difficult to monitor whether the activities implemented aligned with activities planned. This might point to limited learning opportunities on efficient use of funds as the results framework was not used to reflect on actual implementation (or was not set up to do so). While the GPE results framework indicator for credible education sector plans (indicator 16) measures whether indicators are present in the operational plan and feasible, it does not reflect on whether the previous education sector plan was monitored or even used. Therefore, to what extent does the GPE ToC and results framework reflect whether plans are actually used and whether learning took place from one policy cycle to the next.

71. Further analysis of the ToC and its underlying assumptions is provided in Box 3.

### Box 3 - Testing Assumptions and Assessing Strength of Evidence for Sector Planning

For the contribution claim A “sector planning”, the five underlying assumptions in the country level ToC were: **(1)** country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; **(2)** stakeholders having the *opportunities* (resources, time, conducive environment) to do so; **(3)** stakeholders having the *motivation* (incentives) to do so; **(4)** GPE having sufficient *leverage* within the country to influence sector planning, and **(5)** EMIS and learning assessment system (LAS) producing relevant and reliable data to inform sector planning.

**The five assumptions underlying sector planning in the GPE ToC in Mali partially hold.**

**Assumption 1 partially holds.** Political instability in recent years has led to a high staff turnover at the education ministries. A similar trend has been observed for donors. While there was planning capacity built both by GPE and donors, several staff members are scheduled to retire which might negatively affect future planning capacity if knowledge is not transferred.

**Assumption 2 partially holds.** Political instability following the coup d’état in 2012 and elections in 2018 resulted in a high staff turnover at the education ministries. Since 2018, there has been a new resolve to develop PRODEC II which was endorsed in 2019. Considerable efforts in time and resources have been unlocked to conclude the development of a credible ESP.

**Assumption 3 partially holds.** Despite high staff turnover at the ministry level and political instability since the coup d’état in 2012, the LEG has met consistently, keeping sector dialogue consistent. However, until the 2018 election, staff turnover at the ministry level diminished the focus on developing PRODEC II.

**Assumption 4 partially holds** GPE provided financial and non-financial assistance to the education sector planning process. However, despite signaling the tight timelines around the development of PRODEC II and advice to develop an interim education sector plan following the end of PIRSEF in 2016, planning was delayed until the endorsement of PRODEC II in 2019 without another interim sector plan between 2016 and 2019, pointing at limited leverage of GPE to influence sector planning.

**Assumption 5 partially holds.** While there have been improvements in the EMIS over the years and it was a priority under previous GPE funding, it is not yet fully operational and scaled up nationwide. Absence of data particularly in the northern regions of Mali remains an issue. PRODEC II and the ESPIG III were developed using data from 2015/2016 and there have been no consistent LASs for several years, limiting the timeliness of up-to-date data to inform sector planning.

**The evidence for assessing sector planning in Mali is reasonably strong.** Most stakeholders interviewed were knowledgeable about the education sector planning process in Mali and there were little discrepancies between stakeholders. Documentary evidence for the years of the planning process was sufficiently large and varied, with several external appraisals to assess sector planning in Mali.

### 3.3 GPE contributions to mutual accountability through sector dialogue and monitoring<sup>86/87</sup>

72. A high-level overview of evaluation findings on mutual accountability for education sector progress and on related GPE contributions during the review period is provided in Table 11. These observations are elaborated on through the findings and supporting evidence presented below.

**Table 11 - Summary of progress and GPE contributions to mutual accountability through sector dialogue and monitoring**

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY (SECTOR DIALOGUE)	DEGREE OF GPE CONTRIBUTION (SECTOR DIALOGUE)	PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY (SECTOR MONITORING)	DEGREE OF GPE CONTRIBUTION (SECTOR MONITORING)	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD <sup>88</sup>			
<p><b>Moderate:</b> Dialogue processes are reasonably strong and have recently improved in inclusion by adding teachers' unions to the LEG. However, there has been otherwise no marked change in sector dialogue and there remains room for improvement in dialogue effectiveness and efficiency.</p>	<p><b>Moderate:</b> The role of the CA, and GPE-supported mechanisms such as the LEG, are functional. GPE Secretariat advocacy for inclusion of civil society has positively influenced the inclusivity of sector dialogue mechanisms</p>	<p><b>Moderate:</b> Annual JSRs take place but are of low quality. While they are inclusive and participatory, they are of short duration limiting the time to go into depth. Monitoring documents indicate an overall trend in the education sector and provide budget information, but the ESP implementation report does not systematically report on actual versus planned activities.</p>	<p><b>Moderate:</b> GPE Secretariat advocacy has played a crucial role in promoting the inclusivity of the JSR. GPE largely funded key sector activities, such as EMIS data collection system and JSRs. Despite technical assistance on monitoring documents, their quality has not yet improved.</p>	1	2	3	4
				STRENGTH OF UNDERLYING EVIDENCE			

<sup>86</sup> This section addresses evaluation questions CEQ 2.1, 2.2 and 2.3, as well as to (cross cutting) CEQs 3.1 and 3.2.

<sup>87</sup> This section triangulates the findings on RF indicators 14, 18 and 19.

<sup>88</sup> For sector dialogue and monitoring, the four underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning; (2) country level stakeholders having the *capabilities* to work together to solve education sector issues. (3) Stakeholders have the *opportunities* (resources, time, conducive environment) to do so; (4) stakeholders have the *motivation* (incentives) to do so.

## Characteristics of sector dialogue

**Finding 3: Mali's education sector dialogue mechanisms are active but not yet fully inclusive of all members of civil society (teacher's associations were recently included). Sector dialogue is considered more procedural than strategic and is in the process of restructuring to better monitor sector implementation (rather than plan development) following the endorsement of PRODEC II.**

73. **In Mali the LEG is the “cadre partenarial d'éducation”,** which consists of representatives from the three ministries in charge of education (MEN, MEFP, MESRS), development partners and FONGIM (a confederation of local and international NGOs). The LEG is called by the three ministries on an alternate basis and coordinated with the support of the CA (UNICEF). It is a well-established mechanism with high participation and contribution by members. Meetings until mid-2018 were held monthly. However, it was noted that the LEG was not very dynamic and there was not enough time for Technical Work Groups to work on recommendations.<sup>89</sup> As a result, meetings for the LEG were moved to bi-monthly meetings. At the time of the ESPDG application in 2016 several difficulties in the LEG were identified.<sup>90</sup> Donor personnel turnover was high, and roles and responsibilities within the LEG were not clearly defined. While some improvement in the efficiency of the LEG was noted since 2016, its functionality was still seen as a risk factor for implementation.

74. **A series of Technical Working Groups (TWGs) were established to support dialogue in specific technical areas.** For example, there is a TWG on management of the education sector, on quality of education, on technical and vocational training and on teachers. The three ministries responsible for education, donors, civil society and teacher's associations participate in several technical working groups. These working groups responded to questions and recommendations made by members of the LEG and were heavily involved in the planning process of PRODEC II. In principle, TWGs met several times and produced reports on specific issues raised during the LEG. At least four stakeholders (two donors, one government and one CSO member) attested that not all TWGs met regularly and recommendations are not always implemented. This reduces the quality of the dialogue which is seen as “not dynamic, inefficient and does not have an impact”.

75. **One positive shift in the inclusiveness of the LEG has been the inclusion of teachers' associations as of 2019.** Reports against GPE indicator 19<sup>91</sup> in 2017 indicated that CSOs were represented but teacher's associations were not. Following GPE Secretariat advocacy, this changed in 2019 and since then LEG meetings are held with both teacher's associations and CSOs present. The role CSOs and teachers' associations play in the planning and negotiation activities is less clear. Stakeholders from civil society and teacher's associations were grateful to be included in the LEG following advocacy from the GPE Secretariat. FONGIM has a varied membership of international NGOs, raising question to the extent it represents Civil Society overall. Several government stakeholders also raised this question during interviews in the mission in 2019. While the LEG has been opened for teachers' associations, a large number of teacher's and civil society associations in Mali cannot all be included in the LEG, pointing at a trade-off between inclusiveness of the LEG and functionality. Rather, there was a preference for one (or several) representative for the teachers' associations to be included in the LEG. Despite being involved since at least 2015 it is not clear what role FONGIM played in the development

<sup>89</sup> Findings triangulated across different stakeholder groups.

<sup>90</sup> 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.

<sup>91</sup> 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.

of PRODEC II or the precedent PIRSEF. A similar point can be made for the role of teachers' associations who joined the LEG recently.

**76. Key government stakeholders including high officials and technical advisors from the relevant three ministries (MEN, MESRS, MEFP) and donors attend the LEG meetings.** A review of the attendance lists of the LEG in 2018 and 2019 shows a high attendance rate from key stakeholders in the government including government officials and technical advisors from all three ministries. However, the institution supporting decentralization (Cellule d'Appui à la Décentralisation et à la Déconcentration de l'Éducation - CADDE), which is an important player to adapt PRODEC II at the sub-national level was absent. At the time of the mission in 2019, government stakeholders and donors agreed that the LEG needed to be restructured to become more relevant for the next phase of PRODEC I, focusing on implementation rather than the development of an Education Sector Plan. However, it was not clear in what way the LEG would be restructured. There was concern raised about the issue of capacity of technical staff at the ministerial level. The previous years had seen a high turnover of government staff reducing the capacity to focus on the development of PRODEC II. This was also seen as a risk for implementation. A second point raised was that many technical advisors involved in the development of PRODEC II were scheduled to retire, bringing to question whether and to what extent a knowledge transfer between staff would be possible as to ensure sufficient planning and implementation capacity.

**77. The CLE country mission in 2019 revealed mixed views on the functioning and quality of the LEG.** Most stakeholders agreed that LEG meetings took place regularly and were a useful platform for regular sector dialogue and idea exchange but also noted several issues with the functioning and quality of the LEG. Some donors noted that the monthly meetings did not allow the technical working groups enough time to address recommendations made in the previous meetings which is why LEG meetings shifted to bi-monthly meetings. Technical working groups were not meeting regularly (sometimes not at all) hampering the effectiveness of the LEG as a meaningful dialogue tool and becoming more of a "checkbox" exercise. Notes from one LEG meeting to the next were similar and pointed to procedural topics rather than discussion of an overall government vision for the education sector, a point that was also raised by several donors.

**78. At the time of the mission in 2019 it was not clear to what extent the LEG structure had been adopted at the regional level.** The development of PRODEC II had been described as a "bottom-up" approach. During several country missions, information was gathered at the sub-national level and aggregated to the national level. At the same time the GoM developed a communication strategy to roll out PRODEC II at the sub-national level. According to some donors, a structure like the LEG at national level is set up at sub-national level but not yet functional. Rather, key stakeholders at subnational level meet in the education cluster – a forum for coordination and collaboration on education in humanitarian crises – which meets more regularly and takes over the function of the LEG at the regional level.

## Characteristics of sector monitoring

**Finding 4:** Annual Joint Sector Reviews have taken place regularly over recent years but have not met minimum GPE quality standards. Monitoring activities are not as effective as potentially possible due to a lack of correspondence with the action plan.

**79. The exact history of carrying out Joint Sector Reviews in Mali is not clear but several JSRs have been carried out since PRODEC I and joint monitoring missions including selected members of the LEG have taken place since 2007.** The documentation shows yearly JSR reports since 2015, with the most recent JSR convened in April 2019. For the years 2015 to 2018, none of the JSRs met the

minimum number of three out of five GPE quality standards (results framework indicator 18). Table 12 shows the ratings for the recent three JSRs from 2016 to 2018, as well as assessments by the evaluation mission.<sup>92</sup>

**Table 12 - Comparison of GPE results framework assessment of 2016-2018 JSRs, and Evaluators' assessment of JSRs**

JSR QUALITY STANDARDS <sup>93</sup>	GPE RF SCORE			EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G. JSR AIDE-MEMOIRES, ETC.) AND CONSULTED STAKEHOLDERS
	2016	2017	2018	
<b>Participatory and inclusive</b>	1	0	1	<ul style="list-style-type: none"> <li>The JSRs held in 2017 and 2018 included government representation from the MEN, MEFP and MESRS, donors, CSOs (FONGIM and Coalition Education pour Tous (EPT) and teachers' associations. Given the vast membership of NGOs in FONGIM and the limited number of teachers' associations in the JSR it is not clear whether the attendees included in the JSR can sufficiently represent CSOs.</li> <li>Parents' associations are not included in the JSR.<sup>94</sup></li> </ul>
<b>Evidence-based</b>	0	0	1	<ul style="list-style-type: none"> <li>JSRs are based on implementation reports which contain useful information on trends in the education sector, budget information and budget execution rates<sup>95</sup></li> <li>The Rapport de Suivi Technique et Financier (RSTF) which is used to monitor progress in implementation of the education sector plan,<sup>96</sup> does not provide a clear alignment of activities financed against the activities actually implemented. Instead, aggregated figures by expense category and program are presented without clearly linking activities to their expenses (broken down by each contributor in the sector) to activities implemented during the year.<sup>97</sup></li> <li>The RSTF has changed into Rapport Annuel de Performance (RAP). However, limitations found under the RSTF still persist for the RAP.<sup>98</sup></li> </ul>
<b>Comprehensive</b>	0	0	0	<ul style="list-style-type: none"> <li>A comprehensive JSR should address and cover all sub-sectors.<sup>99</sup> All ministries are sufficiently represented, but discussions focus mainly on basic education.</li> </ul>
<b>A monitoring tool</b>	0	0	0	<ul style="list-style-type: none"> <li>The lack of clear attribution between activities planned and activities achieved in the ESP implementation reports prepared prior to the JSR reduces the effectiveness of JSRs</li> </ul>

<sup>92</sup> The last JSR took place in May 2019 but has not yet been rated against the GPE results framework (Indicator 18).

<sup>93</sup> The five dimensions of an effective JSR outlined in GPE guide for effective JSRs are: (a) inclusive and participatory, (b) aligned with shared policy frameworks, (c) evidence-based, (d) a monitoring tool, and, (e) an instrument for change embedded effectively into a policy cycle (source: GPE, Joint Sector Review in the Education Sector: A Practical Guide for Organizing Effective JSRs, July 2018, p.20).

<sup>94</sup> Taken from the attendance list included in the summary (Aide Mémoire) of the JSR 2016, 2017 and 2018.

<sup>95</sup> Ibid.

<sup>96</sup> This report was recently transformed into the Rapport Annuel de Performance (RAP)

<sup>97</sup> Taken from the draft mission report 2019, p. 2.

<sup>98</sup> Ibid.

<sup>99</sup> [https://www.globalpartnership.org/sites/default/files/methodological\\_sheet\\_for\\_indicator\\_18.pdf](https://www.globalpartnership.org/sites/default/files/methodological_sheet_for_indicator_18.pdf)

JSR QUALITY STANDARDS <sup>93</sup>	GPE RF SCORE			EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G. JSR AIDE-MEMOIRES, ETC.) AND CONSULTED STAKEHOLDERS
	2016	2017	2018	
				<p>as a clear monitoring tool to measure whether activities were implemented according to the Action Plan and the effectiveness of funds provided.</p> <ul style="list-style-type: none"> <li>The number of recommendations/actions to be undertaken over time have varied but are tracked between JSRs</li> </ul>
<b>An instrument for change anchored in an effective policy cycle</b>	0	0	0	<ul style="list-style-type: none"> <li>At the moment of these three JSRs PRODEC II was not endorsed and the PIRSEF interim education sector plan was still in place. It is not clear whether recommendations and lessons learned from the JSRs fed into the planning of PRODEC II.</li> </ul>

**80. Over time, the format of the JSRs has changed due to budgetary reasons but also due to government preference.** Until 2017, it was customary to conduct field visits to regions before convening for the JSRs. However, this custom changed in the following years due to i) security reasons in the country and ii) budgetary reasons to prepare the JSR. While there have been conflicting views on the possibility of reintroducing field visits before organizing the JSRs, it would be a positive move towards more regional integration and inclusivity in the sector review process. Several donors complained that the format of the JSR did not allow for in-depth discussion of issues<sup>100</sup> and noted that the lack of missions in 2018 and 2019 reduced the quality of information discussed *“if they stay in Bamako, they don’t really have the whole picture”*.

**81. The practical organization and scheduling of JSRs hindered the quality of sector monitoring.** Several government officials from all ministries underlined the usefulness of the JSR as a tool to take stock of activities undertaken during the year in 2019. The JSR was divided into a one-day “technical session”, which focused on a discussion around progress in the education sector, and a separate political session (one day) to discuss policy implementation. Recommendations were made systematically during the technical session and followed up during the next JSR. Despite varying numbers and quality of recommendations,<sup>101</sup> government stakeholders found these recommendations useful for discussion and to make progress on political dialogue but found that more stakeholders need to be involved in implementing the recommendations.

**82.** Another issue raised was that the organization of the JSR was often delayed and that performance reports needed improvement. While discussions take place mostly at the project level, there is not yet a vision to discuss issues at the sectoral level. While technical capacities are present to monitor the progress of the education sector, there is still a lack of political capacity to manage policies at the sectoral level.

**83. There is little evidence that the GoM or donors monitored and reported against the PIRSEF Action Plan during the review period in the last JSR held in 2019.** One question is, to what extent could JSRs truly be used as a monitoring tool if they monitor disbursements for projects but not the implementation or effectiveness of planned activities. This issue was raised in several Secretariat mission reports but has only slowly been addressed for subsequent JSRs. Review of the summaries (compte rendu) of the JSRs in 2017 and 2018 show that the format of the JSR is mainly designed to present the RSTF which was recently transformed into the Rapport Annuel de Performance (RAP). The

<sup>100</sup> This point was also previously noted by the CL mission report in 2017.

<sup>101</sup> In 2018, six recommendations were made, 34 recommendations were made for 2019.

RSTF report presented trends in the education sector and tracks costing of education projects and disbursements. However, as noted by the country lead, it is not monitoring against an explicit results framework. While the PIRSEF did have a costed implementation plan for 2015 and 2016, it was not referenced or used in the RSTF. Instead, the RSTF monitors inputs from donors and the GoM, and the outputs of this funding, without a clear link between targeted activities, estimated budgets for these activities, expenditures on these activities and actual implementation. Also, between 2016 and 2018, PIRSEF was in place which did not set out specific targets for the sector. Monitoring of these targets is therefore limited.<sup>102</sup> Further, recommendations from one JSRs to the next are mostly of operational nature (such as outlining tasks to be undertaken or statistics to be produced).

### **EMIS, Learning Assessment and Data collection**

**84. There have been improvements in the EMIS since 2018, but progress remains slow.** The CLE baseline report in 2018 notes that at the time the system was not yet functional, limiting the data available for monitoring.<sup>103</sup> There is an EMIS (a system to capture teacher information (TMIS) and a system to measure education indicators overall (EMIS)). There is progress in installing the system including capacity building (training of members on how to use the system) with several weaknesses including a lack of regular data collection, the need to install the system in all training centers and CAPs, enhance trainings and provide a more rigorous data verification process.<sup>104</sup> It therefore still remains to be seen to what extent the EMIS will promote policy, planning and monitoring processes by the central government.

**85. To strengthen data collection, the GoM developed a new education statistics strategy in 2019 in line with the ESP,** which was developed following PRODEC. Its aim is to strengthen the policy framework – the National Strategy for the Development of Education Statistics (NSDES) – to produce quality statistics to monitor the progress of the education system within five years. It is based on three components related to (i) strengthening the institutional and organizational framework; (ii) building capacity for a more efficient statistical system of education; and (iii) strengthening the statistical production for better coverage and improving the quality of education statistics. The strategy is estimated to cost CFA10.9 billion in total, 83 percent (CFA 9.1 billion) will be financed by the GoM and 2% from outside sources (UNESCO). A funding gap of 15 percent remains. It remains to be seen to what extent this strategy will improve monitoring processes in Mali. Currently, data on education sector outcomes is presented yearly at the JSR and is made public by the CAPs. In theory, based on the JSRs, policies are adapted to improve the education system, but documentation on the actual use of data has been limited.

**86. A regular, comprehensive learning assessment is not present in Mali, limiting education sector monitoring.** Donors and CSOs carried out learning assessments but not in a systematic and consistent manner. A lack of comparability between studies over time also makes it hard to monitor progress in learning outcomes consistently. Data on annual examinations and their results is not presented during the annual performance report.

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<sup>102</sup> CL country mission report Mali 2018.

<sup>103</sup> Mali Prospective Country Level Evaluation (2018).

<sup>104</sup> This evidence was triangulated by donors and government stakeholders directly involved in the data collection process.

## GPE contributions to sector dialogue and monitoring

**Finding 5:** GPE financial and non-financial support has contributed to enhance and sustain some dialogue and monitoring mechanisms. However, considerable work needs to be done for dialogue and monitoring mechanisms to be fully effective in terms of availability and use of data.

87. GPE offers a series of financial and non-financial mechanisms to support mutual accountability. Table 13 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant,<sup>105</sup> moderately significant, or limited/no contribution to funding in Mali. This grouping does not constitute a formal score.

**Table 13 - GPE contributions to mutual accountability in Mali**

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<ul style="list-style-type: none"> <li>• <b>CA:</b> Several stakeholders (donors and government officials) noted that the CA (UNICEF) played its role in promoting mutual accountability, by coordinating planning efforts during the sector planning phase and providing a link between donors and the government. It also supported the government in organizing the LEG meetings and improved communication between stakeholders. Additionally, since UNICEF became CA, it improved coordination and dialogue.</li> </ul>
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<ul style="list-style-type: none"> <li>• <b>GPE Secretariat CL missions to Mali:</b> CL's country missions provided 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).<sup>106</sup> In 2016 this advice was taken, with the agenda for 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. However, since then JSRs were reduced to a technical session of one day and a political session on another day. During the missions in 2017, 2018 and 2019, the CL also made recommendations about the RSTF and RAP emphasizing the need to align annual performance reports presented during the JSR to the annual operational plan. Several working sessions during missions were devoted to this topic. While some progress has been made over the years on the details of the RSTF (and now the RAP), recommendations have not yet been fully implemented.<sup>107</sup></li> <li>• <b>LEG:</b> LEG meetings took place regularly, first monthly and later bi-monthly to improve their effectiveness.<sup>108</sup> However, as mentioned above, technical working groups did not meet regularly, so information that would inform LEG meetings was therefore often missing. This diminished the effectiveness of the LEG as a monitoring body.</li> <li>• <b>MEEFAP funding:</b> Funds from the MEEFAP were allocated to strengthen Mali's Monitoring and Evaluation System to establish a Virtual Private network (VPN) system for monitoring results in a more</li> </ul>

<sup>105</sup> In this section and all sections that follow, a GPE contribution is rated 'significant' if it made a clear, positive, and noticeable difference in an outcome of interest to GPE. This outcome of interest need not necessarily be 'improved planning overall', but could be a noticeable improvement in sub-components of this desirable outcome, such as 'improved government ownership', 'improved participation', 'improved results framework', etc. Assessments are based on evaluator judgement based on interviews and documents consulted for this CLE.

<sup>106</sup> CL country mission reports 2017, 2018 and 2019.

<sup>107</sup> Ibid.

<sup>108</sup> Information taken from the minutes of the LEG.

timely fashion.<sup>109</sup> The objective of MEEFAP was to improve the EMIS by establishing a VPN system but was only partially met, with donors continuing the project after MEEFAP's conclusion.

- **CSEF grants:** GPE allocated a CSEF grant to civil society (COSC-EPT) in 2018. A major achievement (amongst others) from the grants was a strengthened partnership with the MEN.<sup>110</sup> The coalition is also part of the LEG and takes part in the annual JSRs but it is unclear to what extent this is the direct result of the grants.
- **Secretariat advocacy for civil society inclusion:** The GPE Secretariat repeatedly advocated for the inclusion of teachers' associations and parents' associations in discussions around education sector planning and monitoring.<sup>111</sup> Since 2019 teachers' associations are represented in the LEG. CSO stakeholders (international NGOs and teachers' associations) noted this as a very positive development and attested that Secretariat's advocacy legitimized their presence in discussions with donors and the government.
- **Global GPE events:** several technical advisors at the ministries responsible for education noted that the fact that the Secretariat invited MEN and MESRS officials to global workshops fostered learning opportunities and international exchange which contributed to good sector planning. Similarly, civil society appreciated workshops on the ESA to better identify gaps in the education sector and to what extent they were incorporated into sector planning.

#### LIMITED/NO CONTRIBUTION TO MUTUAL ACCOUNTABILITY

- **Learning assessment:** A comprehensive learning assessment is lacking in Mali, limiting the monitoring of the education sector. Neither the LEG, CA or GPE Secretariat pushed for Mali's participation in PASEC 2015 and other learning assessments were largely driven by donors.

#### NOT APPLICABLE / TOO EARLY TO TELL

- **JSR Guidelines:** During the mission in May 2019 the CL shared the GPE guidelines for effective joint sector reviews in the education sector.<sup>112</sup> At the moment of the evaluation it is not yet clear to what extent these guidelines will be incorporated into future JSR planning processes.
- **ESPIG (new) funding model features:** there is no evidence that fixed tranche GPE requirements for the ESPIG 2019 have stimulated sector monitoring (e.g. by influencing PRODEC II), but it may be too early to tell. Similarly, there has been no evidence that there was improved discussion around the variable tranche indicators, but it might also be too early to tell.

**88. Stakeholders across all groups (donors, government officials, civil society) agreed that over the last two years education sector dialogue has improved** due to: i) a strong engagement of the CA and government to organize and coordinate the LEG; and ii) an improvement in inclusiveness of the LEG which now features teachers' associations and CSOs. However, there is need to restructure the LEG to become more strategic rather than procedural and TWGs need revitalization to make the LEG more effective. Civil society noted GPE Secretariat involvement in advocating for their presence in meetings. While they participated in government meetings previously (often without invitation), Secretariat advocacy has legitimized their presence among donors and government.

<sup>109</sup> MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

<sup>110</sup> CSEF Report.

<sup>111</sup> CL country mission report 2017.

<sup>112</sup> <https://www.globalpartnership.org/content/practical-guide-effective-joint-sector-reviews-education-sector>.

**89. The CL made several recommendations to the LEG on how to improve mutual accountability** and creating a more clearly delineated system of responsibilities for monitoring and financial reporting. While the 2019 mission noted that the government had provided more detailed information in the new monitoring report RAP compared to previous RSTF, accountability issues still persisted under the RAP, although it provided useful information such as the sectoral trends in education outcomes, budget execution rates and financial support for sector plan implementation. However, like the RSTF information is aggregated by «Action du plan», by expense categories, and by programs without a detailed account of activities outlined in the Plan d'Action and activities implemented during the year. While the new RAP provides more and more detailed information than the RSTF, it is still not possible to monitor the effectiveness which limits the possibility for mutual accountability.

**90. GPE as a partnership had limited leverage to influence the quality of Joint Sector Reviews.** There was a trade-off between the length of the JSR specified by the GoM (which funds JSRs) and JSRs that provided in-depth discussion of findings. Following the recommendation of the CL the format of the 2016 JSR included several days of working sessions on specific topics in the education. However, the format changed for the following JSRs to a technical session and a political session. Similarly, recommendations on the RSTF have been implemented slowly. The RAP presents more detail on activities planned and activities undertaken but still does not use the Action Plan template as a basis to monitor progress in the education sector. This limits the usefulness of monitoring documentation during the JSR.

**91. A component of (the latest ESPIG) MEEFAP funding was dedicated to strengthening Mali's monitoring and evaluation capacity by supporting its Education Management Information System (EMIS).** More effective management and monitoring of the education sector was to be achieved through the establishment of a Virtual Private Network (VPN) for the collection, analysis and use of data.<sup>113</sup> Education Support Centers (Centre d'Animation Pédagogique – CAPs) at the provincial and central level could collect data in real-time, share and transfer the data more efficiently allowing for more time to be spent on accuracy and relevance of the data collected. It was estimated that a more prompt, accurate and cost-effective way of data collection<sup>114</sup> could benefit the GoM to identify key areas of need to target interventions, monitor impact and improve policy and program development in the long run. The project was used to establish proof of concept which could be expanded from regional levels to lower administrative levels and explore alternate uses of technology (such as mobile phones) to transmit data.

**92. In 2017 (the last year of the MEEFAP) the system was installed at the central level in 10 out of 18 CAPs targeted by the project.** Not all targeted CAPs were equipped with the VPN and the European Union (EU) took over the project thereafter to fund equipment and wiring of the remaining eight academies and all the CAPs. Additional support came from UNESCO to assist the government in transferring business applications to the new centralized computer platform. Although the project was not able to set up a full EMIS during its timeframe, it was estimated to be a strong blueprint for further continuation.<sup>115</sup> However, given the strong reliance of external funding, further efforts by the GoM, including funding by the GoM to ensure sustainability of the system in the future are needed.

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<sup>113</sup> MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>, September 2019.

<sup>114</sup> It was estimated that costs would be reduced through less use of paper-based questionnaires and reduced travel times.

<sup>115</sup> MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>, September 2019.

## Additional factors beyond GPE support

93. The most significant **positive** input to mutual accountability is the contribution of donor funding, such as EU and UNESCO funding, to improve monitoring processes and to strengthen the EMIS following the end of MEEFAP.

94. There were no unintended **negative or positive** effects of GPE support to sector dialogue or sector monitoring during the period of the evaluation.

## Implications for GPE ToC and country level operational model

95. Key monitoring tools of the GPE model are annual Joint Sector Reviews and regular LEG meetings. However, despite several recommendations of the CL to improve the quality of JSRs, progress in the uptake of recommendations has been slow. Government stakeholders acknowledge that there are trade-offs to be made between the format prescribed by the GoM (due to funding restrictions and the security context, for example), donors and suggestions by the Secretariat. GPE guidelines on JSRs streamline the process although the extent to which they will improve the quality of the JSR process remains to be seen. There might be a need to further strengthen capacities to produce quality implementation documentation (for example the alignment of the implementation reports with the operational plan) for JSRs to be used as effective monitoring tools.

96. The GPE model heavily relies on a set of in-country actors to support its country-level operations. For example, the coordination work done by the CA in country, that shares information between stakeholders, liaises between the government and donors, assists in the organization of the LEG. In Mali, stakeholders (government officials and donors) agreed that the CA played a key role in ensuring mutual accountability. LEG meetings took place on a bi-monthly basis and JSRs monitored the education sector on a yearly basis. However, several donors (including the CA) observed that coordination of stakeholders in the education sector is time intensive. GPE does not compensate the CA for tasks over and above the regular activities, which might potentially affect the capacity of CAs to operate effectively. Another issue raised was the complexity of roles and responsibilities between different in-country actors required by the GPE model, which necessitates training for the CA on how to effectively perform its role. This will be particularly important should the CA change, knowledge transfer is essential to maintain continuity. Though these proposals might not be justified on one country-case alone, they point at possible risks to the functioning of the GPE country-level operational model and possible strategies to mitigate those risks.

**Box 4 - Testing Assumptions and Assessing Strength of Evidence for Mutual Accountability**

For sector dialogue and monitoring, the four underlying assumptions in the country level ToC were: **(1)** GPE has sufficient leverage at global and country levels to influence LEG existence and functioning; **(2)** Country level stakeholders having the capabilities to work together to solve education sector issues. **(3)** Stakeholders have the opportunities (resources, time, conducive environment) to do so; **(4)** Stakeholders have the motivation (incentives) to do so. The final assessment at the end of the final year of this evaluation is:

**Three of four assumptions underlying sector dialogue and monitoring in GPE ToC in Mali hold.**

**Assumption 1 holds.** There was constant involvement of the CA to support the government to organize LEG meetings which took place regularly.

**Assumption 2 holds.** Motivation for engagement in the LEG is present and the LEG is active and inclusive. The CA facilitated the dialogue between government stakeholders and donors. However, capabilities at the ministries over time were limited due to a high turnover in ministerial staff and staff leaving for retirement.

**Assumption 3 partially holds.** Despite political instability, the LEG has met bi-monthly during the review period, with reasonable attendance rates of donors, technical advisors from all three ministries and high-level ministry staff. However, funding constraints at the GoM influenced the format of the JSR, with less time available for a thorough discussion of issues in the education sector.

**Assumption 4 holds** Stakeholders are engaged in dialogue, and there is commitment by stakeholders to participate in regular LEG meetings at the government level, donor level and CSO level.

**The evidence for assessing changes in the education system in Mali is moderate.** Dialogue is frequent and participatory and monitoring mechanisms function. Interviewed stakeholders were actively participating in the sector dialogue mechanisms, were knowledgeable on their functioning and provided a wealth of information around the JSR and LEG. There were however some gaps in documentary evidence, in particular in meeting notes for the LEG.

### 3.4 GPE contributions to sector financing<sup>116</sup>

97. A high-level overview of evaluation findings on sector financing and related GPE contributions during the review period is provided in Table 14. These observations are elaborated on through the findings and supporting evidence presented below.

Table 14 - Progress made and GPE contributions to sector financing

PROGRESS MADE TOWARDS MORE/BETTER EDUCATION SECTOR FINANCING (2009-2019)					LIKELIHOOD OF GPE CONTRIBUTIONS TO <sup>117</sup> :		
Total domestic educ. expenditure	Education share of domestic budget	Met 20% Goal? <sup>118</sup>	Total intl. education financing to country	Quality of intl. financing	Amount of domestic financing	Amount of intl. financing	Quality of intl. sector financing
Increasing between 2012 and 2015.	Fluctuating yearly, relatively constant overall between 2011 and 2015.	Not Met. In 2018, the GoM dedicated 18 percent of its government budget to education, which fell to 16 percent in 2019.	Fluctuating yearly, but overall increasing between 2013 and 2017.	Increased, with more donor harmonization in funding, but still room for improvement	Weak	Weak	Weak
					STRENGTH OF UNDERLYING EVIDENCE		
					1	2	3
					ASSUMPTIONS <sup>119</sup>		
					1	2	3

### Characteristics of sector financing during review period<sup>120</sup>

#### Amount and quality of public expenditure on education

**Finding 6:** In a context of ongoing political instability, expenditure on education remains moderate in Mali, both in absolute terms and as a percentage of its national budget.

98. In a context of ongoing political instability, government spending on education is moderate in Mali. UIS data shows that annual domestic education expenditures averaged US\$434 million over six years, 2011-2016, with a high of US\$504 million in 2015 and a low of US\$384 million in 2013 (Table 15). More recent data obtained from the Ministry of Finance Budget books (Loi de Finance) shows that budgeted

<sup>116</sup> This section addresses evaluation questions CEQ 1.5 and 1.6, as well as to (cross cutting) CEQs 3.1 and 3.2.

<sup>117</sup> Assessment is based on (i) existence/absence of positive change in respective area; (ii) stakeholder views on likelihood of GPE support/funding criteria having influenced domestic or international funding decisions; (iii) absence or existence of additional factors that are as/more likely than GPE support to explain noted trends.

<sup>118</sup> One of GPE ESPIG funding requirements is that 20 percent of government expenditure be invested in education, or that government expenditure on education show an increase toward the 20 percent threshold.

<sup>119</sup> (1) GPE has sufficient leverage to influence the amount and quality of domestic education sector financing, (2) External (contextual) factors permit national and international stakeholders to increase/improve the quality of sector financing, (3) stakeholders have the opportunities (resources, time, conducive environment) to do so

<sup>120</sup> Data is shown for three years prior to the review to account for the Coup d'état in 2012 and its effects on international financing.

total domestic education expenditure steeply increased from US\$621 million in 2018 to US\$727 million in 2019 to (Table 16). Between 2011 and 2016, the GoM dedicated 18 percent on average to the education sector. This is despite the coup d'état in 2012, after which the Malian government continued to protect and prioritize its education sector by allocating 22.4 percent of its budget to education. Recent data indicates an 18 percent government expenditure on education in 2018, even if it decreased to 16 percent in 2019 (Table 16).

**Table 15 - Domestic sector financing 2011 – 2016**

Category	2011	2012	2013	2014	2015	2016	Trend
Total domestic education expenditure, all levels, current US\$ (millions), UIS <sup>121</sup>	433	398	384	455	504	434	Fluctuating
Education share of total government budget, %, UIS	18.3%	22.4%	16.6%	18.2%	18.2%	13.9%	Fluctuating
Education expenditure as share of GDP, % UIS	3.3%	3.8%	3.5%	3.3%	3.6%	3.8%	Stable
Share of basic education domestic spending relative to total education spending, % UIS	38.5%	38.3%	39.5%	43.2%	45.1%	39.6%	Increasing until 2015

Source: UIS.

**Table 16 - Domestic sector financing 2018-2019**

Category	2018	2019	Trend
Total domestic education expenditure, FCFA (millions), GoM	355,744	396,910	Up
Total domestic education expenditure, all levels, current US\$ (millions), GoM	621.71	727	Up
Gross Domestic Product, US\$ (millions), World Bank	17,197	17,197 <sup>122</sup>	n/a <sup>123</sup>
Education Share of Total Government Budget, %, GoM	18.0%	16.7%	Down

Source: *Loi de Finance (2019)*, all ministries MEN, MESRS, MEFP

**99. As a percentage of GDP, Mali has remained below the 4-6 percent target set by the Incheon declaration.** Data from UIS between 2011 and 2016 shows that as a percentage of GDP, the education share has fluctuated between 3.3 percent in 2011 and 2014 and 3.8 percent in 2012 and 2016. This is because despite volatile security conditions, Mali's economic performance has been reasonably strong, with GDP growth rates plummeting in 2012 but recovering to 7% in 2014 and remaining stable at around 5% since then.<sup>124</sup> This is due to a strong agricultural sector, reasonable good weather conditions and positive developments in the growth of the service and tertiary sector including

<sup>121</sup> Total general (local, regional and central) government expenditure on education (current, capital and transfers).

<sup>122</sup> Note that the World Bank data did not yet release the GDP for 2019. As a result, we assume that GDP in 2019 is the same as 2018.

<sup>123</sup> Since we assume that GDP in 2019 is the same as 2018, the change between 2018 and 2019 is zero by assumption, therefore we mark the change as n/a.

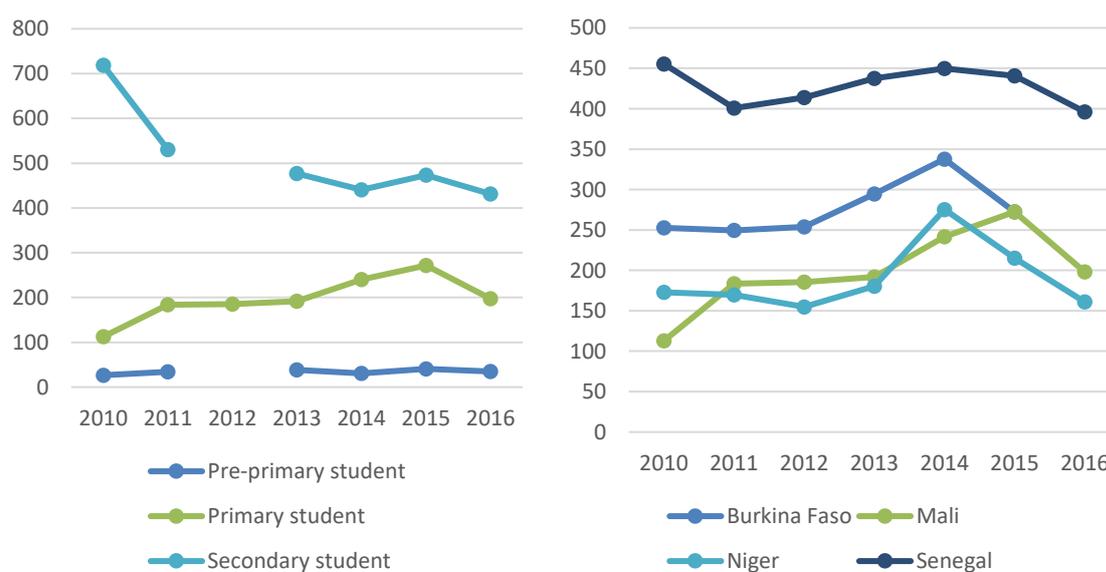
<sup>124</sup> International Development Association Project Appraisal Document on a proposed credit/grant to the Republic of Mali for Mali Improving Education Quality and Results for all project (IQRA) (13 August 2019).

telecoms, transport, and trade.<sup>125</sup> With a relatively stable expenditure between 2011 and 2016, the average education expenditure as a share of GDP remained around 3.5%.

100. **Governmental education broadly prioritized basic education expenditure.** The GoM consistently dedicated more than a third of total education expenditure to basic education. Over time, the percentage of funds allocated to basic education increased from 38 percent in 2011 to 45 percent in 2015. Under PRODEC I (2001-2011) basic education played a prominent role, with one component dedicated to increasing the quality of basic education. A similar point was made for PIRSEF, the intermediary education sector plan. In 2015, the target set by GPE to dedicate 45 percent of the education budget towards primary education (if universal primary education is not reached) was reached but was not fulfilled in the subsequent years.

101. **Per student spending on education at pre-primary level remained low and stable between 2010 and 2015 while education spending at primary level increased between 2010 and 2015.** Figure 2 (left) shows a stable education expenditure per pre-primary student at around US\$34 and an increase in expenditure per primary student from US\$112 in 2010 to US\$271 in 2015. This is despite the political unrest in 2012, which clearly shows GoM prioritizes primary education. In contrast, expenditures per secondary student decreased sharply during the crisis but stabilized shortly after. Since 2013 expenditures per secondary student remained stable at around US\$460. Figure 2 (right) shows a comparison of Mali with three of its neighboring countries: Burkina Faso, Niger and Senegal. The comparison shows a degree of parity for Burkina Faso, Niger and Mali with a similar trend in expenditure per primary student over the years. While Senegal spent consistently between US\$400 to US\$450 per primary student – roughly US\$300 more than Mali, Burkina Faso spent between US\$60 and US\$100 dollars more than Mali. Since 2015, expenditure per student decreased sharply, a trend that can be observed in all countries, which might be potentially linked to increased fragility in the region. Given that Mali has not yet reached universal enrollment in primary education and that the school age population is increasing, the decrease in education spending per primary student following 2015 might indicate a lack of adequate financing in the coming years.

**Figure 2 - Education spending (in US\$) by education level in Mali (left) and per primary student by country (right)<sup>126</sup>**



<sup>125</sup> Ibid.

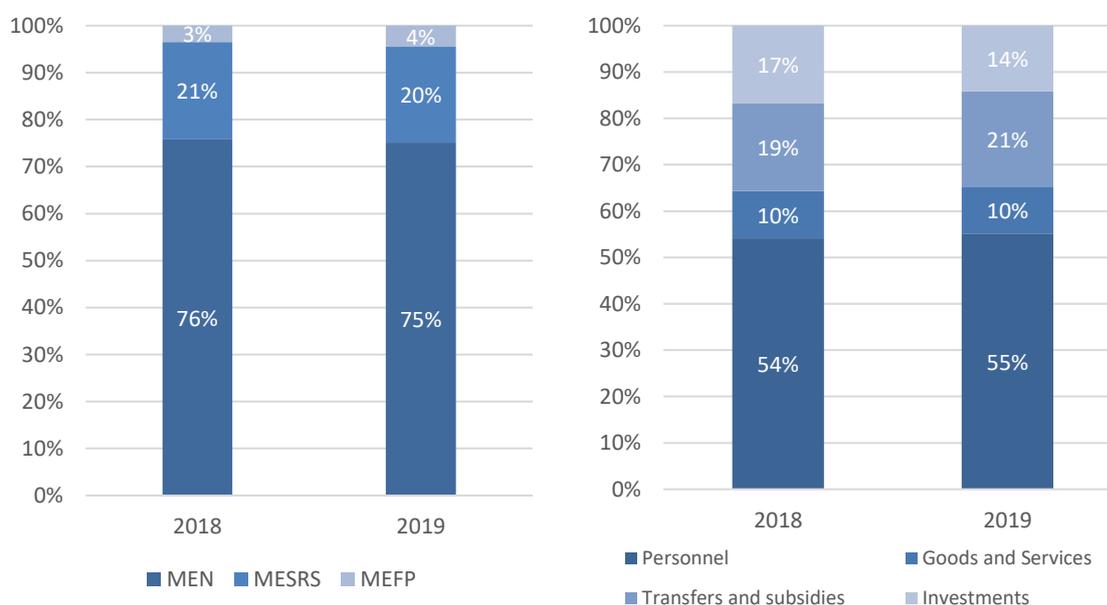
<sup>126</sup> UIS data.

Source: UIS data, constant US\$PPP

102. **Since 2018, the format of the RSTF has changed to become a RAP (Rapport Annuel de Performance).** The yearly RAP (previously RSTF) reports and Ministry of Finance Budget books (Loi de Finance) provide detailed information on government spending. The previous CLE (2018) reported discrepancies between the format of financial reporting in the Ministry of Finance budget books and the RSTF and with different figures being quoted for the same indicator. The Ministry of Economy and Finance budgets treats each ministry's budget as one centralized budget, while the RSTF divided each of the ministry's budgets between centralized and decentralized expenditure. Since 2018, each ministry delivers a separate RAP detailing its expenses and execution rates by their own programs (for example for the MEN this includes administration, support to basic education, general education and diversifying technical and vocational secondary education). Similarly, to the RSTF, the RAP separates an action plan budget from the main body of financing, which hampers an assessment of financing directly related to the action plan. As a result, an assessment of progress in the implementation of the education sector plan and an assessment of efficiency of financing of the education sector (i.e. who finances what) is limited.

103. **The largest portion of the education budget is disbursed by the MEN.** Central ministries are responsible for government spending on education policies and investment projects but most of the sector budget allocation is decentralized to regional governments. In budget documents it is clear how much each ministry spent. However, it is not clear whether it was at the centralized or decentralized level. In the Ministry of Finance budget, it is specified how much was dispensed to regions, but it is not clear for what purpose it was allocated or used. Figure 3 shows that three quarters of the education budget is spent by the MEN, followed by the MESRS and the lowest percentage, only 3% of the overall education budget, is disbursed by the MEFP.

Figure 3 - Education budget allocation by target ministry and type of spending



Source: Loi de Finance<sup>127</sup> (2019)

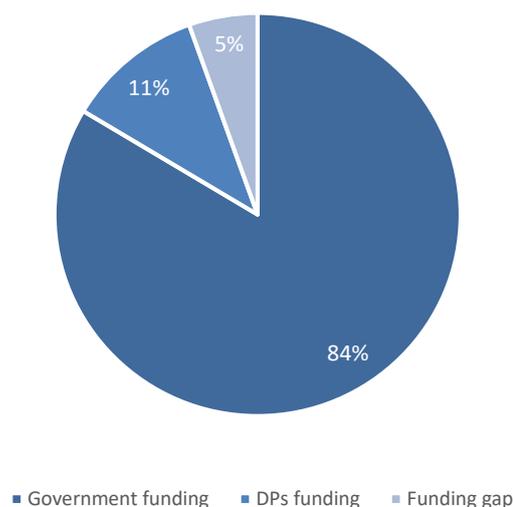
104. **Recurring expenditures are relatively high in Mali.** In 2018 and in 2019, across all three ministries, personnel costs made up half of the education expenditures. Another third was spent on

<sup>127</sup> <https://www.finances.gouv.ml/lois-des-finances/loi-de-finances-2019-pdf>

transfers and subsidies and goods and services combined. This leaves 17 percent of the education expenditures to investments in 2018 with a decrease to 14 percent in 2019. Between 2017 and 2019 the percentage of expenditures on personnel has slightly increased (from 50 percent in 2017 to 55 percent in 2019) while capital investments have decreased.<sup>128</sup> Given the high need for education infrastructure especially in the north of the country, low capital investments might hamper related progress, in particular in the northern regions.

**105. More than three quarters of the education sector plan PRODEC II is financed by the GoM.** PRODEC II is estimated to cost CFA1.9 trillion for the first three years (between 2019 and 2022).<sup>129</sup> Of the CFA1.9 trillion, 84 percent is to be financed by the GoM, 11 percent will be financed by donors<sup>130</sup> and 5% remain as a financing gap (Figure 4). One of the issues for the implementation of PRODEC II will be whether it will be sufficiently financed. Several government stakeholders identified this issue as a key risk to overall implementation. A second issue in overall financing arises from a lack of GPE funding in the first year of PRODEC II. Since PRODEC II was endorsed in June 2019, the application for GPE funding was submitted in November 2019, with funding available earliest mid-2020. While this has been considered in the finance provision of the GoM, it reduces the funding available for PRODEC II in its first year, which might be critical for successful implementation overall.

**Figure 4 - PAPB funding for PRODEC II, 2019-2022**



**106. Despite a policy of free public basic education, households in Mali contribute significantly to the financing of education through school fees and by financing school supplies.** In 2015, Malian households spent about FCFA72.4 billion for the schooling of their children at different levels of education. This corresponds to about 20.7% of all education expenditure from the state and households combined. Especially in the lower education cycle, disparities exist with families paying tuition fees of FCFA6,661 (US\$11) for first cycle of the fundamental and FCFA9 822 (US\$16.5) in the second cycle in 2015.<sup>131</sup> These fees change between private and public schools. For example, private

<sup>128</sup> First year report, 2018.

<sup>129</sup> PAPB 2019-2022.

<sup>130</sup> Including GPE financing.

<sup>131</sup> ESA (2017).

religious schools charge almost three times public schools fees for primary education. The school cost burden on households presents a major barrier for children to access education and quality learning.

### Amount and quality of international financing

**Finding 7:** Education ODA was disrupted significantly by the coup d'état in 2012. While it has grown considerably between 2013 and 2017, it has not yet reached pre-crisis levels. The crisis also negatively affected funding modalities, with donors reverting to project-based funding rather than providing sector budget support.

107. **Overseas Development Assistance (ODA) to Mali has fluctuated over the years, but overall increased since 2012.** In 2017 it received 2.8% of ODA from all official donors and DPs allocated to Sub-Saharan Africa (SSA), ranking among the top 15 recipients of ODA in SSA. During the political instability of 2011, aid decreased significantly and in 2012 donors froze their support to Mali following the coup d'état.<sup>132</sup> According to Creditor Reporting System-reported ODA figures, this did not make a significant difference for ODA in the education sector in the long-run, with ODA dipping in 2012, but increasing thereafter. Since 2012, ODA to Mali fluctuated yearly but with an overall increase from US\$1.3 billion in 2013 to US\$1.4 billion in 2017 (Table 17), surpassing the pre-crisis ODA level of US\$1 billion in 2010.

108. **ODA expenditure to the education sector, similarly, sharply decreased and then steadily increased, but overall insufficiently recovered from the crisis in 2012.** Between 2010 and 2012 ODA expenditure to education has decreased sharply from US\$124 million to US\$44.5 million in 2013 and slowly increased to US\$99 million in 2017 (Table 16). In 2017, ODA expenditure to the education sector still has not fully recovered to the levels before the coup d'état, it remains at 80 percent of the education expenditure in 2010. During the political crisis, ODA expenditure shifted away from the education sector with only 3.4% of total ODA allocated to education in 2013 compared to 11.8 percent in 2010. Since 2013 education ODA as a percentage of total ODA increased to 7% in 2017 but remains 3 percentage points lower than in 2010. Between 2013 and 2016 more than 60 percent of the total education expenditure was funded by ODA. In 2014, 4% of ODA was dedicated to education facilities and training.<sup>133</sup>

**Table 17 - ODA sector financing from 2010 to 2017<sup>134</sup>**

Type	2010	2011	2012	2013	2014	2015	2016	2017	Trend
Total ODA, all sectors, (humanitarian and	1,052	1,178	999	1,314	1,174	1,315	1,300	1,426	Rising as of 2013 but fluctuating

<sup>132</sup> MEEFAP Completion Report (2018) retrieved from p. 14.

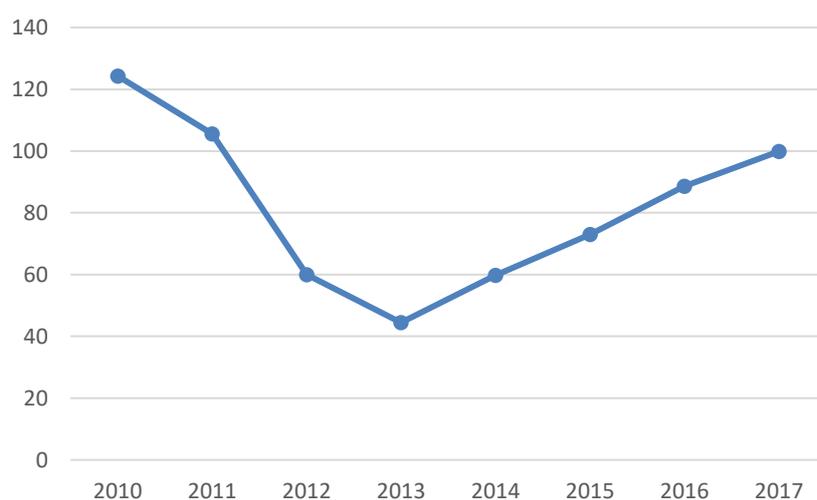
<sup>133</sup> <https://stats.oecd.org/Index.aspx?DataSetCode=crs1>.

<sup>134</sup> This table draws primarily from OECD Stat data. Figures in million US\$, constant 2017 values (i.e. inflation-adjusted), rounded. Sources: OECD CRS.

Type	2010	2011	2012	2013	2014	2015	2016	2017	Trend
development), million US\$									every other year
<b>Total education ODA (humanitarian and development), million US\$</b>	124.3	105.6	60.0	44.5	59.8	73.0	88.6	99.9	Up since 2013 after a dramatic fall in 2012
<b>Education ODA as % of total ODA (humanitarian and development)</b>	11.8%	9.0%	6.0%	3.4%	5.1%	5.6%	6.8%	7.0%	Down and then up
<b>Basic education ODA as % of total education ODA (development only)</b>	48.7%	38.1%	48.4%	41.0%	36.2%	38.9%	49.7%	55.1%	Fluctuating but up in the last three years

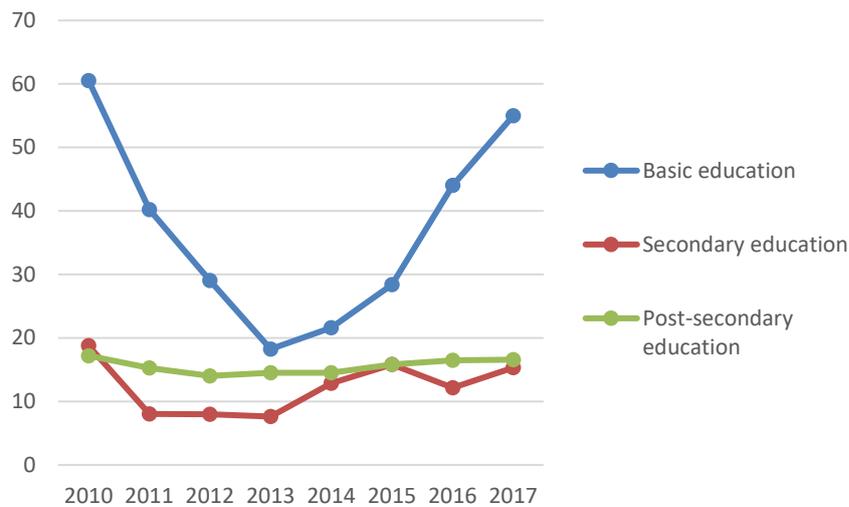
109. **Between 2010 and 2017, donors have consistently prioritized basic education relative to other education levels in Mali.**<sup>135</sup> In 2010, almost half of the ODA expenditure on education went to basic education (éducation fondamentale). Between 2010 and 2011 there was a sharp drop in ODA allocated to basic education as a percentage of total education ODA followed by a sharp increase in 2012. In 2014 basic education has received a third of overall education ODA. However, between 2014 and 2017 priorities have slowly been shifted back to basic education and in 2017, more than half of ODA allocated to education was allotted to basic education.

Figure 5 - Total ODA to Mali Education Sector,<sup>136</sup> US\$ millions



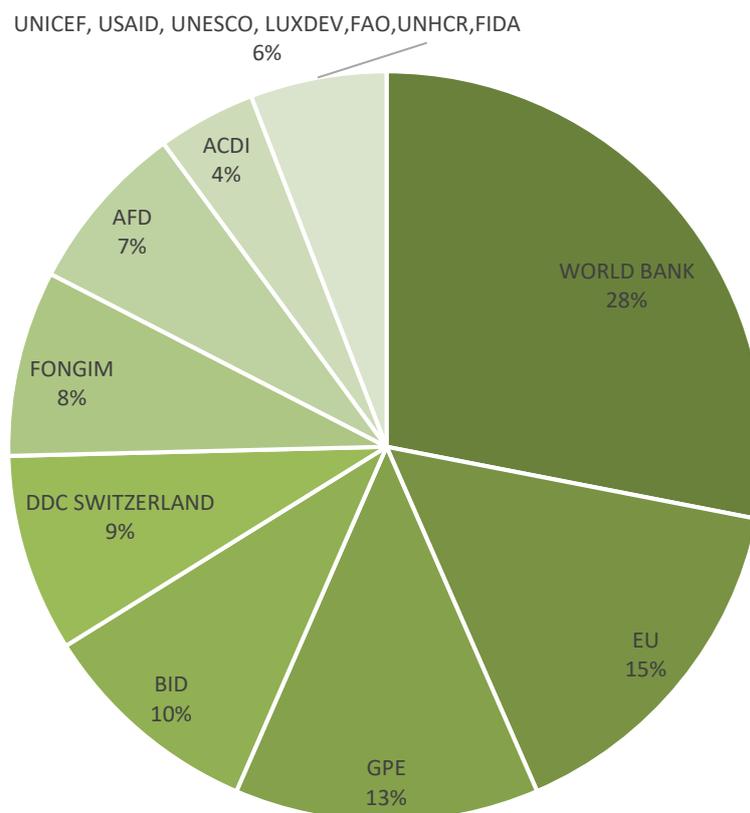
<sup>135</sup> While donors have prioritized basic education, they have not prioritized the education sector as a whole. The share of ODA dedicated to education is low compared to other developing countries. The average for all developing countries is around 8% in 2017.

<sup>136</sup> Data extracted on September 2019 from OECD.Stat.

Figure 6 - ODA by education level,<sup>137</sup> US\$ millions

110. **The World Bank provides the largest funding to the PAPB (2019-2022), followed by the EU and the GPE fund. Error! Reference source not found.** shows the distribution of donor funding to the first three years of PRODEC II as outlined in the PAPB. Overall, FCFA171 billion (11 percent) of the PAPB will be financed by donors. A third of outside funding has been pledged by the World Bank, followed by the EU (15.4 percent) and GPE (13 percent).

<sup>137</sup> Tertiary education is excluded.

Figure 7 - Donor funding to the PAPB (2019-2022)<sup>138/139</sup>

111. **The political crisis in 2012 also affected donor’s selection of funding modalities.** External financing to the education sector in Mali can be routed through several channels, the most common are general budget support (GBS) and sector budget support (SBS).<sup>140</sup> Prior to 2012, donors most commonly used the latter external financing mechanism as a channel to support the education sector. Following the coup d’état in 2012, almost all development partners reverted their funding mechanisms towards “project support”, which is either directly managed by the partners themselves or managed by a third party independent of the GoM. While donors currently prefer this funding

<sup>138</sup> PAPB 2019-2022 (April 2019). The percentages reported are those for donors that confirmed their funding, while some donors (GIZ, the Netherlands, OIF, UN Women amongst others) are listed as donors but have not yet announced their funding.

<sup>139</sup> These organizations contributed less than 4% to the PAPB overall. The allocations are as follows: UNICEF (1.9%), USAID (1.6%), UNESCO (0.8%), LUXDEV (0.7%), FAO (0.5%), UNHCR (0.2%) and FIDA (0.02%).

<sup>140</sup> General budget support (also called global budget support) is a financing mechanism which is recorded in the state budget without an allocation to pre-defined expenses. Rather, it enters the state budget directly and can be disbursed according to previously agreed upon criteria. General budget support accentuates policy or general budget priorities. In contrast, Sectoral Budget Support (SBS) focuses on sectoral priorities. It is intended to finance budget expenditures related to a specific sector and supports the implementation of a sector policy under government leadership. National procedures of public expenditure guide its disbursement. (ESA, 2017).

mechanism<sup>141</sup> to channel their support to the education sector, it limits alignment with national procedures in accordance with the Paris Declaration of Aid Effectiveness.

112. In 2017, the ESA expected that a normalization of the political and security situation in Mali would contribute to a movement back to the use of SBS as a funding modality.<sup>142</sup> However, to date there is little evidence that this is the case. In 2017, Canada was the only donor that funded the sector through sector budget support. The new ESPIG funding expected to be effective as of 2020 will be co-financed between the World Bank and GPE but similarly to the MEEFAP, will not be using national systems for its disbursement.

## GPE contributions to sector financing

**Finding 8:** While MEEFAP (2013-2017) funding provided a moderate portion of ODA to education (11.3 percent), the GPE fund was one the first to reinvest in the education sector in Mali following the coup d'état. Delays in the endorsement of a credible sector plan and inconsistencies in the application documentation have delayed the application for a third ESPIG funding, reducing education sector financing and potentially putting the full implementation of the education sector plan implementation at risk.

113. GPE offers a series of financial and non-financial mechanisms to support the quantity and quality of domestic and international sector financing. Table 18 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant, or no/limited contribution in Mali. This grouping does not constitute a formal score.

**Table 18 - GPE contributions to sector financing during the 2012-2018 review period**

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
N/A	<ul style="list-style-type: none"> <li><b>MEEFAP funding:</b> GPE's ESPIG 2013-2017 provided 11.4 percent of sector funding over the 2013-2017 period. More crucially, it was one of the first donors to reinvest in the education sector in Mali, following the coup d'état in 2012. This allowed to sustain some investment into the education sector, which has catalyzed additional funding from donors by rebuilding trust in the GoM.<sup>143</sup></li> </ul>
MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
<ul style="list-style-type: none"> <li><b>ESPIG requirement (on 45% of education funding dedicated to basic education if universal primary education has not yet been reached):</b> This requirement has been</li> </ul>	<ul style="list-style-type: none"> <li><b>GPE advocacy for donor harmonization:</b> During country missions the CL has repeatedly called for alignment of donor financing on sector planning and reporting. However, while the new ESPIG grant will be</li> </ul>

<sup>141</sup> This channel of financing is also commonly called "financing outside of the "loi de finances" (the government budget document outlining the budget of the GoM).

<sup>142</sup> ESA (2017).

<sup>143</sup> MEEFAP Completion Report (2018) retrieved from

<http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
<p>debated by several stakeholders during interviews in the second mission in 2019. Documentary evidence shows that there is willingness to fulfil the criterion<sup>144</sup> but that there is a necessary trade-off between education sub-sectors. Government stakeholders have described this criterion as a “tough criterion” as “other [sub]sectors also demand funds”, questioning whether the criterion can be applied in Mali due to the need and/or (political) pressure to also invest in other sub-sectors?</p>	<p>in collaboration with the World Bank (with US\$45.7 million provided by GPE and US\$80 million provided by World Bank), Mali has no pooled donor fund to the education sector. Donors have expressed the wish to coordinate closer on financing the education sector, and noted that having an ESP in place will possibly encourage donor alignment.</p>
LIMITED/NO CONTRIBUTION TO DOMESTIC FINANCING	LIMITED/NO CONTRIBUTION TO INTERNATIONAL FINANCING
<ul style="list-style-type: none"> <li>• <b>ESPIG funding requirement (on 20% of domestic financing to education):</b> Increased government funding to the education sector is likely due to a variety of reasons, including GoM commitment to the education sector and GPE global advocacy. While GPE ESPIG funding requirement to dedicate 20 percent of its government budget to education could have played a role for the MEEFAP funding, GoM has historically dedicated a large share of its budget to education. It is therefore not clear to what extent the ESPIG funding requirement has influenced education sector financing through its ESPIG criteria.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>GPE ESPIG funding modality:</b> GPE Results Framework indicator 29, that examines whether GPE program grants are aligned to and use their developing country partners’ national systems indicates a non-alignment between GPE funding and national systems in 2018.</li> </ul>
NOT APPLICABLE / TOO EARLY TO TELL	
<ul style="list-style-type: none"> <li>• <b>ESPIG III (2019) funding:</b> The GoM is in the process of applying for a third ESPIG, which will be a fund of US\$45.7 million, co-funded by the World Bank. The overall amount of funding will be US\$125.7 million. However, given the delays in PRODEC II the GoM can apply for a new ESPIG soonest in November 2019.<sup>145</sup> This implies that the education sector is without GPE funding for the first part of PRODEC II implementation, putting sector plan implementation at risk.</li> <li>• <b>Variable tranche:</b> The MEEFAP did not have a variable tranche in its funding model. In the new ESPIG III request, US\$30 million will be linked to DLIs. However, it is too early to tell to what extent it will contribute to more efficient financing of the education sector.</li> </ul>	

## Additional factors beyond GPE support

114. A **positive** factor that affected domestic financing beyond GPE support was an increase in the nominal allocations to the education sector, in absolute terms and as a percentage of government budget. A **negative** factor affecting the financing of the education sector was the political situation following the coup d’état in 2012 after which most donors froze their financing to Mali for a year.

<sup>144</sup> CL mission Report 2018, QAR II.

<sup>145</sup> The application has been re-submitted twice, once beginning of November and a final application on 27 November 2019.

115. No **positive or negative** unplanned effects of GPE support were identified.

## Implications for GPE ToC and country level operational model

116. While GPE funding contributed a small share of overall support to the PIRSEF, it had a significant role re-fostering trust of donors into GoM following the coup d'état in 2012. Following periods of crisis, documentary evidence<sup>146</sup> shows that dialogue structures were held open and the GPE fund was among the first to continue financially supporting the education sector. As a result, GPE financing helped to rebuild donor trust following periods of crisis.

### Box 5 - Testing Assumptions and Assessing Strength of Evidence for Sector Financing

For sector financing, the three underlying assumptions in the country level ToC were: **(1)** GPE has sufficient leverage to influence the amount and quality of domestic education sector financing; **(2)** external (contextual) factors permit national and international stakeholders to increase/improve the quality of sector financing; and **(3)** stakeholders have the opportunities (resources, time, conducive environment) to do so. The final assessment at the end of the final year of this evaluation is:

**Two of three assumptions underlying sector financing in the GPE ToC in Mali partially hold.**

**Assumption 1 does not hold.** Mali has traditionally invested a large share of its budget into the education sector. Excluding debt service, it has reached the 20 percent mark even before GPE funding criteria were established. Currently, Mali does not receive any ESPIG funding from GPE.

**Assumption 2 partially holds.** The conflict and political instability 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. While there is the will to improve coordination around financing, a "project" approach still remains the major fiduciary modality.

**Assumption 3 partially holds.** The political situation in Mali stabilized in the recent year opening the opportunity to coordinate closer around sector financing. While stakeholders have expressed the wish to coordinate more closely it is too early to tell whether coordination will improve. Given GPE long term involvement in Mali, government stakeholders can capitalize on the capacity built during the MEEFAP.

**The evidence for assessing changes in the education system in Mali is modest.** While there is documentary evidence on government expenditures, education expenditures and expenditures by ministries, different documents present figures differently and there is no clear alignment between documents.

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<sup>146</sup> MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

### 3.5 GPE contributions to sector plan implementation<sup>147/148</sup>

117. A high-level overview of evaluation findings on sector plan implementation and on related GPE contributions during the review period is provided in Table 19. These observations are elaborated on through the findings and supporting evidence presented below.

**Table 19 - Progress made and GPE contributions to sector plan implementation**

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD <sup>149</sup>				
<p><b>Moderate:</b> Mali has been working under an interim education sector plan until 2018 with PRODEC endorsed in 2019. Monitoring documentation in Mali is insufficient to make a full assessment of sector plan implementation. Some modest advances have been made in relation to teacher training, school infrastructure and school feeding.</p>	<p><b>Moderate:</b> GPE has contributed in funding the implementation of a portion of the sector plan through MEEFAP. Under PRODEC II it is too early to assess overall sector implementation. However, the lack of ESPIG funding for the first period of PRODEC II might seriously affect overall sector plan implementation.</p>	1	2	3	4	5
		STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE <sup>150</sup>				
		1	2	3	4	5

#### Characteristics of sector plan implementation

**Finding 9:** The interim education plan PIRSEF was implemented between 2015 and 2018, two years longer than envisaged. While some progress has been made in relation to objectives around teacher training, school feeding, school construction and equipment, monitoring documentation is weak, limiting a full assessment of progress in the education sector.

118. Education sector plan implementation from 2015 to 2018 was guided by the Interim Education Sector Plan (or transitional education plan – TEP) PIRSEF. Since PRODEC II was endorsed two months before the mission of the second year CLE evaluation, the focus of sector implementation lies on PIRSEF. It remains to be seen how sector implementation under PRODEC II will evolve.

<sup>147</sup> This section addresses evaluation questions 1.3 and 1.4, as well as to (cross cutting) CEQs 3.1 and 3.2.

<sup>148</sup> This section triangulates findings on RF indicators 20, 21, 22, 23, 24 and 25

<sup>149</sup> For sector plan implementation, the five underlying assumptions in the country level ToC were: (1) Relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan; (2) Available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan; (3) Country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum; (4) Country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation; and (5) The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.

<sup>150</sup> The weighing of confirming and refuting evidence for each contribution claim is presented in **Error! Reference source not found.**

119. The “Rapport de Suivi Technique et Financier” (RSTF) reports on the implementation of the PIRSEF, and has several key issues, which translated into difficulties to assess overall sector plan implementation. A first issue with the RSTF as a monitoring document is a lack of linking activities in the operational plan to financial inputs from donors and the ministries and activities undertaken and implemented during the year. As a result, there is insufficient information to assess sector plan implementation overall. Second, the format of the RSTF does not follow the format of the annual action plan. It is not possible to see whether the actions listed in the second part are the complete list of actions undertaken during the year, whether this is a sample of actions undertaken or whether these activities have been the result of efforts undertaken during several years. While activities are divided by different donors and ministries, it is not evident whether PIRSEF had been used as a guiding document for these activities. Third, there is little information on the performance of decentralized governments responsible for implementing PIRSEF. Finally, the RSTF does not give information on the effectiveness of actions undertaken. For example, it is not clear whether teacher trainings led to an improvement of their pedagogical or subject knowledge or what type of training teachers underwent.

120. According to the RSTF 2017, approximately CFA70 billion (19 percent of the total budget of CFA371 billion allocated for the education sector) were spent on PIRSEF activities. Of the 70 billion, 24 billion was allocated to component one (quality), 34 billion were allocated to component two (access) and 11 billion to component 3 (management). However, execution rates were low and only 56 percent of the budget was executed. The execution rate for the first and second components was less than 50 percent, whereas for the third component it was over 100 percent.<sup>151</sup>

121. Table 20 provides details and examples of the activities implemented by the three ministries (MEN, MESRS, MEFP) according to the RSTF.

**Table 20 - Selected Implemented Activities by TEP (PIRSEF) priority area**

TEP PRIORITY AREA (PIRSEF)	Percent Executed	IMPLEMENTATION PROGRESS
<b>Component I:</b> Improving the quality of teaching/learning (CFA 24 billion)	<b>45%</b>	<p><b>MEFP</b></p> <ul style="list-style-type: none"> <li>Acquisition of computers and materials for developing a Chinese-funded vocational training center<sup>152</sup></li> </ul> <p><b>MEN</b></p> <ul style="list-style-type: none"> <li>Training of 3,856 basic school teachers</li> <li>Training of 554 general secondary and vocational teachers</li> <li>Training of 239 preschool teachers</li> <li>Training of 395 teacher trainers and school principles</li> </ul> <p><b>MESRS</b></p> <ul style="list-style-type: none"> <li>Development of a manual on quality assurance</li> <li>Development of quality procedures, and capacity building of teachers to work according to these procedures</li> </ul>
<b>Component II:</b> Improving access. General objective: to improve access to education and the	<b>44%</b>	<p><b>MEN</b></p> <ul style="list-style-type: none"> <li>Construction of three new schools, as well as a center for technical studies</li> <li>Monitoring and support for school canteens</li> </ul> <p><b>MESRS</b></p>

<sup>151</sup> RSTF (2017). The reason why the third component had an execution rate of 112 percent was that the GoM spent more on this component than what it originally budgeted.

<sup>152</sup> For more details on this center see <http://www.malinet.net/alerte/cooperation-mali-chine-76-milliards-pour-un-centre-de-formation/>.

TEP PRIORITY AREA (PIRSEF)	Percent Executed	IMPLEMENTATION PROGRESS
learning environment, through the construction, rehabilitation and equipping of school infrastructure and administrative structures (CFA 34 billion)		<ul style="list-style-type: none"> <li>• Development of tertiary institutes, purchase of equipment and upgrading of high school science labs</li> <li>• Establishment of regional university missions</li> </ul>
<b>Component III:</b> Strengthening the governance of the education and vocational training sector (CFA 11 billion)	<b>112%</b>	<p><b>MEFP</b></p> <ul style="list-style-type: none"> <li>• Refurbishment and equipping of MEFP offices</li> </ul> <p><b>MEN</b></p> <ul style="list-style-type: none"> <li>• Organization of 150 local and regional consultations for CAPs</li> </ul> <p><b>MESRS</b></p> <ul style="list-style-type: none"> <li>• Establishment of a consultation framework for coordinating at all levels of government on gender issues in education</li> </ul>

Source: Authors' elaboration from data in RSTF 2017, CLE Report (2018)

## GPE contributions to sector plan implementation

**Finding 10:** Following the coup d'état in 2012, GPE approved ESPIG was converted into an emergency fund to support the needs of displaced and at-risk students. Even though the MEEFAP was not specifically designed with PIRSEF in mind, it was aligned with the priorities of PIRSEF and significantly supported its implementation.

122. GPE uses a series of financial and non-financial mechanisms to support sector plan implementation. Table 21 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant, or insignificant contribution to plan implementation in Mali. This grouping does not constitute a formal score.

**Table 21 - Contributions to sector plan implementation during the 2013-2019 review period**

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> <li>• <b>MEEFAP funding:</b> MEEFAP funding (US\$ 41.7 million) has played a significant role in the implementation of PIRSEF. The GPE funding emerged as the second largest individual source of international financing to contribute to the education budget spending in 2017.<sup>153</sup></li> </ul>
MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> <li>• <b>LEG:</b> The LEG allowed an active involvement of donors in knowledge sharing and feedback, which contributed to the MEEFAP project. Some of the ESPIG-funded programs were continued by donors due to these coordination efforts.<sup>154</sup> However, some donors mentioned during interviews in the second mission that further harmonization and coordination in the education sector was needed.</li> </ul>

<sup>153</sup> RSTF (2017).

<sup>154</sup> MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

- **Coordinating Agent:** The coordination agent played a significant role in supporting donor meetings, liaising between donors and the government and coordinating the LEG.
- **Grant Agent:** The current grant agent provided guidance in the ESPIG applications (MEEFAP and IQRA). During the implementation of MEEFAP, the grant agent had weekly meetings with the ministry's implementing agencies, which allowed for a constructive trouble-shooting mechanism and removed potential bottlenecks in implementation.<sup>155</sup> Stakeholder interviews with key government implementation agencies during the second mission revealed that these meetings were perceived as a helpful mechanism for monitoring and implementation and contributed to overall project implementation.
- **Secretariat visits:** A review of the mission summary report suggests that during CL visits, the focus was on monitoring mechanisms, the development of PRODEC II and guidance on the ESPIG application as opposed to sector plan implementation. This might also be linked to i) the issue that monitoring documentation including the RSTF and the RAP does not clearly link the action plan to activities implemented and ii) that Mali has operated without a sector plan for five years following PIRSEF, making sector plan development a priority.

#### LIMITED/NO CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

- N/A

#### NOT APPLICABLE / TOO EARLY TO TELL

- **Variable tranche:** The ESPIG funding for the MEEFAP was granted to Mali before the introduction of the new funding model. The new ESPIG will fund the IQRA project and does include Development Linked Indicators (DLIs), but it is too early to tell how these indicators will affect overall sector plan implementation.

### 123. From 2013 to 2017, GPE funded Mali's Emergency Education for All Project of US\$41.7 million.

The project, originally designed in times of political stability, was transformed into an emergency grant following the coup d'état in 2012.<sup>156</sup> The aim of the emergency project was to support the implementation of policy measures related to improving access, equity, and expansion of basic education, as well as the management of the education sector. Activities focused on expanding access capacity to education and preserve education infrastructures in targeted zones. These activities included: i) financing school constructions' extension and equipment to accommodate increased enrollments resulting from the arrival of displaced students, ii) school feeding programs for affected students, iii) the provision of school material (school kit), remedial classes, and the construction of latrines and wells. The project was implemented in in seven prioritized areas in the south and three areas in the north.<sup>157</sup> Originally set out for three years, the project was restructured in 2016 and

<sup>155</sup> MEEFAP Completion Report (2018) retrieved from

<http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

<sup>156</sup> The original ESPIG aimed to support reforms related to improving quality and strengthening decentralized management of basic education. These objectives were to be implemented through development policy operations (DPOs). The preparation of the grant had reached the appraisal stage just prior to the coup d'état in March 2012 and the appraisal mission took place during that time. The change in the political landscape and resulting emergency situation, i.e. large displacements of population from the north to the south led the LEG to request redirecting the grant into an emergency operation to meet the urgent needs of displaced and at-risk students.

<sup>157</sup> These areas were chosen according to the following criteria: (i) the number of displaced people in the area, (ii) the number of community schools located in underserved zones, and (iii) the gross enrollment rate of the area. According to these criteria the following several areas were prioritized: Mopti, Kati, San, Ségou, Douentza (excluding the occupied center of the city), Bamako right and left banks. In the north the rural areas of Gao, Kidal and Tombouctou were chosen, with the understanding that the margin of action in these areas is limited.

extended to 2017 to provide additional time for activities to be implemented and achieve its outcomes.

124. **MEEFAP funding covered the period of PIRSEF but was not designed with PIRSEF in mind.** At the time of the ESPIG application in 2011, the operational plan PISE III covered the transition period between PRODEC I and PRODEC II. In 2014 the interim education sector plan PIRSEF was developed to cover the period 2015 to 2016 but was prolonged until 2018. Those timelines show that MEEFAP was not developed specifically with PIRSEF in mind. Nevertheless, the priorities of MEEFAP were closely aligned with the PIRSEF priorities and supported the government to achieve the TEP goals. Table 22 shows the MEEFAP contributions and their alignment with the PIRSEF priorities.

**Table 22 - ESPIG 2013-2017 (MEEFAP) implementation and contribution to overall TEP (PIRSEF) implementation<sup>158</sup>**

ESPIG (MEEFAP) COMPONENT	ESPIG (MEEFAP) ACHIEVEMENTS	TEP (PIRSEF) PRIORITY AREA
<b>MEEFAP COMPONENT ONE: Increasing access to quality basic education services</b>		
<b>Sub-component 1.1 School construction, rehabilitation and equipment</b>	<p><b>Partially achieved</b></p> <ul style="list-style-type: none"> <li>• 1,050 additional classrooms built (960 primary school classrooms, 81 lower secondary classrooms and 9 upper secondary classrooms – against a targeted 1,050 classrooms).</li> <li>• 786 out of 1,050 classroom (75 percent) were equipped with classroom materials.</li> <li>• 706 latrine blocs and 243 administrative offices constructed in some of the 1,050 schools as part of the “infrastructure kit”.</li> </ul>	<b>Component II:</b> To improve access to education and the learning environment, through the construction, rehabilitation and equipping of school infrastructure and administrative structures
<b>Sub-component 1.2 School health, feeding program and teaching materials</b>	<p><b>Achieved (above target)</b></p> <ul style="list-style-type: none"> <li>• Delivery of school health and nutrition programs in Dioila, Douentza, Gao Kati, Mopti, San, Sego and Tombouctou.</li> <li>• 577 (against a target of 300) canteens benefitted from school canteen program</li> <li>• 168,434 (against a target of 150,000) children benefitted from school meals. 47 percent (79163) were girls and 20 000 were displaced students.</li> <li>• 27.3 million meals provided (against a target of 23 million meals)<sup>159</sup></li> <li>• 1500 mothers of students trained in school health activities in support of school canteens</li> <li>• 19,581 girls (against an initial target of 15 000 girls) received incentives in the form of school materials such as textbooks, notebooks, calculators etc.</li> <li>• 52,500 additional students were enrolled in the targeted areas</li> </ul>	
<b>MEEFAP COMPONENT TWO: Strengthening the technical and pedagogical capacity of the education system</b>		

<sup>158</sup> All data taken from the MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

<sup>159</sup> During implementation of the project it was noted that the regularity of meals was not tracked. It was only mid-project that the GoM decided to track the number of meals disbursed.

ESPIG (MEEFAP) COMPONENT	ESPIG (MEEFAP) ACHIEVEMENTS	TEP (PIRSEF) PRIORITY AREA
<b>Sub-component 2.1</b> <b>Teacher training</b>	<b>Achieved (above target)</b> <ul style="list-style-type: none"> <li>• 4,833 (against a target of 2000) additional teachers trained. Training was provided to 2,150 basic education teachers in psychological support and remediation, to 250 secondary school teachers in competency-based learning, and to 30 teachers in multi-grade teaching.</li> <li>• 2,000 teachers trained on the new primary school curriculum.</li> <li>• 403 teachers trained on the new secondary school curriculum<sup>160</sup></li> <li>• 724 staff trained in addition to teachers (against a target of 375) <ul style="list-style-type: none"> <li>• 100 directors and educational advisors trained in monitoring techniques</li> <li>• 237 trainers and advisors trained in learning assessment techniques</li> <li>• 100 educational advisors and regional staff trained in subject didactical models for mobile schools</li> <li>• 75 educational advisors trained in the management of single-classroom school.</li> </ul> </li> </ul>	<b>Component I:</b> Improving the quality of teaching/learning
<b>Sub-component 2.2</b> <b>Pedagogical support to affected students</b>	<b>Exceedingly achieved</b> <ul style="list-style-type: none"> <li>• 39,981 students (of which approximately 48 percent were girls) benefitted from remedial classes – against a target of 20,000 students.</li> <li>• 30,925 students (against a target of 30 000 students) received school kits in the academies of Segou, Mopti, Douentza, Gao and Tombouctou<sup>161</sup></li> <li>• Training for 100 regional teachers in psychological support and remediation</li> <li>• Motivation bonus to 278 teachers in charge of remedial classes</li> </ul>	
<b>MEEFAP COMPONENT THREE</b> <b>Strengthening the administrative and monitoring capacity of the education system and project management</b>		
<b>Sub-component 3.1</b> <b>Involvement of the CGS in school management</b>	<b>Exceedingly achieved</b> <ul style="list-style-type: none"> <li>• 1,332 CGS set up and trained (initial target of 1,000)</li> <li>• 18,648 CGS members and 805 trainers from regional and local education authorities trained in managing school activities contributing to improving the</li> </ul>	<b>Component III:</b> Strengthening the governance of the education and

<sup>160</sup> The impact of these trainings has not been assessed but several missions were organized by the Training Directorates to follow-up and provide in-class support to trained teachers (MEEFAP Completion report 2018).

<sup>161</sup> In those areas many schools were closed due to security reasons.

ESPIG (MEEFAP) COMPONENT	ESPIG (MEEFAP) ACHIEVEMENTS	TEP (PIRSEF) PRIORITY AREA
	learning environment (school canteens, remedial classes).	vocational training sector
<b>Subcomponent 3.2 Support to the M&amp;E system in targeted areas</b>	<b>Partially achieved</b> <ul style="list-style-type: none"> <li>• EMIS improved by establishing a VPN at central level and in 10 academies.</li> <li>• Eight academies and CAPs not equipped yet with VPN (task taken over by the EU after closing of ESPIG).</li> </ul>	
<b>Subcomponent 3.3 Project Management</b>	<ul style="list-style-type: none"> <li>• Project Management</li> </ul>	

Source: Mali Emergency Education For All Completion Report (2018)

125. Table 22 shows that the activities undertaken through MEEFAP contributed to the aims of PIRSEF in increasing access to education through teacher training, strengthening school infrastructure and school feeding programs. The projects objectives were highly relevant and responded to key challenges of the education sector in Mali at the time following the severe crisis that limited access to education. The project also aligned with the government strategies, as it was a mere transformation of an ESPIG fund already approved and aligned to government objectives prior to the crisis.<sup>162</sup>

126. **While the project was rated as successful, achieving or over-achieving its targets, it is not clear how these actions contributed to higher-level education outcomes.** School attendance and completion were not measured and indicators on the enrollment of new students did not cover their previous status or whether they would have enrolled regardless of the program. The emergency context made it difficult to collect true baseline data against which progress could be measured.

127. **The project revealed several strengths and weaknesses during implementation.** The strengths of the project included i) high disbursement rates in the first six months and in the last year of the project with strong implementation progress, ii) strong government-ownership of the program with ministerial staff taking on the coordination role of technical teams and key responsibilities in project management and implementation assumed by the MEN's units, such as data reporting and fiduciary management, iii) technical teams of the MEN remaining in their positions to ensure continuity in implementation despite frequent staff turnover at the MEN and iv) early planning to restructure and extend the grant such that results could be achieved in an unpredictable political situation and constant volatility in implementation as the conflict moved geographically.<sup>163</sup> The weaknesses identified related to i) significant delays during the first construction phase as a result of limited capacities of construction manager agencies and poor monitoring of activities on site, ii) slow disbursement rates after the first six months of the project, due to some delays in the procurement process following the poor performance of contract management agencies and ii) higher unit costs due to taxes being retro-actively imposed on school construction.

<sup>162</sup> MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

<sup>163</sup> Ibid.

**Finding 11:** Mali has been without GPE funding for plan implementation since 2017, when the MEEFAP concluded. A new ESPIG application was submitted in November 2019.

128. The GoM has submitted a new ESPIG application for the Mali Improving Education Quality and Results for All Project (IQRA) in November 2019. The aim of the US\$125.7 million project is to improve conditions for better learning outcomes, to promote girls' access to lower and upper secondary education in underserved regions and to enhance the governance of the education system.<sup>164</sup> in collaboration with the World Bank (IDA). It consists of an US\$80 million grant from the World Bank and a US\$45.7 million grant from the GPE fund. The new GPE grant will follow the New Funding Model (NFM) introduced in 2014. This upcoming GPE funding will therefore be divided into a fixed part of US\$95.7 million and a variable part of US\$30 million, based on disbursement-linked indicators (DLIs). Because the development of PRODEC II was delayed, it was difficult for the GoM to apply for a third ESPIG funding before November 2019 implying that funding can only be disbursed in 2020 leaving a considerable gap in ODA funding to education sector plan implementation, confirmed by the Secretariat Country Lead in several country mission reports. The CL advised applying for accelerated funding or receiving additional funding under the already granted ESPDG, which was below the US\$500,000 threshold.<sup>165</sup> However, the GoM opted to apply for an ESPIG in November 2019. It is not clear why the accelerated funding mechanism was not taken up. The ESPIG application was submitted in November 2019 but had to be submitted twice due to inconsistencies in the documentation. Table 23 shows the proposed IQRA components for the fixed part, as per the draft project proposal of August 9, 2019.

**Table 23 - ESPIG 2020-2022 Components (as per the project proposal, August 2019)**

ESPIG COMPONENT	ESPIG TARGETED ACHIEVEMENTS	ESP PRIORITY AREA
<b>ESPIG PROGRAM COMPONENT ONE: Accelerating learning through improved quality of basic education (40 percent GPE (US\$20 million) and (60 percent IDA)</b>		
<b>Sub-component 1.1</b>	<p><b>Improving Quality in Primary and Lower Secondary Schools (US\$20 million – 100 percent GPE)</b></p> <p>The objective of the subcomponent will be achieved through (i) supporting the ongoing curriculum reform and acquisition of textbooks; (ii) training teachers to improve pedagogical practices in the classroom particularly focusing on new teaching methods in mathematics, science, and fostering the use of technology; and (iii) enhancing student assessment as well as the management and use student learning outcomes and results from school examinations.</p>	<b>Program 2: Improving teacher training and management</b>
<b>Sub-component 1.2</b>	<p><b>Improving Quality in Upper Secondary Schools (US\$30 million – 100 percent IDA)</b></p> <p>This subcomponent aims to address the low quality and governance of upper secondary education through adequate incentives and strategic approaches targeting both public and private general upper secondary schools. This subcomponent of the project will be DLI-based. US\$30 million will be released once the following indicators are satisfied: DLI1: Improved</p>	

<sup>164</sup> International Development Association Project Appraisal Document on a proposed credit/grant to the Republic of Mali for Mali Improving Education Quality and Results for all project (IQRA) (13 August 2019).

<sup>165</sup> 2018 Country Lead mission.

ESPIG COMPONENT	ESPIG TARGETED ACHIEVEMENTS	ESP PRIORITY AREA
	governance framework for the delivery of quality public general secondary education; DLI2: Improved governance framework for the delivery of quality private general secondary education; DLI3: Upper secondary pre-service teacher training enhanced; DLI4: Upper secondary in-service teacher training upgraded and DLI5: Secondary School Management Committee Established and Functional.	
<b>ESPIG PROGRAM COMPONENT TWO: Building Stronger Pathways for Girls Education Success (US\$45 million – 28 percent GPE and 72 percent IDA)</b>		
<b>Sub-component 2.1</b>	<b>Improving Conditions for Girls Participation and Completion of Secondary Education (US\$35 million – 36 percent GPE and 64 percent IDA)</b>  The objective of the subcomponent will be achieved through the construction and equipment of new schools in underserved areas, closer to the residence of beneficiary girls to increase their chances to complete secondary through facilitating their physical access.	<b>Program 3:</b> Improving equitable and inclusive access to quality education for all
<b>Sub-component 2.2</b>	<b>Incentivizing Transition and Retention of Girls in Secondary Education (US\$10 million – 100 percent IDA)</b>  The objective of the subcomponent will be achieved through the implementation of a set of interrelated activities namely school feeding, remediation, and targeted cash transfer programs in support of girls' education.	
<b>ESPIG PROGRAM COMPONENT THREE Strengthening the Governance and Resilience of the Education System (US\$25 million – 42 percent GPE and 58 percent IDA)</b>		
<b>Sub-component 3.1</b>	<b>Community Innovations for Improved Resilience and Better Education Service Delivery (US\$15 million – 70 percent GPE and 30 percent IDA).</b>  This subcomponent aims to address the issue of weak management and supervision of education services at the grassroots level through better school-based management and smart solutions to address school closure in conflict-affected areas.	<b>Program 4:</b> Strengthening the governance of the sector
<b>Subcomponent 3.2</b>	<b>Actionable Analytics for Improved Data-Based Decision Making (US\$10 million – 100 percent IDA)</b>  This subcomponent aims to address the lack of data management both at the central and decentralized levels and institutional capacity building at all level by integrating the EMIS systems at the decentralized and centralized levels	
<b>ESPIG PROGRAM COMPONENT FOUR Strengthening Project Management and Monitoring and Evaluation (US\$4.78 million – 35 percent GPE and 65 percent IDA).</b>		
	This component will finance project management related activities namely: (i) the provision of goods and services,	<b>Program 4:</b> Strengthening the

ESPIG COMPONENT	ESPIG TARGETED ACHIEVEMENTS	ESP PRIORITY AREA
	including auditing and training, and operating costs associated with project management and implementation including monitoring and evaluation (M&E); (ii) technical assistance for specific activities, such as data collection, school construction, school feeding management, etc.; and (iii) specific analytical studies to generate more evidence and knowledge for the education system.	governance of the sector

Source: *Improving Education Quality and Results for All Project (IQRA) Proposal June 26, 2019*

## Additional factors beyond GPE support

129. **During the period of review, several donors contributed significantly to implementing sector activities through their various projects, some of them aligned with PIRSEF.** The European Union supported the quality of education, strengthened the capacities of academies and CAPs nation-wide and supported school remediation country-wide through its US\$20 million PROF program and US\$40 million PAIS program.<sup>166</sup> UNICEF pledged US\$328,410 to support the quality of education through provision of learning materials, school remediation programs, school construction and equipment, teacher training and early childhood development in the regions Mopti, Sikasso, Gao, Kidal and Tombouctou. USAID supported the construction and rehabilitation of classrooms, quality of education (early grade reading), school remediation, teacher training, capacity building for the MoE and communities, vocational training and work readiness preparation. These activities were supported through three programs, i) the “Education Emergency Support Activity” 2016-2018 of US\$14.5 million and ii) the Education Recovery Support Activity 2015-2020 of US\$15.2 and iii) the Selective Integrating Reading Activity of US\$51 million. These programs were implemented in Segou, Mopti, Gao, Tombouctou, Menaka, Kidal, Taoudenni, Koulikoro, Sikasso, Gao and Menaka. In addition, WFP supports country-wide school feeding in Mali. Finally, the AFD supports school construction, teacher training and learning materials and vocational training in Gao and Mopti through two funds; a fund for secondary education 2016-2018 of US\$10 million and a fund for vocational training 2018-2022 of US\$10 million.<sup>167</sup>

130. **The political instability in Mali has meant that many aspects of PIRSEF have been beyond the control of the government and donors.** The north of Mali remains largely unstable with conflict disrupting the education system in those areas. The lack of government control in conflict-affected areas hampers the potential to successfully implement education sector plan activities.

131. One **positive** unintended consequence of MEEFAP funding was the impact on social development in targeted areas through the empowerment of local communities and school committees. CGS were given responsibility to manage school canteens and ensure a school friendly environment in addition to monitoring students and teacher attendance. This led to a strong appropriation of the program by committees.<sup>Table 1</sup> In addition, local communities contributed to the school meals program by providing additional supplies such as food, condiments and water. This allowed for a strong involvement of communities into the program and ensured a degree of sustainability.<sup>168</sup> A second positive consequence of GPE funding was that following the donor fund freeze after the coup d’état,

<sup>166</sup> MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

<sup>167</sup> MEEFAP Completion Report (2018) retrieved from <http://documents.worldbank.org/curated/en/535081531497182969/pdf/ICR00004473-07092018.pdf>.

<sup>168</sup> Ibid.

the MEEFAP supported Mali's education sector by injecting much-needed investments into the sector. As a result of the support, several donors followed suit and re-initiated their activities in Mali.

132. No **negative** unintended consequences of GPE support were identified.

### **Implications for GPE ToC and country level operational model**

133. Plan implementation is a key cornerstone of how GPE ToC conceptualizes the higher level of the results chain toward system and impact level changes. However, in fragile and conflict-affected countries the relevance and achievability of sector plans might be undermined by high staff turnover at the ministerial levels which brings to question how capacity can be retained and reinforced in such an environment.

**Box 6 - Testing Assumptions and Assessing Strength of Evidence for Sector Implementation**

For sector implementation the five underlying assumptions in the country level ToC were: **(1)** Relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan; **(2)** Available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan; **(3)** Country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum; **(4)** Country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation; and **(5)** The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data. The final assessment at the end of the final year of this evaluation is:

**One of five assumptions underlying sector planning in the GPE ToC in Mali holds.**

**Assumption 1 partially holds.** While the political situation in Mali has largely stabilized since the elections in 2018, implementation capacities have been reduced due to staff turnover and the fact that a portion of technical staff members are due to retire.

**Assumption 2 does not hold.** While domestic funding has favored the education sector over the year, Mali will be without GPE funding until 2020. This leaves a potentially large gap in education sector financing for the first years of PRODEC II, potentially severely hampering its implementation.

**Assumption 3 partially holds.** Development partners work through the LEG which is active and meets regularly. While alignment behind PRODEC II begun in 2019 it is not clear to what extent the ESP will be used as a guiding document for future sector plan implementation by donors.

**Assumption 4 partially holds.** While JSRs are taking place regularly in Mali and have improved over the years, monitoring reports do not align with the ESP and do not follow the format of the action plan. As a result, it is presently not possible to make an overall assessment of sector plan implementation and it remains to be seen whether the next JSR (based on the newly endorsed PRODEC II) will be able to better monitor sector plan implementation.

**Assumption 5 holds.** The sector plan includes provisions to strengthen monitoring through the EMIS.

**The evidence for assessing changes in the education system in Mali is modest.** PRODEC II was endorsed in June 2019, three months before the second-year evaluation. At present, there is no documentation on its implementation. Documentation on the implementation of PIRSEF was provided by the annual RSTF but did not align activities outlined in the annual operational plan with activities implemented. Stakeholders were knowledgeable on implementation and identified risks to the implementation of PRODEC II but noted that it is too early to give an assessment of the overall implementation of PRODEC II.

## 4 Progress towards a stronger education system<sup>169</sup>

### 4.1 Introduction

134. This section summarizes evaluation findings related to **Key Evaluation Question II** from the evaluation matrix: “Has sector plan implementation contributed to making the overall education system in Mali more effective and efficient?”

135. Given that PRODEC II was only endorsed in June 2019, progress towards a stronger education system is measured by drawing on evidence of achievements in the three priority areas outlined in the Interim Education Sector Strategic Plan (PIRSEF) which was initially planned for 2015/16 and was finally extended until 2018. The analysis focuses on changes that go beyond specific activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g., schools, MEN, MEFP and MESRS), as well as changes in relevant rules, norms and frameworks (e.g., standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.<sup>170</sup>

### 4.2 Progress towards a stronger education system

136. Table 24 provides an overview of system-level improvements observed in selected key aspects, whether the respective issue had been addressed in the TEP and whether TEP implementation likely contributed to the observed changes.<sup>171</sup>

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<sup>169</sup> This section triangulates findings against RF indicators 11, 12, 13, 15.

<sup>170</sup> Please see definition of ‘education systems’ in the terminology table of this report. The GPE 2020 corporate results framework indicators defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 3.3 on education financing); (b) equitable allocation of teachers (RF11, covered here under Access and Equity); (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance); (d) reduced student dropout and repetition rates (RF13, covered in section 5); (e) the proportion of key education indicators the country reports to UIS (RF14, covered here under Sector Management), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

<sup>171</sup> The fact that a certain issue had been addressed in the ESP does not guarantee that related changes occurred because of ESP implementation.

Table 24 - Assessment of the contribution of TEP (PIRSEF) implementation to system level change

PROGRESS/IMPROVEMENTS MADE DURING REVIEW PERIOD 2016-2019	HAD ISSUE BEEN ADDRESSED IN THE PIRSEF?	LIKELIHOOD OF PIRSEF 2015-2018 IMPLEMENTATION HAVING CONTRIBUTED TO NOTED IMPROVEMENTS	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD <sup>172</sup>			
			1	2	3	4
<b>Access and Equity: Weak.</b> There has been little progress in removing the obstacles for access in recent years. Some progress is observed in the construction of schools, although it has been driven by the construction of private schools. There have not been major changes in the system aiming at reducing gender or regional gaps in access.	<b>Yes.</b> Under the second component of PIRSEF access to education should be achieved amongst others through construction of schools and recruitment of teachers.	<b>Low.</b> There is little evidence of successful interventions under the access priority area of the PIRSEF.				
<b>Quality and Relevance: Weak.</b> The quality and relevance of education in Mali remains low, primarily due to a lack of training of teachers. There has not been progress on improving the pre and in-service teacher training during the review period. There are large disparities in quality between regions and types of schools with no observed attempts to reduce those.	<b>Yes.</b> Under its first component, PIRSEF aims to improve the quality of education through teacher training and improving student's education scores.	<b>Low.</b> There is no evidence of PIRSEF's education quality-focused initiatives having been successfully implemented.	<b>STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE<sup>173</sup></b>			
<b>Management: Weak.</b> The EMIS is partially functioning but there are concerns over quality of the data, the large number of CAPs without the VPN system set up and the quality assurance process at all levels. There is no national Learning Assessment System in Mali and there has not been any progress in establishing one.	<b>Partially.</b> The third component of PIRSEF aims to reinforce the management of schools.	<b>Low.</b> Although the EMIS was improved during the period 2014-2017, the reinforcement was not fully achieved. There is little evidence of other improvement in management due to implementation of PIRSEF programs.				

<sup>172</sup> The four underlying assumptions for this contribution claim were 1) sector plan implementation leads to improvements of previous shortcomings in relation to sector management; (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; (3) ESP implementation leads to improvements of previous shortcomings in relation to learning and (4) it leads to improvements in relation to equity.

<sup>173</sup> The weighing of confirming and refuting evidence for each contribution claim is presented in **Error! Reference source not found.**

## Progress towards a stronger education system during the review period, 2016-2019

### Access and Equity

**Finding 12:** The number of schools has grown in recent years, due to the construction of private schools at all levels. However, the increase in the number of schools has not been translated into a reduction of the numbers of children per school and the quality of school infrastructure remains a concern. Large regional differences in school infrastructure persist between the conflict-affected North and the South, with a growing number of schools closed in the north.

137. **School numbers and status.** The number of schools largely increased at all levels of education during the period 2016 to 2019. As Table 25 shows, the largest increase was in pre-primary schools followed by upper secondary schools. However, these two education levels started with a low number of schools in the CLE's baseline year, 2016. The number of pre-primary education schools experienced an increase in schools of 10 percent per year and the average growth of upper-secondary education schools was 8%, while primary and lower secondary schools grew at 3% and 4%, respectively. Already in 2016 primary schools constituted the lion share of schools overall, followed by lower secondary schools.

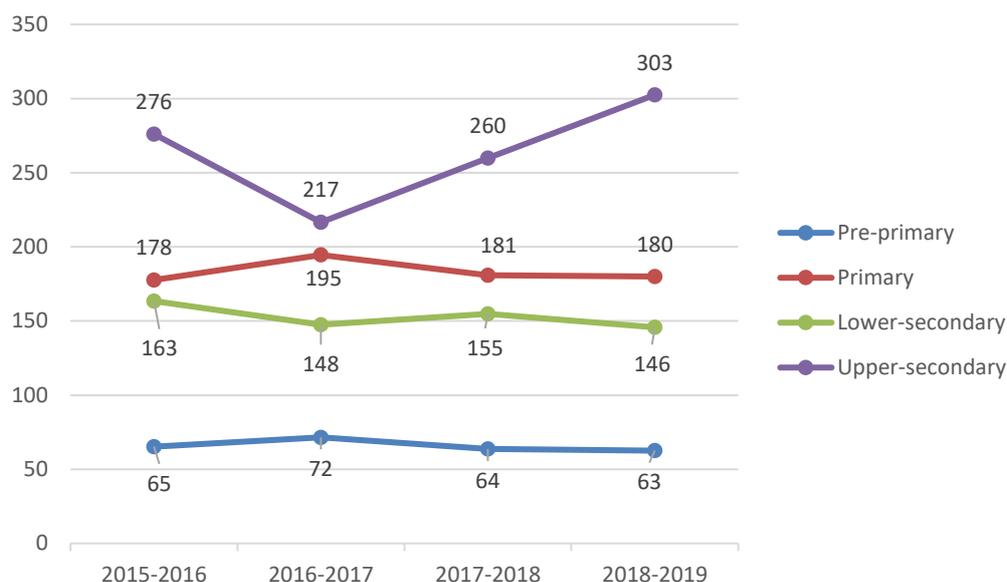
**Table 25 - Number of schools by education level**

Education level	2015/16	2016/17	2017/18	2018/19	Annual growth
Pre-primary	1631	1768	2060	2278	10%
Primary	13274	13038	13879	14513	3%
Lower secondary	4193	4184	4537	4709	4%
Upper secondary	715	885	856	914	8%

Source: *Rapport d'analyse des indicateurs 2014-2019*

138. **The increasing number of schools being built in Mali at all education levels has not resulted in less crowded schools**, which is an important factor for the low quality of education in Mali. Figure 8 shows how the number of children per school in pre-primary and primary levels have been stable over recent years. However, the upper levels of the education system have experienced opposite trends. While lower secondary schools have seen the average number of students per center reduced, the number in upper-secondary schools has dramatically increased from 2017 to 2010.

Figure 8 - Children per school



Source: Rapport d'analyse des indicateurs 2014-2019

139. The trend of the growth of the number of schools by type shown in Table 26 reveals that the **Mali education system is slowly moving towards privatization**, which is likely to worsen the socioeconomic schism between families who can afford to pay for education and those who cannot. Most schools are public, which currently represent around 50 percent of the total primary schools. The remaining half are divided between private schools (15 percent), community schools (15 percent) and Medersas (schools teaching in Arabic) (20 percent). At the secondary level half of the schools remain public, but the percentage of private schools increased to 30 percent, 2 percent are community schools and 18 percent are Medersas. Although the percentage of private schools still remains modest in comparison to public schools, the number of private schools increased in recent years at an average rate of 9 percent in both primary and lower secondary education levels during the period 2016-2019. Also, the number of Medersa schools increased recently, growing at an average rate of 4 and 5 percent yearly for primary and lower secondary school levels. In contrast, the number of community schools is falling, being almost insignificant in the lower secondary level.

Table 26 - Number of schools by school type

School type	2015/16	2016/17	2017/18	2018/19	Annual growth
<b>PRIMARY</b>					
<b>Public</b>	6937	6049	6939	7375	3%
<b>Private</b>	1958	2081	2365	2552	9%
<b>Community</b>	1841	2483	1837	1764	2%
<b>Medersa</b>	2538	2425	2738	2822	4%

LOWER SECONDARY					
Public	2166	2128	2200	2304	2%
Private	1207	1306	1473	1509	9%
Community	75	55	56	42	-7%
Medersa	745	695	808	854	5%

Source: *Rapport d'analyse des indicateurs 2014-2019*

**140. The infrastructure of schools in Mali is one of the main challenges of the education system.** Data shows that in 2017 only 10 percent of primary schools and 16 percent of lower secondary schools had regular electricity.<sup>174</sup> This might also affect EMIS data collection efforts at the school level, which is dependent on electricity. The differences in school infrastructure quality between Bamako and the rest of regions is very large and it is led by the lack of electricity in schools those regions. In 2017, while 59 percent of primary schools in Bamako had regular electricity, none of the rest of the regions had a proportion of schools with electricity higher than 9 percent. The differences in water availability and functional latrines are less severe but still significant.

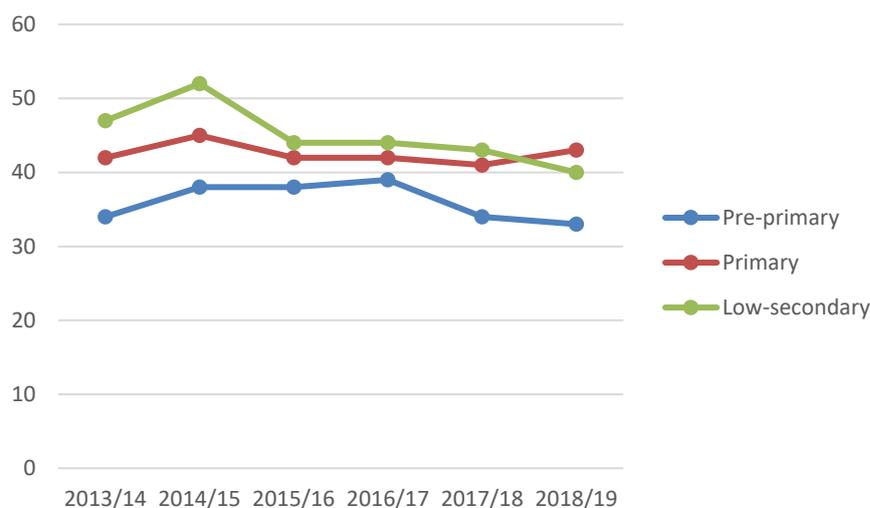
**141. There are important regional differences in the average distance of students to the closest school.** According to the implementation report presented during the JSR 2019, 95 percent of children in primary schools in Mali have access to a school less than 3km from their home, 1 percent a school between 3km and 5km from their home and 4 percent a school more than 5km away from their home. However, large regional disparities in the average distance to schools for primary school children persist. For example, while in Bamako 96 percent of primary school children have access to a school within 3km and only 2.2 percent of primary education students had their school further than 5km away from home a little more than 80 percent of students had access to a school less than 3km away from their home in Gao (84 percent) and Kidal (82 percent). 11 percent of primary school children in Gao have a school further than 5km away from their home, in Kidal, this percentage rises to 17 percent of primary students.

**142. Due to the conflict in the northern and central parts of the country, during 2018 and 2019 2% of the primary education schools have been temporarily closed affecting 41,536 students** who were registered in the affected schools. The conflict in the northern regions has recently expanded to central regions. 866 schools were closed between 2018 and 2019, the majority at the primary education level. Seven regions are affected (Tombouctou, Gao, Kidal, Menaka, Segou, Koulikoro and Mopti). The most affected region was Mopti with 523 schools closed.<sup>175</sup>

**143. While pupil-per-classroom ratios of lower secondary and pre-primary declined gradually in the last few years, the ratios in primary education remained stable and even increased slightly in 2018.** Overall, pupil-per-classroom ratios in Mali go up with the education level (Figure 9), although in 2018 the primary education ratio was the highest among the education levels due to the positive evolution of the ratios for pre-primary education. This change was driven by the boost in the construction of private pre-primary schools. The number of pre-primary private schools has almost doubled in the last few years, from 1,386 schools in 2013 to 2,434 schools in 2018.

<sup>174</sup> Rapport d'analyse des indicateurs 2014-2019.

<sup>175</sup> Report « Situation des écoles fermées de Décembre 2018 a Mars 2019 ».

**Figure 9 - Pupils-per-classroom ratios by education level 2013-2018**

Source: *Rapport d'analyse des indicateurs 2014-2019*

**144. Cost of education for families.** Even if primary and lower secondary education is free in Mali, families contribute to the financing of the education by taking charge of compulsory (school registration, school uniforms and materials and accommodation and canteen costs) and non-compulsory (transportation, extracurricular activities, etc.) expenses for the school attendance of their children. The Education Sector Analysis (2017) showed that in 2015 the overall expenditure made by households for the education of a child varies on average from FCFA13,687 at primary level to FCFA83,534 for higher education. In addition, compared to primary education costs, households spent about 2.5 times more per child in pre-primary, 30 percent more in lower secondary level and almost double for upper secondary. However, costs for families vary between the types of school their children are in. In primary and lower secondary education, the average expenditure per child is FCFA50,718 and FCFA79,702 respectively in the private sector, compared to FCFA6,661 and FCFA9,822 in the public sector. There is no evidence of successful interventions aimed at reducing the cost of education for families during the review period and PRODEC II does not include specific objectives or sub-objectives directly aiming at reducing the cost for households. There are some interventions that indirectly might reduce the costs (construction of canteens, etc.) but it remains to be seen whether these will be successfully implemented.

**145. Children with special needs.** The only program aimed at providing support to the education of children with special needs was implemented by Handicap International and was entirely donor funded (support of AFD, USAID, the Orange Foundation and Loch Maddy). It involved inclusive education projects in the regions of Sikasso, Tombouctou and Gao<sup>176</sup>. Results to assess the success and achievement of the program have not been made available to the evaluators.

**146. Gender differences in access.** During PIRSEF, there was little emphasis on addressing gender differences in access, but it is a sub-component of PRODEC II. Gender differences in access to education remain a challenge in Mali, especially in the conflict-affected North. Girls are at a disadvantage due to traditional gender norms. The main issue lies in lower retention rates for girls in the second education cycle as they have about the same chances as boys in the access and completion of the first cycle. However, girls are less likely to be in secondary school, technical and vocational

<sup>176</sup> Mali Education Sector Analysis (ESA 2017).

education, and higher education. In fact, girls are 5% less likely than boys to be enrolled in the first and second cycles of the fundamental; 4% less likely to be in secondary school overall (general, technical, vocational), and 18% less likely to access higher education.<sup>177</sup>

### Quality and relevance of teaching

**Finding 13:** There has not been much progress in the last few years in the improvement of pre-service and in-service teacher training, although it is widely recognized to be the main cause of the low quality of education in Mali.

147. Currently the majority of trained primary and secondary teachers would have undertaken pre-service training through teacher training centers (IFM), where prospective teachers normally have just passed the school leaving examination (DEF) after nine years of basic education.<sup>178</sup> The training takes four years, including three in college (upper secondary), and a year of practice teaching in a school. As the training centers are not able to train all the teachers needed by the system, Mali has an alternative strategy to train teachers. The SARPE (Stratégie Alternative de Recrutement du Personnel Enseignant) is a fast training route which involves taking slightly older students (with at least a DEF qualification) and training them over six months. SARPE is organized and taught by the local education authorities.<sup>179</sup> There are also highly educated teachers who hold university degrees who train to become primary education teachers. Mali recently introduced a new curriculum which includes the use of national languages as instruction languages alongside French, but the IFM and SARPE programs still focus on the classic program with only French. The new curriculum is being introduced gradually and it is accompanied by in-service training.

148. Table 27 shows that the majority of teachers working in schools in 2018 had been trained in teachers training centers (IFM), accounting for 35.1 percent of teachers in primary education and 46.1 percent in lower secondary. Private schools have the highest proportion of highly educated teachers (with university degrees) in both primary and lower secondary education, though the level is relatively low (13.3 and 22.9 percent respectively). In contrast, public schools have the lowest level of highly educated teachers. Furthermore, the proportion of teachers in public schools that have university education has dramatically decreased from 2017 to 2018 in both primary and lower secondary education. In primary the percentage went down from 20.66 percent to 4.7 percent and in lower secondary from 24.88 percent to 11.20 percent.<sup>180</sup>

**Table 27 - Percentage of teachers by training and school type (2018/19)**

Training	Types of schools				
	PRIMARY				
	Public	Private	Community	Medersa	Total
IFM	58,96%	20,49%	4,06%	4,88%	35,10%
SARPE	19,91%	11,20%	13,92%	4,67%	14,71%

<sup>177</sup> Mali Education Sector Analysis (ESA 2017).

<sup>178</sup> Mali: Main features of teacher education. Available at: <http://www.sussex.ac.uk/cie/projects/completed/tpa/mali>.

<sup>179</sup> Ibid.

<sup>180</sup> Rapport d'analyse des indicateurs, 2014-2019.

University	1,29%	13,28%	2,64%	6,33%	4,76%
Other	19,83%	55,03%	79,38%	84,13%	45,44%
<b>LOWER SECONDARY</b>					
IFM	75,92%	22,50%	24,58%	9,99%	46,09%
SARPE	16,42%	10,16%	27,12%	6,64%	12,87%
University	2,23%	22,99%	9,75%	10,52%	11,20%
Other	5,43%	44,35%	38,56%	72,85%	29,85%

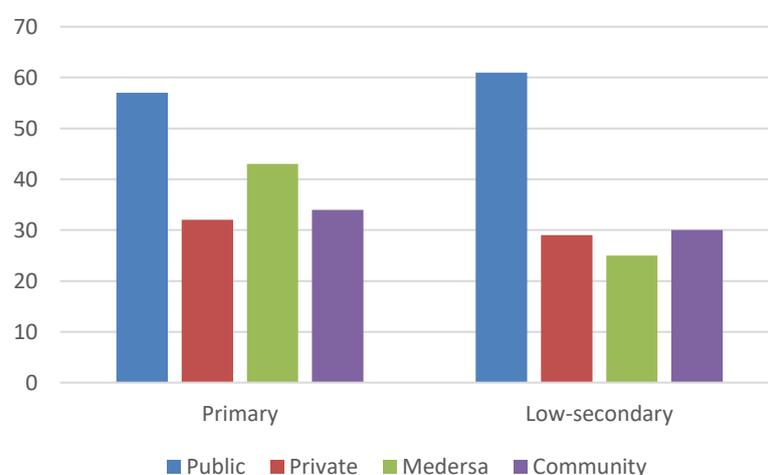
Source: Rapport d'analyse des indicateurs 2014-2019

**149. Despite increasing numbers of teachers trained, progress in the improvement of teachers' training during the implementation of PIRSEF was not fast enough to cover the overall need for teachers especially in light of a fast-growing population of school children.** The previous TEP did not include a specific objective for improving teachers' training. However, the recently developed PRODEC II includes the training of the teachers as one of the main axes and the second program of the plan aims to improve teacher's training (pre service and in service) and management. The focus of PRODEC II on improving the teachers' training was widely recognized among the stakeholders as a first step towards tackling a key hindrance to education quality in Mali.

**Finding 14:** In public schools the pupils per teacher ratio in primary and lower secondary education remains high.

**150. High pupil teacher ratios represent another key factor that hinders the quality of the education in Mali.** In 2018, there was an average of 45 students per teacher at both primary and lower secondary levels. However, there are large differences among school types (see Figure 10). While the public schools show pupil per teacher ratios of around 60 in primary and lower secondary, the private ones have around half the number. There were also important disparities between regions, with Bamako and Koulikoro best positioned and Tombouctou, Gao and Kidal at the bottom showing less favorable pupil teacher ratios (see Table 28). There is no data available to analyze the evolution over the last few years.

**Figure 10 - Pupils teacher ratios, Primary and Lower secondary education 2018/19**



Source: Rapport d'analyse des indicateurs 2014-2019

Table 28 - Pupil teacher ratio per region

Region	Primary	Lower secondary
Bamako	40	40
Gao	46	74
Kayes	38	48
Kidal	22	53
Koulikoro	43	43
Menaka	N/A	N/A
Mopti	56	55
Segou	54	42
Sikasso	54	44
Taoudenit	N/A	N/A
Tombouctou	53	76
<b>Total</b>	<b>45</b>	<b>45</b>

Source: Rapport d'analyse des indicateurs 2014-2019

151. **School materials** are not widely available for students. As Table 29 shows, in 2018, there was just an average of 0.59 and 0.63 school manuals per student for primary school level French and Math respectively (Grades 1-6), which means that there is normally almost one manual for every two students for the mentioned subjects. Even worse is the ratio of textbooks in the national languages, for which the value is 0.32 manuals per student, meaning that there is around one manual for every three students. Data on the evolution of these ratios is not available so it is not possible to judge whether there has been any change in recent years.

Table 29 - Ratios of school manual per student in primary education - 2018/19

Grade	French	National Language	Math
<b>Grade 1</b>	0.76	0.66	0.62
<b>Grade 2</b>	0.59	0.51	0.57
<b>Grade 3</b>	0.59	0.25	0.69
<b>Grade 4</b>	0.52	0.15	0.64
<b>Grade 5</b>	0.51	0.11	0.59
<b>Grade 6</b>	0.52	0.12	0.65
<b>TOTAL</b>	<b>0.59</b>	<b>0.32</b>	<b>0.63</b>

Source: Rapport d'analyse des indicateurs 2014-2019

## Sector Management

**Finding 15:** While the EMIS improved slightly with the support of the MEEFAP, the VPN system was not set up in all the provinces, and those that have it lack trained human resources and equipment. In addition, data quality is not credible due to lack of verification processes both at centralized and decentralized level.

152. **Sector monitoring.** A range of monitoring structures are in place, see section 3.3. JSRs review sector implementation over the years including the preparation of annual reports (RSTF). The reviews lead to a signed Aide Memoire that highlights areas that need to be addressed. In addition, a report of the status of some education system indicators is prepared annually to be presented in the JSR (*Rapport d'analyse des indicateurs du système éducatif*).

153. The previous GPE grant aimed at supporting the implementation of the sector plan (MEEFAP 2015-2017) achieved the improvement of the **EMIS**. Therefore, Mali has a relatively functional EMIS which consists of one system with two modules (one to capture teacher information and one system to monitor school information) which is installed in CAPs and teacher training centers.

154. The **SABER EMIS framework**<sup>181</sup> identifies four core policy areas that are shared by educational data systems that can be used as a basis for assessment of the education data system. These areas include (1) An enabling environment, where intended policies relate to a sustainable infrastructure and human resources that can handle data collection, management, and access; (2) System soundness where the processes and structure of the system support the components of a comprehensive information management system; (3) Quality data which is accurately collected, securely saved, and produces high-quality, timely information; and (4) Utilization – where the data is utilized to inform decisions in the sector.

**Table 30 - Situation in Mali regarding SABER core policy areas for education data systems**

CORE AREAS	SITUATION IN MALI
<b>Enabling environment</b>	There has been little improvement in the structures and organization for data collection, storage and analysis in Mali until 2017. There is still great room for progress on the distribution of roles and responsibilities between central and decentralized levels and between directorates and government departments. The GoM recently developed a new education statistics strategy to strengthen the National Statistical System of Education (SSNE) and the first component focuses on strengthening the institutional and organizational framework. At the time of this evaluation it was too early to assess the implications of the implementation of the strategy in the functioning of the EMIS system.
<b>System soundness</b>	There have been some efforts to strengthen monitoring at national and district levels and those are mainly driven by donors' initiatives, which poses serious sustainability concerns. According to the completion report of the MEEFAP grant, in 2017 a VPN was installed at the central level and in 10 CAPs. In addition, the QAR I of the current application for the ESPIG revealed that the EMIS is currently functional. However, there are still a number of CAPs which have not seen the VPN installed and stakeholder interviews

<sup>181</sup> World Bank SABER EMIS framework. Available at: <http://saber.worldbank.org/index.cfm?indx=8&pd=2&sub=0>

CORE AREAS	SITUATION IN MALI
	<p>revealed that those who have installed the system experience lack of equipment and training of key roles that input the data, resulting in not regular data being reported. The European Union (EU) took over the project thereafter to fund equipment and wiring of the remaining CAPs, with additional support from UNESCO. Although the MEEFAP was not able to set up a full EMIS during its timeframe, the EMIS is currently functional and it is estimated to be a strong blueprint for continuation.</p> <p>The main needs of the EMIS are to install the system in all CAPs and enhance trainings for the users as well as setting up a more rigorous data verification process.</p>
<b>Quality data</b>	<p>Stakeholders agreed that there are still credibility issues with EMIS data. The data is not representative as not all the CAPs report and there are no quality assurance or verification processes. This creates credibility issues related to EMIS data and impacts upon the political economy and the extent to which evidence-based decision making might be a priority.</p> <p>There remains a weak enabling environment and context. There is weak infrastructure to handle data and weak resources to collect, manage and analyze data, though there is improvement.</p>
<b>Utilization</b>	<p>While the data is being used for reporting when available (mainly preparing the report to be presented in the JSR), stakeholders had mixed views of the use of EMIS data in decision making.</p>

Source: *Elaborated by the authors*

155. The EMIS will be reinforced as part of the first phase of PRODEC II implementation, particularly in the areas of VPN (virtual private network) extension at all levels of the departments in charge of education, development of a service capacity building plan, updating of EMIS software, and annual production of statistical yearbooks.<sup>182</sup>

156. There is currently no national **Learning Assessment System (LAS)** in Mali. However, the first phase of PRODEC II envisages the establishment of a national system for the evaluation of learning at the central level, while at the decentralized level it will only be put in place during the second phase.<sup>183</sup>

157. Some independent learning assessments have been carried out in the past five years. Reading assessments using the Early Grade Reading Assessment (EGRA) were conducted in 2009 and 2015 (by RTI International on behalf of UNESCO). In addition, international learning assessment data were collected and analysed as part of the international learning assessment system PASEC in 1994–95, 2004–05 and 2011–12.<sup>184</sup> Mali participated in the PASEC assessment in 2019, but the results were not available on time to be included in this report.

158. Another relatively recent assessment has been the inception of Beekunko, a civil society-led learning assessment carried out 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

<sup>182</sup> QAR I of the 2019 ESPIG Application (May 2019).

<sup>183</sup> Ibid.

<sup>184</sup> Fr. la Conférence des Ministres de l'Éducation des États et gouvernements de la Francophonie.

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.<sup>185</sup> This review implies that 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 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 government’s data collection process.

### Did TEP (PIRSEF) implementation contribute to system-level changes?

**Finding 16:** There have been few improvements in the education system in Mali in recent years, and the few advances are not clearly linked to the implementation of PIRSEF.

159. The lack of progress can be linked to the absence of a permanent ESP to provide the education sector with a robust a consistent framework for implementation. In addition, the non-existence of a permanent ESP for the last 10 years makes the little progress achieved very difficult to track. Without a credible sector plan there was no theory of change to provide causal links between outputs and outcomes.

160. Table 31 outlines the system-level changes observed in Mali over the review period and links them with objectives of PIRSE.

**Table 31 - List of system-level improvements in the review period, against PIRSEF 2015-2018.**

	SYSTEM-LEVEL CHANGE	RELATIONSHIP TO PIRSEF IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
Changes related to access and equity	Changes in number of schools	Component 2: 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	Mainly driven by the construction of private schools. While we did not obtain data on whether the improvement was supported by DPs it appears unlikely that this would have been the case.
Changes related to quality and relevance	Improvement in pre-primary and lower secondary pupil-per-classroom ratios	Component 2: 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	Mainly driven by the construction of private schools. While we did not obtain data on whether the improvement was supported by DPs it appears unlikely that this would have been the case.

<sup>185</sup> Étude documentaire de quatre programmes citoyens d’évaluation des apprentissages. The Centre for Global Education Monitoring. The Australian Council for Educational Research. 2014.

	SYSTEM-LEVEL CHANGE	RELATIONSHIP TO PIRSEF IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
Changes related to sector management	EMIS reinforced and installed in some regions	<b>No.</b> The PIRSEF did not include activities related to EMIS strengthening.	GPE support through the MEEFAP grant

Source: Authors' elaboration from various sources

## Implications for GPE ToC and country level operational model

161. As a result of political instability and the lack of a comprehensive education sector framework to guide interventions towards system changes, improvements in the education system were not significant. Thus, the GPE model does not support countries in the reinforcement of their education system, something that should be explored.

162. Several informants in the Government of Mali mentioned examples of other countries (for example Senegal) where certain aspects of the education system have been successfully reinforced, often through innovative approaches. This highlights the willingness of the people in key positions in the government to learn more from neighboring countries and an opportunity might have been missed to make the GPE truly global. There are issues across country systems that are crucial and there is potential to take advantage of successful experiences to serve as examples to other countries. Some of the key issues that could be put on the table are the introduction of new curriculums, the digitization of the EMIS, teacher's management systems or learning assessment systems. Although the GRA were created to do this, their format was not successfully taken up by policymakers.

### Box 7 - Testing Assumptions and Assessing Strength of Evidence for Progress Toward Stronger Education Systems

The four underlying assumptions for this contribution claim were **(1)** sector plan implementation leads to improvements on previous shortcomings in relation to sector management; **(2)** there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; **(3)** ESP implementation leads to improvements on previous shortcomings in relation to learning; and **(4)** it leads to improvements in relation to equity.

The final assessment at the end of the final year of this evaluation is:

**Assumption 1 does not hold.** Mali did not have a quality, agreed upon, sector plan for the past 10 years. The TEP drove the education sector in the past years but most of the interventions aimed at strengthening the education system were not successfully implemented.

**Assumption 2 does not hold.** There was not enough capacity in Mali to analyze, report on and use available data. Technical capabilities were missing at all levels (central and regional), there was limited political will and a significant lack of resources which is sometimes compensated with donor's support.

**Assumption 3 does not hold.** The implementation of the PIRSEF did not improve the LAS in Mali and the country still struggles to assess the learning outcomes of students at all levels of education.

**Assumption 4 does not hold.** There is no clear evidence that the implementation of the PIRSEF led to improvements in equitable access to education.

**The evidence for assessing changes in the education system in Mali is weak.** There has not been a learning assessment in Mali since 2015 and despite frequently collected EMIS data, data on the northern regions in the country remain weak.

## 5 Progress towards stronger learning outcomes and equity<sup>186</sup>

### 5.1 Introduction

163. This section provides a brief overview of medium-term trends in relation to basic education learning outcomes, equity, gender equality and inclusion that occurred in Mali up to and during the review period (**Key Evaluation Question III** from the evaluation matrix: “Have improvements at education system level contributed to progress towards impact?”) Key sub-questions are:

- During the 2012-2018 period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education? (CEQ 6)
- Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4? (CEQ 6)
- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)
- What are implications of evaluation findings for GPE support to Mali? (**Key Evaluation Question IV**)

### 5.2 Progress towards impact-level outcomes

164. CLEs conducted during financial year 2018 showed that trying to establish verifiable links between specific system-level improvements during the review period on the one side and impact-level trends on the other side is not feasible given (i) the relatively short timeframe explored during CLEs and (ii) the time lag that typically exists between specific innovations and their reflection in impact-level trends. As such, section 5 illustrates trends in learning outcomes, equity, gender equality and inclusion, but does not attempt to directly link them to changes observed during the review period.

165. A high-level overview of evaluation findings on progress towards impact-level outcomes and related GPE contributions during the review period is provided in Table 32. These observations are elaborated on through the findings and supporting evidence presented below.

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<sup>186</sup> This section triangulates findings against results GPE results framework indicators 1 – 9.

Table 32 - Overview: CLE findings on contribution of system-level changes to impact-level changes

IMPROVEMENTS MADE DURING THE 2016-2019 REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE <sup>187</sup>	
<b>Equity, Gender Equality and Inclusion: Modest.</b> While there have been improvements in a number of areas, including Gender Parity Indexes (GPIs) for a number of indicators, increases in access and schooling and decreases in OOSC, these have not been consistent across levels of education and the regional differences have not been significantly narrowed.	<b>Equity, Gender Equality and Inclusion: Modest.</b> While there have been improvements in several areas, including GPIs for a number of indicators, increases in access and schooling and decreases in OOSC, these have not been consistent across levels of education and the regional differences have not been significantly narrowed.	1	2
<b>Learning: No evidence.</b> There is no data on learning outcomes for the period 2016-2019 to assess improvement.	<b>No evidence.</b> There is no strong evidence to link maintenance of learning outcomes with system-level changes.		

## Trends in learning outcomes, equity, gender equality and inclusion in the education sector in Mali from 2013 to 2019

### Equity, Gender Equality and Inclusion in Basic Education

166. There have been some achievements during the implementation of the interim sector plan (PIRSEF), including in terms of gender parity in pre-primary enrollment and transition from primary to secondary education.

**Finding 17:** Access to education remains very unequal for children in Mali. Although there have been slight improvements in some indicators in some education levels such as GER, repetition and OOSC rates, most gender and regional gaps remain unvaried.

167. Table 33 presents trends in indicators relevant to equity, gender equality and inclusion over the past years in Mali:

Table 33 - Trends in indicators for Equity, Gender Equality and Inclusion

INDICATORS THAT IMPROVED DURING THE 2013-2019 PERIOD
<b>Total enrollment at all education levels</b> <ul style="list-style-type: none"> <li>Total enrollment at all levels of education increased from 3,034,288 in 2013 to 3,682,412 in 2017 with a total growth of 21.3% and an annual growth of 4.98%.</li> </ul>

<sup>187</sup> The underlying assumptions for this contribution claim are (1) changes in the education system positively affect learning outcomes and equity, and (2) country-produced data on equity, efficiency and learning allow measuring/tracking these changes.

- UIS data shows improvement in the total pre-primary enrollment from 83,194 in 2013 to 126,495 in 2017 (total growth of 52% and annual growth of 11.15%). JSR 2019 data also shows an increase in pre-primary level enrollment from 91,607 in 2013 to 142,523 in 2017 (55.6% total growth).
- UIS data shows an increase in the total number of children enrolled in primary education from 2,068,714 in 2013 to 2,538,502 in 2017 (total growth of 22.7% and 5.27% annual growth).
- JSR 2019 data shows a smaller increase of enrollment at primary level from 2,473,298 in 2013 to 2,611,040 in 2018 (total growth of 5.5%).
- UIS data shows an increase in the total enrollment in lower secondary from 598,794 in 2013 to 693,459 in 2017 (total growth of 15.8% and annual growth of 3.84%). JSR 2019 data shows an increase in the total number of students enrolled in lower secondary education from 647,186 in 2013 to 686,378 (total growth of 6%).
- UIS data shows an increase in the total number of children enrolled in upper secondary education from 283,586 in 2013 to 323,956 in 2017 (total growth of 14.2% and 3.49% annual growth).
- JSR 2019 data shows a smaller increase in enrollment in upper secondary education from 184,745 in 2013 to 276,507 in 2018 (total growth of 49.6%).

#### **Gross Enrollment Rates (GER) in pre-primary, primary and upper secondary education**

- The JSR 2019 reported that there was an improvement in the GER in pre-primary increasing from 5% in 2013 to 7.3% in 2018.
- There was an improvement in the GER in primary education increasing from 70% in 2013 to 80% in 2018, according to the JSR 2019.
- The JSR 2019 reported that there was an improvement in the GER in upper secondary education increasing from 16.5% in 2013 to 22.3% in 2018.

#### **Net Enrollment Rates (NER) in pre-primary and primary education**

- UIS data states that pre-primary NER increased modestly from 3.45% in 2013 to 4.69% in 2017.
- According to UIS data, the NER for primary education levels increased from 58.56% in 2013 to 61.20% in 2017, as enrollment growth is accompanied by general population growth and high dropout.

#### **Primary and lower secondary education completion rates**

- UIS data shows that completion rates in primary education level improved slightly during the period 2013-2018, increasing from 48% to 50% according to UIS reporting. Similarly, lower education completion rates increased modestly from 31% in 2014 to 35% in 2018.

#### **Primary education Out of School Children (OOSC) rates**

- UIS data reports that OOSC rates in primary education levels have positively decreased from 37.47 percent in 2013 to 32.74 percent in 2017 (variation of 4.73 percentage points).

#### **Primary and lower secondary education repetition rates**

- JSR 2019 reported that repetition rates in primary and lower secondary education have dropped slightly from 20% (both) to 18.7 percent and 19 percent respectively.

#### **Gender Parity Indexes (GPI)**

- The JSR 2019 reported that Mali achieved gender equality in pre-primary gross enrollment.
- The primary education gross enrollment Gender Parity Index (GPI) increased from 0.8 in 2013 to 0.9 in 2018 according to the JSR 2019.
- GPI for gross enrollment in low secondary education evolved in the period 2013-2018 (from 0.8 to 0.9) according to the JSR 2019.
- The JSR 2019 showed that the GPI of completion in primary education in Mali increased from 0.8 in 2013 to 0.9 in 2018.
- The JSR 2019 reported that the GPI for completion of lower secondary education had improved from 0.7 in 2013 to 0.9 in 2018.
- According to data reported by UIS the GPI for completion of upper secondary education improved from 0.17 in 2013 to 0.24 in 2015.

- GPI for school life expectancy improved modestly from 0.86 in 2014 to 0.89 in 2017 according to UIS data.

#### Access for the poorest: Wealth Parity Indexes (WPI)

- WPIs for completion and OOSC in upper secondary education improved in the period 2013-2015 (from 0.007 to 0.02 for completion and from 1.56 to 1.53 for OOSC rates).

### INDICATORS THAT STAGNATED DURING THE 2013-2019 PERIOD

#### School life expectancy

- UIS data shows that average years expected for students to be in school have remained stable during the period 2013-2017 (slight change from 4.77 to 4.81).

#### Gender Parity Index (GPI)

- UIS data shows that the GPI for net enrollment in primary education has remained unaltered in the period 2014-2017 (from 0.88 to 0.89)
- According to UIS reported data GPI for net enrollment in secondary education remains at similar levels during the period 2013-2017 (0.78 and 0.8 respectively).
- UIS data shows that the GPI for completion of primary education has not changed in the period 2013-2015 (0.82 and 0.83).
- The GPI for the transition from primary to secondary education remained at similar levels in the period 2014-2016 (1.01 to 1.03) according to UIS data.

#### Regional differences

- The JSR 2019 reports that regional differences remain similar in the period 2018, with Bamako and Koulikoro always performing significantly better than other regions in all the indicators, and Mopti, Gao, Kidal and Tombouctou showing poor performance.

#### Access for the poorest: Wealth Parity Indexes (WPI)

- WPI for completion rates in lower secondary education remain similar from 2013 to 2015 (from 0.07 to 0.08).

### INDICATORS THAT DETERIORATED DURING THE 2013-2019 PERIOD

#### Gross Enrollment Rates (GER) in lower secondary education

- JSR 2019 reported that there was a decrease in the GER in lower secondary education which went down from 51 percent in 2013 to 49 percent in 2018.

#### Net Enrollment Rates (NER) in lower and upper secondary education

- UIS data shows that lower secondary NER decreased greatly from 32.47% in 2013 to 28.08% in 2017.
- Upper secondary NER slightly decreased from 16.64% in 2013 to 15.24% in 2017, according to UIS reports.

#### Upper secondary education completion rates

- According to UIS reporting, completion rates in upper secondary education level decreased drastically during the period 2013-2018, decreasing from 23% to 11%.

#### Grade 2 lower secondary dropout rates

- UIS data shows that dropout rates in the second grade of lower secondary education negatively went up from 2.78% in 2013 to 7.12% in 2016.

#### Lower secondary education and upper secondary Out of School Children (OOSC) rates

- UIS data report that OOSC rates in lower secondary education levels have negatively increased from 49.35 percent in 2013 to 55.03 percent in 2017 (variation of 5.68 percentage points) and in upper secondary went up from 65.11 percent in 2013 to 68.09 in 2015.

**Primary to secondary education transition rates**

- UIS data shows that rates of students that transition from primary to secondary education have considerably dropped from 85.6 percent in 2013 to 78.31 percent in 2016.

**Gender Parity Index (GPI)**

- The JSR 2019 showed that the GPI for repetition in primary education fell for gender equality 1.0 in 2013 to 0.9 in 2018.

**Access for the poorest: Wealth Parity Indexes (WPI)**

- WPI for completion rates in primary education downgraded from 2013 to 2015, from 0.31 to 0.25.

**INDICATORS FOR WHICH NO CONCLUSIVE DATA IS AVAILABLE****Access for children with special needs**

- No data is available

168. **Despite some improvement in recent years, gross enrollment rates (GER) remain modest for all education levels**, being significantly low in pre-primary (7.3 percent in 2018) and upper secondary education levels (22.3 percent) (see Table 34 **Error! Reference source not found.**). The evolution of GER varied among education levels in the period from 2016 to 2019. While the primary education GER has increased significantly from 70 percent to 80 percent, the lower secondary GER fell by 1 percentage point. The large differences between levels show the completion problems that the Mali education system faces at primary level. In addition to the generally low overall rates, there are big disparities in gender and geography. In primary education, the gender gap was not reduced in the period 2014-2018, remaining at a difference of 12 percentage points between boys and girls. The disparities are also significant between regions, with the Bamako and Koulikoro regions experiencing much larger GERs than the rest of the regions (106.3 percent and 98.5 percent in 2018).

**Table 34 - Gross Enrollment Rates (GER) by education level<sup>188</sup>**

Education level	2015/16	2016/17	2017/18	2018/19	Trend
Pre-primary	5.40%	6.10%	6.10%	7.30%	Up
Primary	70%	72%	76%	80%	Up
Lower secondary	50%	49%	49%	49%	Stable
Upper secondary	16.5%	14.8%	17.1%	22.3%	Up

Source: *Rapport d'analyse des indicateurs 2014-2019*

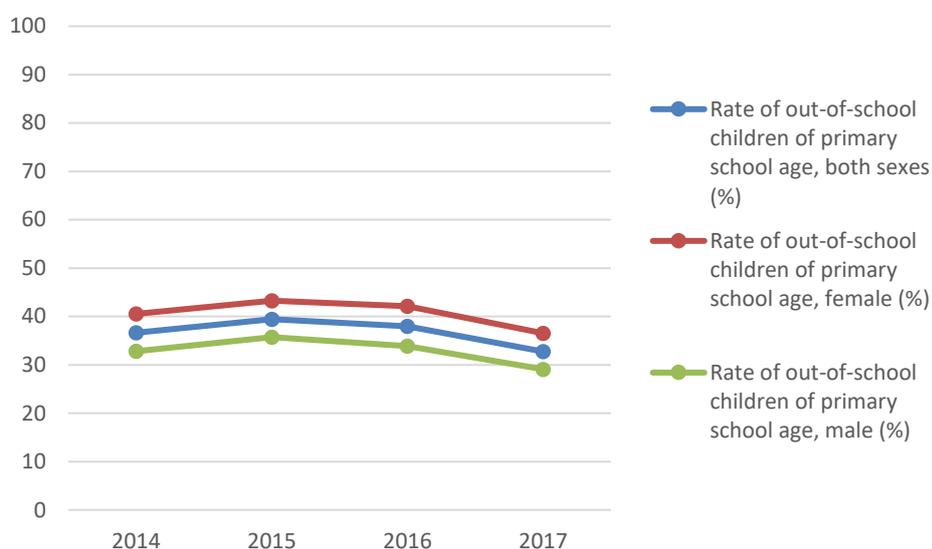
169. **Although the overall out-of-school children (OOSC) rates in primary education experienced a positive evolution recently, the gender and wealth disparities remain high.** UIS data (most recently available for 2017) shows that OOSC rates in Mali remained high during the period 2014-2017. As Figure 11 shows the proportion of primary school age children who are out of school fell from 2014 to 2017, decreasing about 4 percentage points from 36.6 percent to 32.7. However, the gender gap remained at similar levels with a slight increase. The gap was even bigger for geographical and income

<sup>188</sup> Data between the UIS statistics and the Rapport d'analyse des indicateurs 2014-2019 presented during the JSR varies slightly, as is also shown in Table 33.

factors, the latter being the main determining factor of out-of-school rates in 2015 in Mali. That year the OOSC rate for populations in the richest quintile was at 12 percent, while the rate for the poorest quintile was 73 percent. It is therefore clear that the profile of out-of-school children in Mali is driven by the large gender, geographical and inequality disparities. The JSR 2019<sup>189</sup> did not report on out-of-school children and UIS does not provide details by region so it is not possible to provide an assessment of regional disparities.

170. **OOSC rates in lower secondary deteriorated in the last few years** (see Figure 11). While the overall rate was stable during the period 2013-2016, there was a dramatic increase in 2017 when the percentage of OOSC grew from 45 to 55, mainly driven by the increase in female OOS rates. Although the overall rates of OOSC in lower secondary education experienced a huge increase, the gender gap has only slightly narrowed during the period 2014-2017, in contrast to primary education. However, it remains very high. One of the reasons for the OOS gap to remain high in secondary education is the persistence of traditional gender norms, including an early age of marriage<sup>190</sup> for girls and a high work burden for girls in the household. As a result, girls are more likely to drop out of lower secondary school.

**Figure 11 - OOSC rates in primary education, 2014-2017**

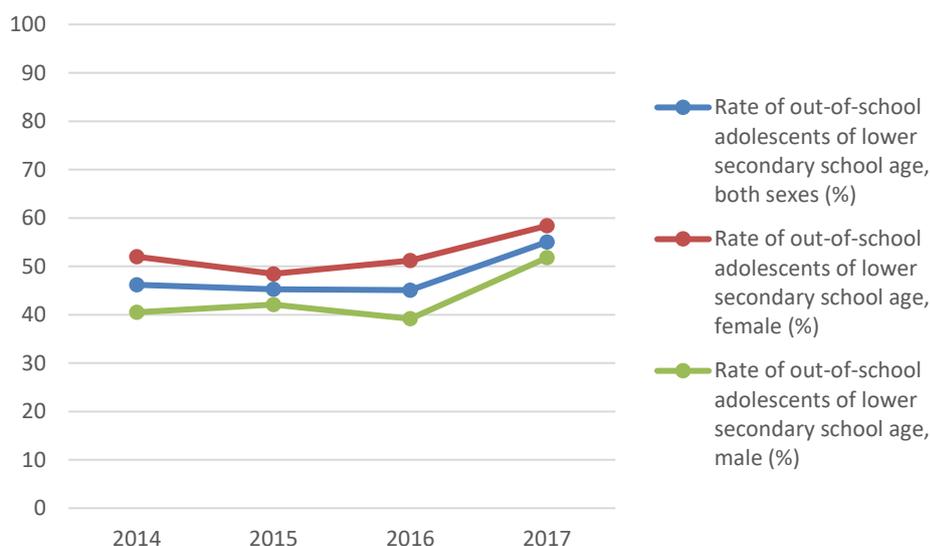


Source: UIS

<sup>189</sup> Rapport d'analyse de indicateurs 2014-2017.

<sup>190</sup> Mali is the sixth country in the world with the highest percentage of early marriage in girls. In 2013, 16% of women between 20 and 49 had married before they turned 15 and 61% before they were 18 years old. [https://www.unicef.org/media/files/Child\\_Marriage\\_Report\\_7\\_17\\_LR..pdf](https://www.unicef.org/media/files/Child_Marriage_Report_7_17_LR..pdf)

Figure 12 - OOSC Lower secondary education 2014-2017



Source: UIS

171. **Despite improvements in recent years, repetition rates in Mali for primary and secondary education remain high** (see Table 35Error! Reference source not found.). Further, the gender gap has widened during the period 2014-2018, though it is not significantly large (it remains at 1.8 percentage points in 2018/19). When observing regional rates again Bamako, Koulikoro and Segou were distanced in 2018/19 from the rest of the regions with repetition rates of 10.8, 14.5 and 15.4 percent, respectively. On the other hand, Gao, Kidal and Menaka were the most disfavored regions, in Gao for example 33 percent of children have repeated a grade in 2018/19.

Table 35 - Repetition rates in primary education, 2014-2018

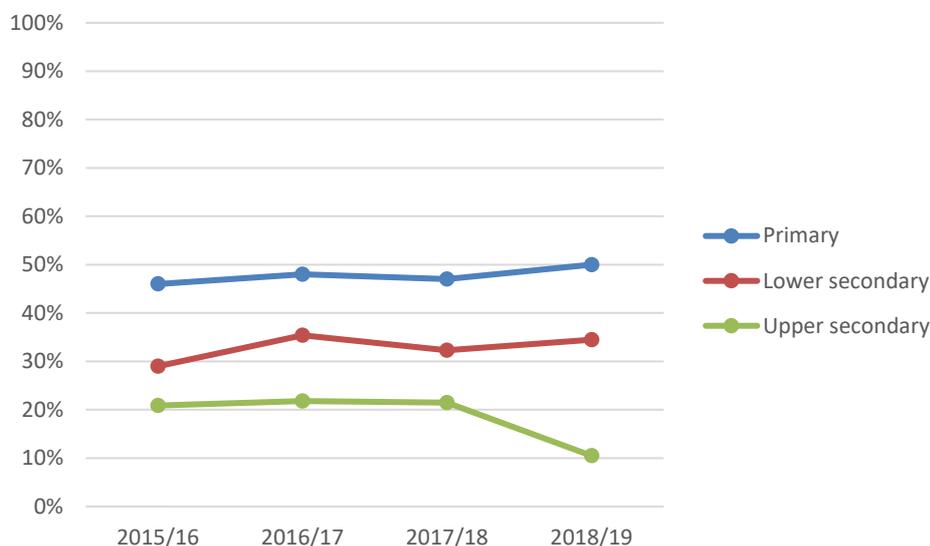
Gender	2015/16	2016/17	2017/18	2018/19	Trend
Overall	21%	20%	19%	18.7%	Decreasing
Male	22%	20%	20%	19.5%	Stable
Female	20%	19%	18%	17.7%	Decreasing

Source: Rapport d'analyse des indicateurs 2014-2019

172. **Completion rates remained low over the 2016-2019 period** (see Figure 13). The rates for primary, lower secondary and upper secondary education are at 50 percent, 34.5 percent and 10.5 percent in 2018 respectively, which clearly shows that there is a decrease in the completion rates as students' progress through the education system. However, the trends for the three levels of education is slightly different. While primary rates have remained stable with slight up and downs during the period 2013-2018, lower secondary rates have not been stable and upper secondary rates have experienced a gradual decline followed by a dramatic fall in 2018. The completion rate for this level of education in 2018 was at 10.5 percent, which shows that students in Mali encounter great challenges to progress in the education system. The gender gap remains similar at the three levels of education (between 4 and 5 percent in favor of boys). Like other access indicators, in 2018 Bamako showed much higher completion rates than the rest of the regions (77.2 percent in 2018), with

Koulikoro again ranking second (48.5 percent) and the rest of the regions showing rates below 32 percent.

**Figure 13 - Completion rates by education level 2016-2019**



Source: *Rapport d'analyse des indicateurs 2014-2019*

173. The JSR 2019 reported that during the period 2013-2018, the **Gender Parity Index (GPI)** was achieved in Mali for enrollment in pre-primary education and transition from primary to secondary education. In addition, the GPI improved from 0.8 to 0.9 in enrollment on primary and lower secondary education and it is close to achieving gender equality. GPI for completion of all levels of education (primary, lower secondary and upper secondary) improved, but in upper secondary remained very low (0.24 in 2015). GPIs by region are not shown in the JSR 2019 report so it is not possible to assess the regional differences in gender equality.

174. **Regional disparities** remain large as reported in the JSR 2019. The same regions that were the best performers in 2013 remain on top in 2018 for the indicators reported (gross enrollment, completion and repetition). Bamako and Koulikoro stayed on top of those rankings during the period of study and differences with the poorer performers (Kidal, Mopti, Gao and Tombouctou) remained similar. UIS data indicators are not reported by region so it is not possible to assess regional differences.

175. In terms of **inclusion**, the only UIS indicators which are reported adjusted for Wealth Parity Index (WPI) are completion and Out of School Children (OOSC) rates. In regard to the completion rates, data shows that the WPI has regressed for primary during the period 2013-2015 going down from 0.31 to 0.25. In the case of lower secondary education, the rates remain unchanged and the WPI for upper secondary education completion rates has evolved from 0.007 to 0.02 from 2013 to 2015. As it can be appreciated, the WPIs are low in Mali and they increase with the education level. WPI for OOSC rates for primary and lower secondary education experienced falls in the period 2013-2015 and upper secondary rates improved slightly.

176. Neither the JSR 2019 nor the UIS reported on **Special Need Learners (SNL)** so it is not possible to assess the achievements of Mali in this regard.

### Learning Outcomes

**Finding 18:** No learning assessments in Mali provide evidence of change in learning outcomes. All available evidence indicates that learning levels of students in primary and lower secondary education is very low.

177. The MEN did not report on learning outcomes during the last years of PIRSEF (2015-2017). There was no national Learning Assessment System (LAS) or any other mechanism in place to assess outcomes and therefore no regular reporting. The “Rapport d’analyse des indicateurs” which is prepared to be presented in the JSRs, reports on education system indicators mostly related to access, quality and equity.

178. The most recently reported literacy rates for Mali can be found in UIS and are dated from 2015. Table 36 shows that literacy rates were low but were higher among youth as compared with older adults. About half of the youth population between 15 and 24 years old were literate in 2015 (49%, as compared to only 13% among the elderly). Gender differences in literacy rates were observed in all age groups, but the Gender Parity Index (GPI) for youth (0.64) was better than for all adults (0.49) or the elderly (0.12).

**Table 36 - Literacy rates 2015**

Literacy Indicator	2015			
	Male	Female	Total	GPI
Youth literacy rate, population 15-24 years	60.52%	39.20%	49.36%	0.64
Adult literacy rate, population 15+ years	45.06%	22.19%	33.06%	0.49
Literacy rate, population 25-64 years	40.15%	15.29%	26.79%	0.38
Elderly literacy rate, population 65+ years	21.23%	2.65%	13.60%	0.12

Source: UIS

179. **Learning Assessments.** No national Learning Assessment System (LAS) is in place in Mali. Data on learning outcomes is scarce and the most reliable and updated data remains outdated. The last learning outcomes studies in Mali are the Beekunko assessment (2015),<sup>191</sup> EGRA (2015) and the PASEC (2012). The results of these learning assessments are presented below.

180. **According to the PASEC study from 2012, more than half of the children assessed had below the threshold of desired skills in French and Math in Grade 2 and 5** (see Error! Reference source not found.). The PASEC study sought to assess the level of knowledge and abilities of students in French (oral comprehension, reading comprehension, writing production) and mathematics (arithmetic, geometry and measurement)<sup>192</sup> of students in Grade 2 and 5. The sample of the study included more than 2,000 children in Grade 2 and a similar number in Grade 5.<sup>193</sup> Overall, the assessment showed

<sup>191</sup> <http://nada.uis.unesco.org/nada/en/index.php/catalogue/162>.

<sup>192</sup> Education Sector Analysis (2017).

<sup>193</sup> PASEC 2012. Available at: <http://www.pasec.confemen.org/wp-content/uploads/2015/07/04-Mali.pdf>. The difficult situation in Mali during 2012 until 2013 did not allow keeping to the full sample as planned. Even though some schools were replaced, others could not be replaced, given their location in a conflict zone (North), thus the results of the evaluation are only representative for a part of the country. The overall sample

significant differences between students in urban and rural schools at the beginning of the school year, for both reading and math and grades 2 and 5. End of year scores were closer, possibly representing differential drop-out from urban and rural schools. In addition, there were big differences at grade 5 between students in public and private schools, probably due to selection effects.

**181. The last Early Grade Reading Assessment (EGRA)<sup>194</sup> in Mali, financed by USAID in 2015, showed that the majority of Grade 2 children were not able to read at least one familiar word (73% in classical schools - French language schoolbooks - and 60% in bilingual curriculum schools) (see Error! Reference source not found.).** The majority of students were also unable to decode an invented word (85% in classical schools and 72% in bilingual schools), unable to read a word of a short story (70% in classical schools and 66% in bilingual schools) and unable to answer a question in a reading text (95% in classical schools and 90% in bilingual schools).<sup>195</sup> The EGRA report 2015 highlights that the findings are not directly comparable to a similar study carried out in 2009 because of differences in the sample but a general comparison of trends from both studies indicates that the situation for the vast majority of children remains the same. The assessment did not explore disparities in depth, so it is not possible to assess differences in learning outcomes among different groups.

**182. The Beekunko<sup>196</sup> assessment was carried out at national level in 2015 and found that the overall scores of children between 6 and 14 years old in both Reading and Mathematics were very low and that there were significant differences between regions** (see Table 37). The overall mean score was 12.5 (in reading) and 18.5 (in mathematics) out of a total of 50 points. There were large disparities in the scores of students based on different socioeconomic backgrounds and geographical location.<sup>197</sup> The study conducted in 71 sub regions found that in more than half of the regions, the average reading score did not reach 10 points out of the total of 50 possible points. In sixteen sub regions the average score was even less than 5 points. Scores for Mathematics were the same with differences across sub regions, although better than reading scores. The best scores were recorded in Bamako. The assessment also found differences in scores for both reading and mathematics depending on the gender, educational level of the parents, household characteristics and type of schools. Boys, children with better educated parents, children living in wealthier household and children in private schools performed better. In addition, older children significantly outperformed younger ones (as is shown in Annex Table 13). For example, students in grade 2 who scored well—more than 25 points – scored 3.8% on the reading test compared with 54% in grade 6 and 93% in grade 10. This probably represents a combination of learning progress and the effects of selectivity at higher grade levels.

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consists of 2,465 students in grade 2 and 2,448 students in grade 5 who were tested at the beginning of the school year. 2,032 students in grade 2 and 2,062 students in grade 5, took the test at the end of the school year.

<sup>194</sup> EGRA aims at assessing the reading skills of primary education students. To date there have been two EGRA assessments in Mali, the last one carried out by USAID in 2015. The study was conducted in three regions. (Koulikoro, Sikasso and Segou) in three types of schools: i) classical schools (teaching just in French); ii) bilingual curriculum (teaching in French and the local language “Banamanka”) and iii) medersas (teaching in Arabic)<sup>194</sup>. These typologies of schools were considered in the evaluations carried out, both in terms of sampling and in terms of the adaptation of instruments and tests<sup>194</sup>. The main focus of this assessment was on Grade 2.

<sup>195</sup> Mali Early Grade Assessment (EGRA) 2015. Available at:

<https://www.earlygradereadingbarometer.org/files/EGRA%20in%20Mali.pdf>.

<sup>196</sup> The study was carried out by the civil society and aimed at evaluating the reading and mathematics competences of students between 6 and 14 years who were enrolled, out of school or not enrolled. A total of 44,861 children throughout the country were assessed in 13,715 households interviewed. Unlike the PASEC or EGRA assessments that set skill thresholds, the Beekunko assessment does not have an established skill scale.

<sup>197</sup> Beekunko report. Available at: <http://nada.uis.unesco.org/nada/en/index.php/catalogue/162>.

Table 37 - Beekunko Reading and Math Scores

Beekunko	Overall	
	Reading	Math
Average score out of 50 points	12.5 points	18.5 points
% of students that scored below 25 out of 50	55.40%	56.50%
% of students that had a score greater than or equal to 25 out of 50	21.50%	33.30%

Source: Education Sector Analysis (2017)

### Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?

183. There is very little evidence of wide-scale systemic change in Mali and very little data indicating that good quality learning takes place in schools. Data on learning outcomes by social group is scant and it is unlikely that the system is producing impact in the areas of learning. Following the GPE theory of change, while there have been small pockets of success in plan implementation (for PIRSEF), implementation challenges have prevailed. System-level achievements have mainly been made in the area of increasing access; yet without improvement in the quality of teaching, these changes can not result in improved learning.

Table 38 - Plausible links between system level changes and student outcomes

Observed Impact Level Changes	Plausible links to System Level Changes
Improvements in enrollment, completion and OOSC for primary education levels	These modest improvements are likely to be due to a range of influences, including work being undertaken by other ministries within communities which the evaluators have not been able to specify. There is insufficient data to link these changes to system level changes, particularly as there has been very little progress in increasing the effectiveness and efficiency of the system.
Not applicable: No recent data is available to assess changes in learning at impact level.	Not applicable

### Implications for GPE ToC and country level operational model

184. Although there is a fair amount of data reported at country level on impact indicators, it is a difficult task to make an assessment of improvements in outcome indicators in a country like Mali that did not have a comprehensive sector plan for 10 years and has had continuous conflict over the past years. Therefore, identified progress cannot be compared to planned targets, and even less so tracked to interventions.

#### Box 8 - Testing Assumptions and Assessing Strength of Evidence for Progress Towards Improving Impact-Level Outcomes

The underlying assumptions for this contribution claim are **(1)** changes in the education system positively affect learning outcomes and equity, and **(2)** country-produced data on equity, efficiency and learning allow measuring/tracking these changes

Contribution claim 1 **does not hold**: There is no evidence that changes in the education system have positively affected equitable access and there is no data on learning outcomes for the period considered.

Contribution claim 2 **holds modestly**: Despite some concerns on EMIS quality, Mali regularly gathers some data on education access and equity and this data is reported to UIS. JSR reports (“Rapport d’analyse des indicateurs du système éducatif”) are published every year and provide some limited data on access and equity. However, there is no available data on students with disabilities, marginalized students or on learning outcomes, so it is not possible to assess progress on all aspects of equity and inclusion.

**The evidence for assessing progress towards learning outcomes and equity in Mali is weak.** Although there is some data available to measure impact indicators, the quality of the data poses quality questions. It is difficult to link progress at impact level to system level changes given the lack of progress in implementation and the lack of reporting of changes at system level.

## 6 Changes over time and key influencing factors

### 6.1 Introduction

185. This prospective evaluation is a culmination of a baseline report, a first annual report and this final second annual report. This final report is summative in nature, reporting on the efficacy of GPE support to Mali during the full evaluation period (2013-2019). However, comparisons between findings at the baseline report stage of the evaluation and the final findings (second annual report) provide insight into the key influencing factors across the ToC.

186. This section reflects on the assessment of the contribution claims and assumptions that emerged at the conclusion of Year 1 of the evaluation and Year 2 and highlights any lessons learnt. This section of the report presents any insights that emerge from comparing the plausibility of GPE contribution claims over time.

187. Table 39 gives a summary of the assessment of plausibility on the assessment of contribution claims from the baseline to the endline report.

**Table 39 - Assessment of the plausibility of each Contribution Claim at Year 1 and Endline**

Contribution Claim	Assessment at Year 1	Endline
<b>Claim A:</b> "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	Plausible
<b>Claim B:</b> "GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress."	Not plausible	Partially plausible
<b>Claim C:</b> "GPE advocacy and funding requirements contribute to more and better financing for education in the country."	Not plausible	Not plausible
<b>Claim D:</b> "GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans."	Not plausible	Not plausible
<b>Claim E:</b> "The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system."	Not plausible	Not plausible
<b>Claim F:</b> "Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education."	Not plausible	Not plausible

188. The endline evaluation assessment of the plausibility of **Contribution Claim A** changed to "plausible"— namely because GPE support and influence contributed to the development of a government-owned, credible and evidence-based and inclusive sector plan, after almost 10 years without a sector plan. While GPE financial and non-financial support undoubtedly contributed to the eventual production and quality of PRODEC II, other factors contributed to its development and ultimately its endorsement. A reasonably stable political environment, strong government ownership of the plan development process and the resulting sector plan seem to have moved the needle in the final endorsement of PRODEC II. This is in addition to the completion of several GPE requirements and processes (QA processes including the external appraisal of the plan, etc.) that was completed in 2019. It still remains to be seen how effective PRODEC II will be in shaping government action, bearing in

mind that there will be no GPE financial support for the first two years of implementation of PRODEC II.

189. The endline evaluation assessment of plausibility of **Contribution Claim B** changed from “not yet plausible” in Year 1 to “partially plausible” in Year 2. The previous assessment confirmed that GPE contributed to the JSR process but there was room for improvement. In addition, the report noted that the Secretariat in-country presence was too limited to have had a real effect on improving the function of the LEG. While the former point is still true in Year 2 with dialogue and monitoring processes still having room for improvement, the latter point has improved over the course of last year. GPE advocacy improved the inclusiveness of the LEG and stakeholders found that GPE guidance improved JSRs. However, documented recommendations are yet to be incorporated and it remains to be seen how JSRs and the LEG will be reshaped in the coming years to fulfil the role of monitoring sector plan implementation as opposed to focusing on supporting sector plan development.

190. **Contribution Claim C** remains “not plausible”. As was the case at baseline, Mali will not receive any GPE funding for implementation at the evaluation endline. The delay in sector planning and final endorsement of PRODEC II led to a delay in the application for a third ESPIG. While the endorsement of the sector plan was a big leap in providing a guiding framework for donors to coordinate their support it is too early to tell what extent donor funding coordination will improve. However, the lack of GPE funding for the first two years of PRODEC II is a serious risk for sector plan implementation at large and it is difficult at this point to discern the likelihood of the partnership attracting additional funding to overcome this gap.

191. Similarly, **Contribution Claim D** remains “not plausible”. Up until June 2019 Mali operated under an extended interim plan, PIRSEF. The lack of clear links between action plans and activities implemented makes it difficult to assess overall implementation under the interim education sector plan, meanwhile PRODEC II is yet in its infancy. It is therefore not yet possible to make an adequate assessment of this contribution claim under PRODEC II. Data from future JSRs will be needed to assess this further.

192. **Contribution claims D and E** remain “not plausible” at the endline evaluation. While there are many contextual factors that have hampered the development of the education system in Mali, there have been no significant visible improvements at the system level in recent years. 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 the years.

## Implications for GPE ToC and country level operational model

193. **Overall, there was little change between the baseline evaluation and the endline evaluation**, except for the endorsement of PRODEC II. GPE financial and non-financial support contributed to a credible, government-owned sector plan, but the plan development process took eight years to complete with an interim plan in place between 2015 and 2018. Delays were mostly due to political instability and changing ministerial staff. While the planning capacity in Mali remained mostly intact – some technical advisors involved in PRODEC I also assisted the development of PRODEC II – the elections in 2018 were not conducive to a clear focus on developing and endorsing PRODEC II. Other factors noted by stakeholders were that, process-wise, GPE milestones were slowly being fulfilled, including the assessment of PRODEC II finalized in February 2019, the finalization of PRODEC II therefore “simply followed the order of finalizing the different pieces”. While GPE contributed to sector planning both through financial means, through its criteria and appraisal processes and through technical assistance and guidance from the Secretariat Country Lead for Mali, these factors alone did not bring the final push in the endorsement of PRODEC II. A facilitating factor was the introduction of ministerial staff that were knowledgeable of PRODEC II and that had an interest to bring the development of PRODEC II to a close.

194. The Mali CLE case study shows that political instability plays a key role in assessing change along the impact chain, not only because it reduces planning and implementing capacity at the ministry level but also because it delays key processes tied to GPE support, including the endorsement of a credible sector plan and capacity to work on the technical requirements of GPE. Even though the Secretariat and partnership provided technical assistance and invested into capacity building the model does not take the political context into account where capacity built might be drained once new governments are formed.

## 7 Conclusions and strategic questions/issues

195. This final section of the report draws **overall conclusions** deriving from the evaluation findings and formulates several **strategic questions** that have been raised by the findings of the Mali CLE evaluation. These questions are of potential relevance for GPE overall and may warrant further exploration in other upcoming country-level evaluations.

### 7.1 Conclusions<sup>198</sup>

196. **Mali remains a fragile political context which will face several important challenges in its education system in the future**, including a young population which puts high pressure on the education system and political instability in large parts of the country hindering governance of the education sector in those areas. While political instability and conflict do not explain all the issues with the education sector, they have severely hampered progress in the education sector 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, etc.) have made the last six years very challenging for Mali. Because of these challenges the process of producing PRODEC II took much longer than it should have. However, in June 2019 PRODEC II was endorsed which has been a major accomplishment for the education sector in Mali.

197. **While JSRs have improved over time, the Secretariat's recommendations are only slowly considered.** A major improvement in the inclusivity of the LEG has been the inclusion of representatives from civil society and teachers' organizations. There has been some progress made to improve the yearly JSRs, with the 2017 JSR placing more importance on group feedback and discussion. However, recommendations made during the JSRs are mainly operational in nature and further improvements must be made for the JSR to truly contain feedback loops to improve sector implementation. The 2017 JSR was also complemented by three regional evaluative missions carried out by the MEN. While this was a positive development in 2017, progress in that regard diminished in 2018 and 2019 which had short JSRs without missions to regions.

198. **The largest portion of the education sector plan implementation costs is financed by the GoM.** Education sector finance is divided into an ordinary budget, disbursed by decentralized government and a small portion disbursed by the national ministries. Most education expenditures are on operational costs, with donors funding mostly investments into the education sector. ODA to Mali froze following the coup d'état in 2012 but recovered in the years after. Currently, donors fund 11 percent of the PAPB 2019-2022. Mali is in the process of applying for a new GPE ESPIG grant, meaning that the first year of PRODEC II will not receive GPE funding as a new allocation of ESPIG will only be allocated in 2020. A delay in GPE ESPIG allocation could have a negative effect on sector financing.

199. **The biggest system level issues facing Mali are teacher quality and sector governance.** Neither issues were tackled during the period before PRODEC II, and they have been included as main priorities in the new sector plan. Data shows that many teachers are still insufficiently trained despite some positive developments in the number of teachers trained. Another major issue is the lack of credible and reliable data, which should mainly come from the EMIS. Although the system was reinforced during the review period thanks to a GPE emergency grant, it is still not at the desirable levels of functionality as it was not installed in all the educational provinces. PRODEC II has a strong emphasis on both issues, which will presumably be supported by the ESPIG that was being negotiated at the time of the second evaluation mission.

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<sup>198</sup> This section addresses evaluation questions CEQ 7 and 8.

200. **It is not possible to make a consistent assessment of the evolution of the levels of learning of children in Mali** as there is a significant lack of data on student learning outcomes and the available information is outdated. However, the most recent studies showed low levels in Mathematics and Reading. Although there have been some improvements in a few access indicators during the review period, including GPIs for several indicators, these have not been consistent across levels of education and the regional differences have not been significantly narrowed.

201. **Overall, the GPE model worked only partially in Mali for the review period of 2013 to 2019.** Though external factors such as conflict in large parts of the country greatly undermined actual system-level and impact-level improvements and hampered progress in the education sector, GPE continues to contribute to strengthen planning processes, mutual accountability and sector monitoring, though at a slow pace. While the GPE contribution to country-level objectives has worked reasonably well, the available evidence indicates only weak linkages between sector plan implementation and subsequent system and impact level changes.

202. GPE country-level ToC outlines four country level objectives for GPE support. **Error! Reference source not found.** summarizes the findings from this evaluation’s assessment of the degree of GPE contribution to each of these.

**Table 40 - Overview of GPE contribution to country-level objectives of the GPE ToC**

COUNTRY-LEVEL OBJECTIVES	RATING OF DEGREE/LIKELIHOOD OF GPE CONTRIBUTION
Sector Planning	Strong
Mutual Accountability	Moderate (Sector Dialogue)
	Moderate (Sector Monitoring)
Sector Financing	Weak
Sector Plan Implementation	Moderate

## 7.2 Good practices arising from Mali

191. In Mali, a series of good practices has been found in the education sector.

**192. Despite political instability, commitment by the GoM to education remained strong and education sector budgeting was prioritized during the review period.** The GoM on average invested 17 percent of its budget into the education sector, and during the 2012 crisis reallocated funds from other sectors to the education sector to maintain funding for education.

203. **Flexibility in ESPIG funding.** Following the coup d’état in 2012, donors froze their support to Mali leaving a large funding gap in investments into the already fragile education sector. Given the approval of an ESPIG predated the crisis, the grant was turned into an emergency fund to inject needed resources into the education sector. It is possible that the willingness to maintain policy dialogue despite the crisis catalyzed other donors’ decisions to follow suit and resume their activities in the education sector in Mali, although further analysis is needed to delineate this point.

204. **Strong government appropriation and leadership on Mali’s Emergency Education for All (MEEFAP) project (ESPIG project)** led to strong implementation of the project with all targets in the results framework met or exceeded and a high disbursement rate of MEEFAP funds. Despite the high

staff turnover at the ministry of education which slowed down implementation of the project at times, the GoM stayed committed to reaching the project objectives. A key factor was that amidst staff and leadership changes, with a succession of several ministers and general secretaries during the project lifetime, key members of the technical team and the MEN held their positions throughout the project ensuring some continuity of technical work and discussions. The General Secretary of the MEN showed high appropriation of the project by taking on the role of project coordinator and manager of the technical team responsible for implementation of project activities.

**205. Involving communities in program implementation.** The MEEFAP involved local communities in the school feeding program and built capacity for school management committees. In addition to project funds, communities contributed to school feeding with their own means, by providing food, water and compensation for cooks. While the school feeding program will most likely need continuous funding, a strong appropriation of projects by local communities and school management committees makes the sustainability of these projects more likely.

### 7.3 Strategic questions arising from Mali

194. Several strategic questions arise for GPE which might be particularly relevant for GPE in a context like Mali, which is politically volatile and where large parts of the country are not fully under government control:

- The education sector plan development in Mali has been inclusive, participatory and government-owned, yet constituted a lengthy process due to conflict and political instability. **Should there be a stronger focus on developing interim plans within set timeframes as a condition to receive GPE funding?**
- Joint Sector Review participation in Mali is strong with government officials attending the political session. However, the quality of the JSRs has not yet improved and implementation documentation presented during the JSR is not yet aligned to the PAPB. **Should GPE place a greater emphasis on supporting countries to produce high quality monitoring reports to renders JSRs more effective?**
- A key consideration in Mali is the fluctuation in government officials due to political instability with high staff turnover and loss of capacity for sector plan development and implementation. Another issue arises from trained staff leaving the ministries to retire. **How can GPE support capacity building and knowledge transfer when political contexts are volatile?**
- Another question arising from the Mali case relates to the decentralization of the education sector. While capacity has been reinforced at the national level, it is not clear whether there is enough capacity to plan and implement education sector reforms at the sub-national level. **How can GPE support countries in building capacities at sub-national levels?**

## 8 Annexes



## Annex A Revised Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<b>Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?<sup>199</sup> If so, then how?</b>			
<b>CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review?<sup>200</sup> How?</b>			
<b>CEQ 1.1a (prospective CLE)</b> What have been strengths and weaknesses of sector planning during the period under review? <sup>201</sup>  What are likely reasons for strong/weak sector planning?	<ul style="list-style-type: none"> <li>• Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines<sup>202</sup> <ul style="list-style-type: none"> <li>– ESP is guided by an overall vision</li> <li>– ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Sector plan(s) for the period covered by the most recent ESPIG</li> <li>• Education Sector Analyses and other documents analyzing key gaps/issues in the sector</li> <li>• GPE ESP/TEP quality assurance documents</li> <li>• GPE RF data (Indicator 16 a-b-c-d)<sup>206</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Descriptive analysis</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>199</sup> OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

<sup>200</sup> The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period 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, where applicable, (and subject to data availability) the summative evaluations will also look at the beginning of the next policy cycle, more specifically sector planning processes and related GPE support carried out during/towards the end of the period covered by the most recent ESPIG.

<sup>201</sup> This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as in countries that have an existing plan, but that are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year 1 reports, future reports will use a similarly descriptive approach as outlined under question 1.1b, i.e. briefly summarizing key characteristics of the existing sector plan.

<sup>202</sup> Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

<sup>206</sup> If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE/IIEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy</li> <li>– ESP is evidence-based, i.e. it starts from an education sector analysis</li> <li>– ESP is achievable</li> <li>– ESP is sensitive to context</li> <li>– ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income)</li> <li>• <u>For TEPs</u>: Extent to which the country’s sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines<sup>203</sup> <ul style="list-style-type: none"> <li>– TEP is shared (state-driven, developed through participatory process)</li> <li>– TEP is evidence-based</li> <li>– TEP is sensitive to context and pays attention to disparities</li> <li>– TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system’s long-term vision</li> <li>– TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities)</li> <li>– TEP is operational (feasible, including implementation and monitoring frameworks)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Other relevant reports or reviews that comment on the quality of the sector plan</li> <li>• Interviews</li> </ul>	

<sup>203</sup> Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)<sup>204</sup></li> <li>• Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through Education Sector Analyses and/or other studies)</li> <li>• Extent to which the process of sector plan preparation has been country-led, participatory, and transparent<sup>205</sup></li> <li>• Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of:               <ul style="list-style-type: none"> <li>– Leadership for and inclusiveness of sector plan development</li> <li>– Relevance, coherence and achievability of the sector plan</li> </ul> </li> </ul>		
<p><b>CEQ 1.1b (summative CLE)</b> What characterized the education sector plan in place during the core period under review?</p>	<ul style="list-style-type: none"> <li>• ESP/TEP objectives/envisaged results and related targets</li> <li>• <u>For ESPs</u>: Extent to which the country’s sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines<sup>207</sup> <ul style="list-style-type: none"> <li>– ESP is guided by an overall vision</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Sector plan(s) for the period covered by the most recent ESPIG</li> <li>• GPE ESP/TEP quality assurance documents</li> <li>• GPE RF data (indicator 16 a-b-c-d)<sup>210</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Descriptive analysis</li> </ul>

<sup>204</sup> If no GPE ratings on these indicators are available, evaluation team’s assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

<sup>205</sup> Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: <http://unesdoc.unesco.org/images/0023/002337/233768e.pdf>

<sup>207</sup> Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

<sup>210</sup> If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be ‘translated’ in terms of the GPE/IIEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities)</li> <li>– ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy</li> <li>– ESP is evidence-based, i.e. it starts from an education sector analysis</li> <li>– ESP is achievable</li> <li>– ESP is sensitive to context</li> <li>– ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income)</li> <li>• <u>For TEPs</u>: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines<sup>208</sup> <ul style="list-style-type: none"> <li>– TEP is shared (state-driven, developed through participatory process)</li> <li>– TEP is evidence-based</li> <li>– TEP is sensitive to context and pays attention to disparities</li> <li>– TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision</li> <li>– TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Other relevant reports or reviews that comment on the quality of the sector plan</li> </ul>	

<sup>208</sup> Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– TEP is operational (feasible, including implementation and monitoring frameworks)</li> <li>• Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)<sup>209</sup></li> </ul>		
<p><b>CEQ 1.2a (prospective CLE)</b> Has GPE contributed to the observed characteristics of sector planning? How? If no, why not?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)<sup>211</sup></p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements:</p> <ul style="list-style-type: none"> <li>• ESPDG amount as a share of total resources invested into sector plan preparation.</li> <li>• Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development</li> </ul> <p>b) Contributions through other (non ESPDG-related) support to sector planning:</p> <ul style="list-style-type: none"> <li>• Evidence of GPE quality assurance processes improving the quality of the final, compared to draft versions of the sector plan</li> <li>• Stakeholder views on relevance and appropriateness/value added of GPE Secretariat support, in-country assistance from GA/CA, Secretariat/GA/CA advocacy, capacity building, facilitation; GPE standards, guidelines, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> <li>– Improving the quality (including relevance) of education sector plans</li> <li>– Strengthening in-country capacity for sector planning</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Draft and final versions of the sector plan</li> <li>• Related GPE ESP/TSP quality assurance documents</li> <li>• Secretariat reports, e.g. country lead back to office/mission reports</li> <li>• Other documents on advocacy/facilitation provided by Secretariat, CA or GA</li> <li>• Country-specific ESPDG grant applications</li> <li>• Interviews</li> <li>• Education sector analyses and other studies conducted with ESPDG funding</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>209</sup> If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

<sup>211</sup> Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<b>CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labelled CEQ 9-11)</b>			
<p><b>CEQ 1.3</b> What have been strengths and weaknesses of sector plan implementation during the period under review?</p> <p>What are likely reasons for strong/weak sector plan implementation?</p>	<ul style="list-style-type: none"> <li>• Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas).</li> <li>• Extent to which sector plan implementation is funded (expected and actual funding gap)</li> <li>• Evidence of government ownership of and leadership for plan implementation (country specific).<sup>212</sup></li> <li>• Government implementation capacity and management, e.g.: <ul style="list-style-type: none"> <li>– Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring</li> <li>– Clear roles and responsibilities related to plan implementation and monitoring</li> <li>– Relevant staff have required knowledge/skills/experience)</li> </ul> </li> <li>• Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner.</li> <li>• Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan</li> </ul>	<ul style="list-style-type: none"> <li>• Sector plan(s) for the period covered by the most recent (mostly) complete ESPIG</li> <li>• DCP government ESP/TEP implementation documents including mid-term or final reviews</li> <li>• Relevant program or sector evaluations, including reviews preceding the period of GPE support under review</li> <li>• JSR reports</li> <li>• Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government</li> <li>• CSO reports</li> <li>• Interviews</li> <li>• DCP’s plan implementation progress reports</li> </ul>	<ul style="list-style-type: none"> <li>• Descriptive analysis</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>212</sup> For example, in some countries one indicator of country ownership may be the existence of measures to gradually transfer funding for specific ESP elements from GPE/development partner support to domestic funding. However, this indicator may not be applicable in all countries. Stakeholder interviews will be an important source for identifying appropriate, context-specific indicators for government ownership in each case.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>implementation to respond to contextual changes (where applicable)</p> <ul style="list-style-type: none"> <li>• Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g. achievability, prioritization of objectives).</li> <li>• Stakeholder views on reasons why plan has or has not been implemented as envisaged</li> </ul>		
<p><b>CEQ 1.4</b> Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not?</p> <p>a) Through GPE EPDG, ESPIG grants-related funding requirements and the variable tranche under the New Funding Model (NFM)<sup>213</sup></p> <p>b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)<sup>214</sup></p>	<p>Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable)</p> <ul style="list-style-type: none"> <li>• Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG</li> <li>• Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education</li> <li>• Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG</li> <li>• Degree of alignment of ESPIG objectives with ESP objectives.</li> <li>• Grant implementation is on time and on budget</li> <li>• Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives)</li> </ul>	<ul style="list-style-type: none"> <li>• ESP implementation data including joint sector reviews</li> <li>• GPE grant agent reports and other grant performance data</li> <li>• Secretariat reports, e.g. country lead back to office/mission reports</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• Other documents on GPE advocacy/facilitation</li> <li>• Country-specific grant applications</li> <li>• Interviews</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> <li>• Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche under the New Funding Model)</li> </ul>

<sup>213</sup> Where applicable.

<sup>214</sup> Facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from 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.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable)</li> <li>• Progress made towards sector targets outlined in GPE grant agreements as triggers for variable tranche under the NFM, compared to progress made in areas without specific targets (where applicable)</li> <li>• EPDG/ESPIG resources allocated to (implementation) capacity development</li> <li>• Stakeholder views on GPE EPDG and ESPIG grants with focus on:               <ul style="list-style-type: none"> <li>– Value added by these grants to overall sector plan implementation;</li> <li>– the extent to which the new (2015) funding model is clear and appropriate especially in relation to the variable tranche;</li> <li>– how well GPE grant application processes are working for in-country stakeholders (e.g. are grant requirements clear? Are they appropriate considering available grant amounts?);</li> </ul> </li> </ul> <p><b>Contributions through non-financial support</b></p> <ul style="list-style-type: none"> <li>• Types of GPE support (advocacy, facilitation, knowledge sharing) aimed at strengthening sustainable local/national capacities for plan implementation</li> <li>• Relevance of GPE non-financial support considering DCP government’s own capacity development plan(s) (where applicable)</li> <li>• Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on:               <ul style="list-style-type: none"> <li>– GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation</li> </ul> </li> </ul>		

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– GPE non-financial facilitating harmonized development partners’ support to plan implementation</li> <li>• Possible causes for no/ limited GPE contribution to plan implementation.</li> </ul>		
<p><b>CEQ 1.5</b> How has education sector financing evolved during the period under review?</p> <p>a) Amounts of domestic financing</p> <p>b) Amounts and sources of international financing</p> <p>c) Quality of domestic and international financing (e.g. short, medium and long-term predictability, alignment with government systems)?</p> <p>1. If no positive changes, then why not?</p>	<p>a) Amounts of domestic education sector financing</p> <ul style="list-style-type: none"> <li>• Changes in country’s public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure)</li> <li>• Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review</li> <li>• Changes in education recurrent spending as a percentage of total government recurrent spending</li> </ul> <p>b) Amounts and sources of international financing</p> <ul style="list-style-type: none"> <li>• Changes in the number and types of international donors supporting the education sector</li> <li>• Changes in amounts of education sector funding from traditional and non-traditional donors (e.g. private foundations and non-DAC members)</li> <li>• Changes in percentage of capital expenditures and other education investments funded through donor contributions</li> </ul> <p>c) Quality of sector financing</p> <ul style="list-style-type: none"> <li>• Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country</li> <li>• Changes in the quality of domestic education financing (e.g. predictability, frequency and timeliness of disbursements, program versus input-based funding)</li> </ul>	<ul style="list-style-type: none"> <li>• Creditor Reporting System (CRS) by OECD-DAC</li> <li>• UIS data by UNESCO</li> <li>• National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews)</li> <li>• GPE results framework indicator 29 on alignment</li> </ul>	<ul style="list-style-type: none"> <li>• Trend analysis for period under review</li> <li>• Descriptive analysis</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%)</li> <li>• Changes in allocation of specific/additional funding to marginalized groups</li> <li>• Changes in extent to which other donors' funding/conditional budget support is tied to the education sector</li> </ul>		
<p><b>CEQ 1.6</b> Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? If yes, then how? If not, then why not?</p> <p>a) Through ESPIG funding and related funding requirements? b) Through the GPE multiplier funding mechanisms (where applicable)?</p> <p>2. Through other means, including advocacy<sup>215</sup> at national and/or global levels?</p>	<p>a) Through ESPIG funding and related requirements</p> <ul style="list-style-type: none"> <li>• Government commitment to finance the endorsed sector plan (expressed in ESPIG applications)</li> <li>• Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms</li> <li>• Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing</li> <li>• Changes in relative size of GPE financial contribution in relation to other donor' contributions</li> <li>• Trends in external financing 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</li> <li>• Alignment of GPE education sector program implementation grants with national systems<sup>216</sup></li> <li>• Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable)</li> </ul>	<ul style="list-style-type: none"> <li>• ESPIG grant applications and related documents (country commitment on financing requirement)</li> <li>• Donor pledges and contributions to ESP implementation)</li> <li>• Creditor Reporting System (CRS) by OECD-DAC</li> <li>• UIS data by UNESCO</li> <li>• National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews)</li> <li>• Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups)</li> </ul>	<ul style="list-style-type: none"> <li>• Comparative analysis (GPE versus other donor contributions)</li> <li>• Triangulation of quantitative analysis with interview data</li> </ul>

<sup>215</sup> Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

<sup>216</sup> GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>b) Through the GPE multiplier funding mechanism               <ul style="list-style-type: none"> <li>• Amount received by DCP government through the GPE multiplier fund (if applicable)</li> <li>• Stakeholder views on clarity and efficiency of multiplier application process</li> </ul> </li> <li>c) Through other means (especially advocacy)               <ul style="list-style-type: none"> <li>• Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education</li> <li>• Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy<sup>217</sup> (e.g. JSRs attended by senior MoF staff)</li> <li>• Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels</li> <li>• Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging</li> </ul> </li> </ul>		
<b>CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?</b>			
<p><b>CEQ 2.1</b> Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> <li>• Composition of the country’s LEG (civil society and teacher association representation), and changes in this composition during period under review; other dialogue mechanisms in place (if any) and dynamics between those mechanisms</li> <li>• Frequency of LEG meetings, and changes in frequency during period under review</li> <li>• LEG members consulted for ESPIG application</li> <li>• Stakeholder views on changes in sector dialogue in terms of:</li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• ESP/TSP, and documents illustrating process of their development</li> <li>• Back to office reports/memos from Secretariat</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate results of document review and interviews</li> <li>• Stakeholder analysis and mapping</li> </ul>

<sup>217</sup> This advocacy can have taken place in the context of GPE support to education sector planning, sector dialogue, and/or plan implementation

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– Degree to which different actors lead, contribute to, or facilitate dialogue</li> <li>– Inclusiveness</li> <li>– Consistency, clarity of roles and responsibilities</li> <li>– Meaningfulness (i.e. perceptions on whether, when and how stakeholder input is considered for decision making)</li> <li>– Quality (evidence-based, transparent)</li> <li>– Likely causes for no/limited (changes in) sector dialogue</li> </ul>	<ul style="list-style-type: none"> <li>• ESPIG grant applications (section V – information on stakeholder consultations)</li> <li>• Interviews</li> </ul>	
<p><b>CEQ 2.2</b> Has sector monitoring changed? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> <li>• Extent to which plan implementation is being monitored (e.g. results framework with targets, performance review meetings, annual progress reports... and actual use of these monitoring tools)</li> <li>• Frequency of joint sector reviews conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings...)</li> <li>• Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period)</li> <li>• Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning</li> <li>• Stakeholder views on changes in JSRs in terms of them being: <ul style="list-style-type: none"> <li>– Inclusive and participatory, involving the right number and types of stakeholders</li> <li>– Aligned to existing sector plan and/or policy framework</li> <li>– Evidence based</li> <li>– Used for learning/informing decision-making</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• LEG and JSR meeting notes</li> <li>• Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate the results of document review and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)<sup>218</sup> and recommendations are acted upon and implemented</li> <li>• Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to ‘mutual accountability’ for the education sector.</li> <li>• Likely causes for no/ limited (changes in) sector monitoring.</li> </ul>		
<p><b>CEQ 2.3</b> Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not?</p> <p>a) Through GPE grants and funding requirements<sup>219</sup></p> <p>b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)<sup>220</sup></p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> <li>• Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants</li> <li>• Proportion of total costs for sector monitoring mechanisms (e.g. JSR) funded through GPE grants</li> <li>• Stakeholder views on extent to which GPE funding process (e.g. selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and functioning of mechanisms for sector dialogue and/or monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> <li>• CSEF, KIX documents etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>

<sup>218</sup> Criteria adapted from: Global Partnership for Education. 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>

<sup>219</sup> All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

<sup>220</sup> Capacity development and facilitation primarily through Secretariat, coordinating agency (especially in relation to sector dialogue) and grant agent (especially in relation to sector monitoring). Advocacy through Secretariat (country lead), CA, as well as (possibly) GPE at the global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions. Knowledge sharing also possible through other GPE partners at country level (e.g. other donors/LEG members) if provided primarily in their role as GPE partners.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>b) Non-grant related support               <ul style="list-style-type: none"> <li>• Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring</li> <li>• Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by DCP government and/or LEG</li> <li>• Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country]</li> </ul> </li> <li>a) and b)               <ul style="list-style-type: none"> <li>• Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to:                   <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g. around JSRs)</li> </ul> </li> <li>• Possible causes for no/ limited GPE contributions to dialogue/monitoring.</li> </ul> </li> </ul>		
<b>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?</b>			
<b>CEQ 3.1</b> What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan implementation, and in sector dialogue and monitoring?	<ul style="list-style-type: none"> <li>• 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)</li> <li>• Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE</li> <li>• Changes/events in national or regional context(s)</li> </ul>	<ul style="list-style-type: none"> <li>• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country]</li> <li>• Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies)</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– Political context (e.g. changes in government/leadership)</li> <li>– Economic context</li> <li>– Social/environmental contexts (e.g. natural disasters, conflict, health crises)</li> <li>– Other (context-specific)</li> </ul>	<p>regarding nature/changes in their contributions and related results</p> <ul style="list-style-type: none"> <li>• Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector</li> <li>• Interviews</li> </ul>	
<p><b>CEQ 3.2</b> During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?</p>	<ul style="list-style-type: none"> <li>• Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, sector dialogue and monitoring deriving from GPE grants and funding requirements</li> <li>• Types of unintended, positive and negative, effects deriving from other GPE support.</li> </ul>	<ul style="list-style-type: none"> <li>• All data sources outlined for CEQs 1 and 2 above</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>
<p><b>Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?</b></p>			
<p><b>CEQ 4</b> During the period under review, how has the education system changed in relation to:</p> <p>a) Improving access to education and equity?</p> <p>b) Enhancing education quality and relevance (quality of teaching/instruction)?</p> <p>c) Sector Management?<sup>221</sup></p>	<p>a) Improving education access and equity - focus on extent to which DCP meets its own performance indicators, where available, e.g. related to:<sup>223</sup></p> <ul style="list-style-type: none"> <li>• Changes in number of schools relative to children</li> <li>• Changes in the average distance to schools</li> <li>• Changes in costs of education to families</li> <li>• Changes in the availability of programs to improve children's' readiness for school)</li> </ul>	<ul style="list-style-type: none"> <li>• Education Management Information System (EMIS)</li> <li>• UIS data</li> <li>• World Bank data</li> <li>• Household survey data</li> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent progress reports</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of statistical data for periods under review</li> <li>• Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening</li> </ul>

<sup>221</sup> The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE results framework as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.

<sup>223</sup> The noted indicators are examples of relevant measures to indicate removal of barriers to education access. Applicability may vary across countries. Where no country specific indicators and/or data are available, the CLE will draw upon UIS (and other) data on the described indicators.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>If there were no changes in the education system, then why not and with what implications?<sup>222</sup></p>	<ul style="list-style-type: none"> <li>• New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups</li> <li>• New/expanded measures put in place to ensure gender equality in education</li> <li>b) Enhancing education quality and relevance (Quality of teaching/instruction) – focus on extent to which DCP meets its own performance indicators, e.g. related to: <ul style="list-style-type: none"> <li>• Changes in pupil/trained teacher ratio during period under review</li> <li>• Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)</li> <li>• Changes in relevance and clarity of (basic education) curricula</li> <li>• Changes in the quality and availability of teaching and learning materials</li> <li>• Changes in teacher pre-service and in-service training</li> <li>• Changes in incentives for schools/teachers</li> </ul> </li> <li>c) Sector Management – focus on extent to which DCP meets its own performance indicators, e.g. related to: <ul style="list-style-type: none"> <li>• Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Appraisal Reports</li> <li>• Public expenditure reports</li> <li>• CSO reports</li> <li>• SABER database</li> <li>• Education financing studies</li> <li>• Literature on good practices in education system domains addressed in country's sector plan</li> <li>• Interviews</li> <li>• ESPIG grant applications</li> <li>• Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g. on restructuring, internal resource allocation)</li> </ul>	

<sup>222</sup> Implications for education access and equity, quality and relevance, and sector management, as well as likely implications for progress towards learning outcomes and gender equality/equity.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision making and sector monitoring</li> <li>If no functioning EMIS is in place, existence of a realistic remedial strategy in place</li> <li>Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review (a-c):</li> <li>Likely causes for no/ limited changes at system level (based on literature review and stakeholder views)</li> </ul>		
<p><b>CEQ 5</b> How has sector plan implementation contributed to observed changes at education system level?</p>	<ul style="list-style-type: none"> <li>The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level</li> <li>Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan)</li> </ul>	<ul style="list-style-type: none"> <li>Sources as shown for CEQ 4</li> <li>Literature on good practices in education system domains addressed in country's sector plan</li> <li>Education sector analyses</li> <li>Country's poverty reduction strategy paper</li> </ul>	
<p><b>Key question III: Have improvements at education system level contributed to progress towards impact?</b></p>			
<p><b>CEQ 6</b> During the period under review, what changes have occurred in relation to:</p> <p>a) Learning outcomes (basic education)?</p> <p>b) Equity, gender equality and inclusion in education?</p> <p>Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?</p> <p>What other factors can explain changes in learning outcomes, equity, etc.?</p>	<p>Changes/trends in DCP's core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data is available). For example:</p> <p>a) Learning outcomes</p> <ul style="list-style-type: none"> <li>Changes/trends in learning outcomes (basic education) during period under review (by gender, by socio-economic group, by rural/urban locations)</li> </ul> <p>b) Equity, gender equality, and inclusion</p> <ul style="list-style-type: none"> <li>Changes in gross and net enrollment rates (basic education) during review period (by gender, by socio-economic group, by rural/urban)</li> </ul>	<ul style="list-style-type: none"> <li>Sector performance data available from GPE, UIS, DCP government and other reliable sources</li> <li>Teacher Development Information System (TDIS)</li> <li>Education Management Information System (EMIS)</li> <li>National examination data</li> <li>International and regional learning assessment data</li> <li>EGRA/EGMA data</li> </ul>	<ul style="list-style-type: none"> <li>Pre-post comparison of available education sector data (examination of trends) during and up to 5 years before core period under review</li> <li>Triangulation of statistical data with qualitative document analysis</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Changes in proportion of children (girls/boys) who complete (i) primary, (ii) lower secondary education</li> <li>• Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group)</li> <li>• Changes in out of school rate for (i) primary, (ii) lower secondary education (by gender, socio-economic group, rural/urban location)</li> <li>• Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower secondary education</li> <li>• Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds)</li> <li>• Plausible links between changes in country's change trajectory related to learning outcomes, equity, gender equality, and inclusion during period under review on the one hand, and specific system-level changes put in place during the same period</li> <li>• Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5</li> <li>• Likely reasons for impact-level changes during period under review</li> </ul>	<ul style="list-style-type: none"> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent and Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available)</li> <li>• Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings</li> </ul>	
<b>Key question IV: What are implications of evaluation findings for GPE support to [country]?</b>			
<b>CEQ 7</b> What, if any, aspects of GPE support to [country] should be improved? What, if any, good practices	<ul style="list-style-type: none"> <li>• Insights deriving from answering evaluation questions above e.g. in relation to: <ul style="list-style-type: none"> <li>– Clarity and relevance of the roles and responsibilities of key GPE actors at the country</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• All the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data collected, and analysis conducted for other evaluation questions</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>have emerged related to how GPE supports countries? <sup>224</sup></p>	<p>level (Secretariat, GA, CA, DCP government, other actors)</p> <ul style="list-style-type: none"> <li>– Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly i.e. through a partnership approach)</li> <li>– The relative influence/benefits deriving from GPE financial and non-financial support respectively (with focus on the NFM, where applicable)</li> <li>– Extent to which logical links in the GPE theory of change are, or are not, supported by evidence</li> <li>– Extent to which originally formulated underlying assumptions of the ToC appear to apply/not apply and why</li> <li>– Extent to which different elements in the theory of change appear to mutually enforce/support each other (e.g. relationship sector dialogue and sector planning)</li> <li>– Stakeholder satisfaction with GPE support</li> </ul>		

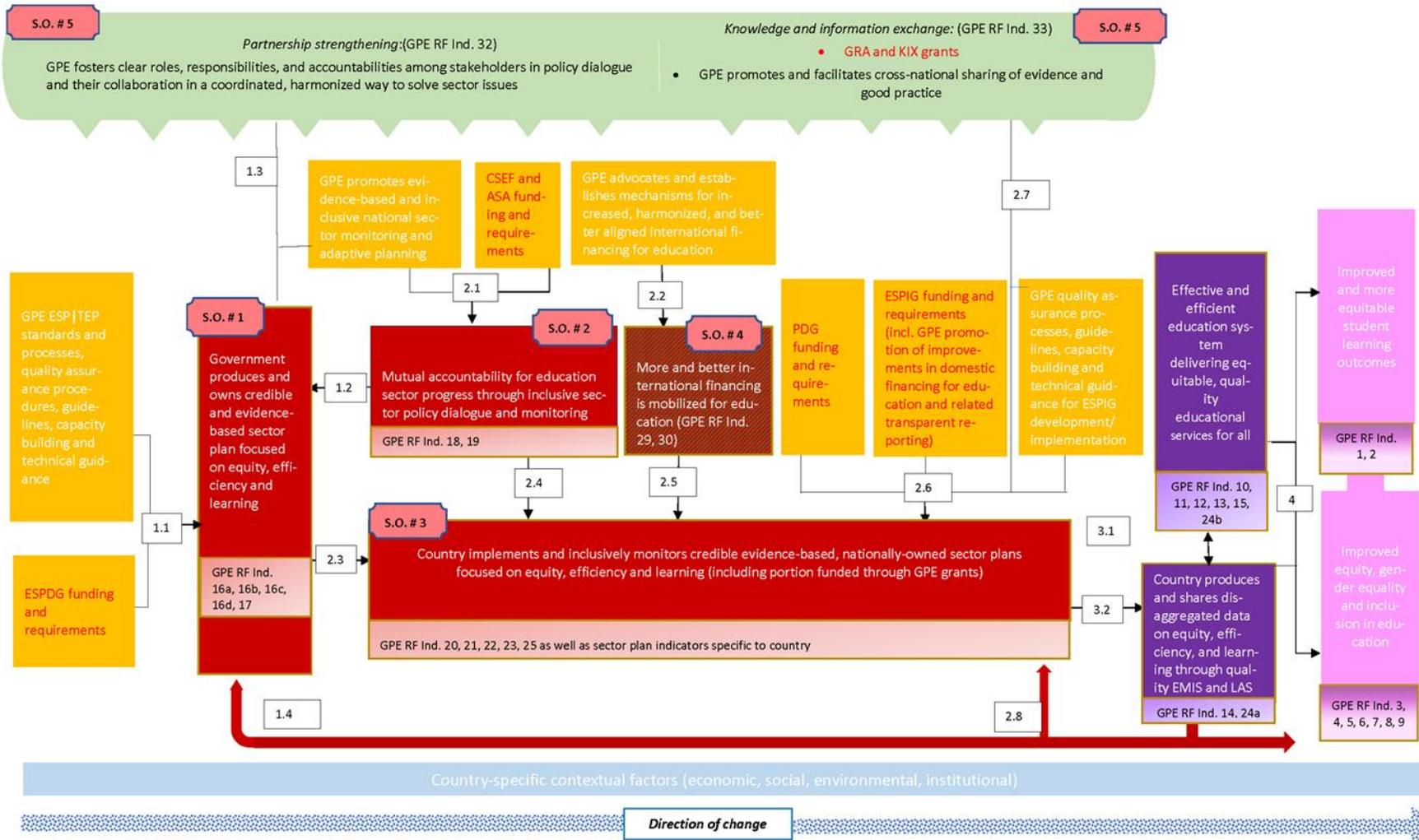
<sup>224</sup> For both questions CEQ 7 and 8 the notion of ‘good practice’ refers to acknowledging processes, mechanisms, ways of working etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally ‘good practice’.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 8</b> What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle?<sup>225</sup></p>	<ul style="list-style-type: none"> <li>• Insights deriving from answering evaluation questions above e.g. in relation to:               <ul style="list-style-type: none"> <li>– Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation.</li> <li>– Successful, promising, and/or contextually innovative approaches taken as part of sector plan implementation to address specific sector challenges<sup>226</sup></li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• All the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data collected and analysis conducted for other evaluation questions</li> </ul>

<sup>225</sup> This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

<sup>226</sup> For example, highlighting promising approaches taken by the respective government and development partners to try and reach out of school children. Please note that ‘innovative’ means ‘innovative/new in the respective context’, not necessarily globally new.

## Annex B GPE Country-level ToC



8

**LEGEND**

XXX	<b>Non-financial</b> GPE inputs/support (technical assistance, facilitation, advocacy)
XXX	GPE <b>financial</b> inputs/support (grants) and related funding requirements
	<b>Country-level objectives</b> that GPE support/influence directly contributes to
	<b>Global-level objectives</b> that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)
	<b>Global-level objectives</b> with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	<b>Intermediate outcomes:</b> Education system-level changes
	<b>Impact:</b> Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
S.O. # 3	Corresponding Strategic Objective in the GPE 2020 Strategic Plan
1	Numbers represent the key areas where <b>logical linkages</b> (explanatory mechanisms) connect different elements of the theory of change to one another (' <i>because of x, y happens</i> '). 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).

## Annex C Explanatory mechanisms and (implicit) contribution claims

#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
<b>1 – GPE contributions to sector planning</b>		
1.1, 1.2, 1.3 and 1.4	<p><b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>• (1) GPE provides Education Sector Plan Development Grants and guidance, quality assurance, capacity development and technical guidance</li> <li>• (2) GPE promotes (at global and country levels) evidence-based and adaptive planning</li> <li>• (3) GPE promotes and facilitates cross-national sharing of evidence and good practice</li> <li>• (4) GPE fosters clear roles, responsibilities and accountabilities among stakeholders in policy dialogue and their collaboration in a coordinated, harmonized way to solve sector issues</li> <li>• (5) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector planning</li> </ul> <p><b>DCP government produces and owns credible and evidence-based sector plans focused on equity, efficiency, and learning</b></p>	<p><b>Contribution claim A:</b> GPE (financial and non-financial) support and influence contribute to the <i>development</i> of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.</p>
<b>2 - GPE contributions to sector plan implementation, sector monitoring, and dialogue</b>		
2.1	<p><b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>• (1) GPE provides CSEF and ASA grants</li> <li>• (2) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels</li> <li>• (3) GPE promotes and facilitates cross-national sharing of evidence and good practice</li> <li>• (4) GPE fosters clear roles, responsibilities and accountabilities among stakeholders in policy dialogue and their collaboration in a coordinated, harmonized way to solve sector issues</li> </ul> <p><b>There is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring</b></p>	<p><b>Contribution claim B:</b> GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to <i>mutual accountability</i> for education sector progress.</p>
2.2	<p><b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>• (1) GPE advocates for and establishes mechanisms for increased, harmonized, and better aligned international financing for education, and</li> <li>• (2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes</li> </ul> <p><b>There is more and better financing for education mobilized in the country.</b></p>	<p><b>Contribution claim C:</b> GPE advocacy and funding requirements contribute to more and better financing for education in the country.</p>
2.3, 2.4, 2.5, 2.6 2.7 and 2.8	<p><b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>• (1) GPE provides funding through PDGs and ESPIGS</li> </ul>	<p><b>Contribution claim D:</b> GPE (financial and non-financial) support and influence</p>

#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
	<ul style="list-style-type: none"> <li>• (2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation</li> <li>• (3) there is mutual accountability for education sector progress</li> <li>• (4) the country has developed a credible and evidence-based sector plan</li> <li>• (5) more and better domestic and international financing for education is available</li> <li>• (6) GPE promotes and facilitates cross-national sharing of evidence and good practice</li> <li>• (7) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector plan implementation</li> </ul> <p><b>The country implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning</b></p>	<p>contribute to the effective and efficient <i>implementation</i> of sector plans.</p>
<b>3. From country-level objectives to system-level change (intermediary outcome)</b>		
3.1	<p><b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>• (1) countries implement and monitor realistic, evidence-based education sector plans based on equity, efficiency and learning</li> </ul> <p><b>The education system becomes more effective and efficient towards delivering equitable quality educational services for all</b></p>	<p><b>Contribution claim E:</b> The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall <i>education system</i>.</p>
3.2	<p><b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>• (1) sector plan implementation includes provisions for strengthened EMIS and LAS</li> <li>• (2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress</li> </ul> <p><b>Country produces and shares disaggregated data on equity, efficiency, and learning</b></p>	
<b>4. From system-level change (intermediate outcomes) to impact</b>		
4	<p><b>BECAUSE</b> of improvements at the level of the overall education system, <b>there are improved learning outcomes and improved equity, equality, and inclusion in education.</b></p>	<p><b>Contribution claim F:</b> Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.</p>

## Annex D Interview protocols

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.

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.

### Approach to interviews

- 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.
- 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.
- 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;<sup>227</sup> UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System;<sup>228</sup> the World Bank's principles and standards for evaluating global and regional partnership programs;<sup>229</sup> ALNAP's Evaluation of Humanitarian Action Guide;<sup>230</sup> the Sphere Handbook and Standards for Monitoring and Evaluation;<sup>231</sup> and Guidance on Ethical Research Involving Children.<sup>232</sup>)
- Interviews will be conducted in confidence and usually on a one-to-one or one-to-two basis (to enable notetaking). 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.
- 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.

<sup>227</sup> <http://www.oecd.org/development/evaluation/qualitystandards.pdf>

<sup>228</sup> <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>

<sup>229</sup> <http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/sourcebook.pdf>

<sup>230</sup> <http://www.alnap.org/resource/23592.aspx>

<sup>231</sup> <http://www.sphereproject.org/silo/files/sphere-for-monitoring-and-evaluation.pdf>

<sup>232</sup> <http://childethics.com/>

### Focus group discussions

- 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.
- All focus group discussions will reflect with the evaluation team's commitment to appropriate evaluation ethics (as referenced above).

## Annex E Risks to the Evaluation and Ethics

### Risks to the evaluation

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 1 Key anticipated risks and limitations, and proposed mitigation mechanisms**

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
<p><b>Delays in the timing of the 24 country visits</b></p> <p>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.</p> <p><i>Likelihood: High</i></p>	<p>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.</p>
<p><b>Conflict or fragility undermine the ability of our teams to conduct in-country data collection for summative or prospective evaluations</b></p> <p>Consequences: international consultants cannot conduct in-person data collection on the ground. Delays in conducting of site visits and of subsequent deliverables.</p> <p><i>Likelihood: Medium to high</i></p>	<p>Change timing of site visits and postpone related deliverables.</p> <p>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.</p> <p>Collect data from individual in-country stakeholders via email, telephone, Skype; use electronic survey to reach several stakeholders at once.</p> <p>Increase level of effort of national consultant(s) to ensure in-country data collection.</p>
<p><b>Interventions are not implemented within the lifecycle of the evaluation</b></p> <p>This constitutes a particular risk for the <i>prospective</i> evaluations. While a lack of implementation can create learning opportunities in impact evaluations, such situations do not present value for money.</p> <p><i>Likelihood: Medium</i></p>	<p>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.</p>
<p><b>Large data and evidence gaps</b></p> <p>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.</p> <p><i>Likelihood: Medium, but varying by country</i></p>	<p>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.</p> <p>Use of qualitative data – e.g. based on stakeholder consultations – to reconstruct likely baseline for key issues relevant for assembling the contribution story.</p>

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
	Clearly identify data gaps and implications for data analysis in all deliverables.
<p><b>Structure of available data is limiting</b></p> <p>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.</p> <p><i>Likelihood: Medium</i></p>	As qualitative synthesis does not face the same limitations, we will mitigate this risk by describing differences in measurement criteria across countries.
<p><b>Inaccessibility of in-country partners</b>, 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.</p> <p><i>Likelihood: Medium</i></p>	<p>Reaching out to in-country stakeholders as early as possible before scheduled missions to explore their availability.</p> <p>Data collection via email, telephone, Skype, or through local consultants before or after site visits.</p> <p>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.</p> <p>Consult other individuals from the same stakeholder group if key envisaged informants are not available.</p>
<p><b>Being part of an evaluation changes the behavior of actors, independent of GPE support</b></p> <p>GPE partners within <i>prospective</i> evaluation countries may, involuntarily, perceive the prospective evaluation countries as showcase examples and increase efforts due to the evaluation.</p> <p><i>Likelihood: Medium to low</i></p>	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.
<p><b>Evaluations (perceived to be) not sufficiently independent from the Secretariat</b></p> <p>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.</p> <p><i>Likelihood: Medium to low</i></p>	<p>Findings, conclusions and forward-looking suggestions will be based on clearly identified evidence.</p> <p>Review of all draft deliverables by an Independent Technical Review Panel (ITRP).</p> <p>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.</p>
<p><b>Prospective country evaluation teams becoming excessively sympathetic to GPE or others through repeat visits</b></p> <p>This can result in overly positive reports that miss areas requiring constructive criticism.</p> <p><i>Likelihood: Medium to low</i></p>	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.

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
<p><b>Countries no longer willing to participate in, or wish to withdraw partway through, an (prospective) evaluation</b></p> <p>Consequences: an unbalanced sample of summative or <i>prospective</i> evaluations. Difficulty completing all eight prospective evaluations in a consistent manner.</p> <p><i>Likelihood: Medium to low</i></p>	<p>A transparent selection/sampling process.</p> <p>Early work with GPE country leads and in-country implementing partners to build support for all country-level evaluations.</p> <p>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.</p>

## Ethics

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.

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.

## Annex F Confirming and refuting evidence methodology

1. This evaluation pays attention to how contribution analysis can identify and determine the extent of influencing factors and alternative explanations and weighs confirming and refuting evidence. Following Lemire, Nielsen and Dyadal,<sup>233</sup> we use the Relevant Explanation Finder (REF) as an operational framework to provide structure for enabling transparent and explicit decision-making regarding weighing confirming and refuting factors in the evaluative inquiry.
2. For each item of evidence, the evaluation team recorded the contribution claim the evidence relates to, described the item of evidence, recorded the data source and assessed whether the evidence confirms or refutes the contribution claim. The degree of influence on the contribution claim was assessed for each item of evidence, being judged on the basis of certainty, robustness, validity, prevalence and theoretical grounding.
3. Confirming and refuting evidence emerging from interview data was assessed by analyzing the impartiality of the informant (to what extent does this person have a vested interest in the subject of the fragment?), knowledge (How much knowledge/experience does the subject have of the subject of the fragment?) and coherency (How coherent is their point? Do they provide evidence?).
4. The assessment of plausibility for each contribution claim was then made on the basis of:
  - The preconditions of contribution are in place (did the change happen? If not, there could not have been a contribution)
  - Where GPE provided inputs or support for this change
  - Other support provided outside of the partnership
  - Supporting and refuting evidence
  - The extent to which the assumptions hold; and
  - Logical reasoning

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<sup>233</sup> Lemire, Nielsen and Dybdal, 2012. *Making contribution analysis work: A practical framework for handling influencing factors and alternative explanations*. Evaluation volume 18: 294.

Annex Table 2 Strength of evidence assessment example – documents

Number	Certainty	Robustness	Validity	Prevalence	Theoretical grounding
	<i>Degree to which the evidence is confirming or refuting the explanation (i.e. identifier)</i>	<i>Degree to which the evidence is identified as a significant explanation or influencing factor across a broad range of evidence</i>	<i>Degree to which the evidence measures the explanation and is reliable</i>	<i>Degree to which the evidence contributes to the outcome of interest across a wide range of contexts</i>	<i>The evidence is informed by theory (identifies existing theories of which it is an example) and is cast in specific terms (i.e. it is not vague)</i>
Doc1	weak	n/a	moderate	strong	strong
Doc2					

Annex Table 3 Strength of evidence assessment - interviews

Fragment #	Interviewee	Contribution Claim	Position	View	Impartiality	Knowledge	Coherency
	<i>Use interviewee code</i>	<i>To which contribution claim does the view stated pertain</i>	<i>Does the viewpoint confirm or refute the contribution claim</i>	<i>Give details of the view of the interviewee given in the fragment</i>	<i>To what extent does this person have a vested interest in the subject of the fragment</i>	<i>How much knowledge/experience does the subject have of the subject of the fragment</i>	<i>How coherent is their point? Do they provide evidence?</i>
1	MoE4a	A		Interviewee asserts that CSOs were involved at all stages of planning	n/a	weak	weak
2							

Annex Table 4 Example of weighing of evidence to support contribution claim plausibility and identification of influencing factors

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.							
Preconditions	GPE support/inputs	Non-GPE support/inputs	Supporting Evidence	Refuting Evidence	Assumption met	Assessment	Reasoning
<i>What has been achieved in sector planning in the review period</i>	<i>What (specifically) has GPE done to support each of these achievements?</i>	<i>What (specifically) have others done to support each of these achievements?</i>	<i>List docs and interviews that support or refute GPE support resulted in a contribution</i>		<i>Were the generic assumptions met</i>	<i>On the basis of the precondition being met, GPE inputs and the evidence, is the GPE contribution plausible</i>	<i>What is the overall narrative for why the contribution is plausible or not plausible?</i>
Follow up from year one issue 1	Did GPE input to address this issue?	Who else supported or inputted into this and how?	Doc 4, 7, 9, 11 etc	Doc4	Country level stakeholders have the <i>capabilities</i> to jointly improve sector analysis and planning	Plausible	A credible quality plan is in place + it was developed through inclusive processes + GPE provided financial support for plan development + GPE provided technical support which improved the quality of the plan + most members of the LEG agree GPE contributed + the ESPIG completion reports detail GPE contributions + plans prior to becoming a GPE member were not credible and did not
Follow up from year one issue 2	Did GPE input to address this issue?	Who else supported or inputted into this and how?	Doc3	Int3	Stakeholders have the <i>opportunities</i> (resources, time, conducive environment) to do so		
Follow up from year one issue 3	Did GPE input to address this issue?	Who else supported or inputted into this and how?	Int1		Stakeholders have the <i>motivation</i> (incentives) to do so		
ESP is guided by an overall vision, is strategic and holistic	Did GPE input to this?	Who else supported or inputted into this and how?	Int3		GPE has sufficient leverage within the country to influence sector planning		
ESP is achievable, sensitive to content and pays attention to disparities	Did GPE input to this?	Who else supported or inputted into this and how?			EMIS and LASs produce relevant and reliable data to inform sector planning		

ESP meets GPE quality criteria	Did GPE input to this?	Who else supported or inputted into this and how?					focus on equity, efficiency and learning.
Process has been country-led, participatory and transparent	Did GPE input to this?	Who else supported or inputted into this and how?					
	Other areas of support						

## Annex G List of consulted individuals

Annex Table 5 List of consulted stakeholders

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Ministry of National Education and Literacy	Ismaila Berthé	Technical Advisor Focal point for GPE	m
Ministry of National Education and literacy	Issiaka Niambele	Technical Advisor	m
Ministry of National Education and literacy	Lassine Sidibé	Ancien Agent du Ministère	m
CPS Ministry of Nat. Education and Literacy	Diakalia Koné	Directeur Général	m
CPS Ministry of Nat. Education and Literacy	Boubacar Dembele	Chief of Unit, Planification and Analysis	m
CPS Ministry of Nat. Education and Literacy	Hamidou Naparé	Deputy Director CPS	m
CADDE	Hassane Samassekou	CADDE-Directeur	w
AFD	Hamadoun Idrissa Dicko	Project Manager (Chargé de projets)	m
Academy Rive Droite	Touré Zahiatou		m
Academy Rive Droite	Youssouf Konaté	Deputy Director	m
Academy Rive Droite	Abdoulaye Diallo	Head of Curriculum Division, Research and Training	m
Academy Rive Droite	Djombo Timbiné	Head of Communication, Administration and Finance Division	m
Academy Rive Gauche	Kone Rokiatou Dia		m
Ministry of National Education and Literacy	M. Mahamadou Niare	Deputy Director of the Pedagogy Department	m
Ministry of National Education and Literacy	Bakary Z Coulibaly	Division Head School Program	m
Ministry of National Education and Literacy	Issoufi Touré	Division Head School Textbooks and Teaching Materials	m
Ministry of National Education and Literacy	Mamadou B Koné	Educational Research and Evaluation Division	m
UNICEF	Elena Locateli	Chief Education - GPE focal point	w
Human Resources Department for Education sector	Mamadou Konta	HR Director for Education	m
Syndicat des enseignants de l'éducation de Base.	Seydou Sangaré	Secrétaire aux revendications	m

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
CGS Rive Droite	Siaka Koné	Coordinator of the school Management committees (CGS) Rive Droite	m
Education Finance and Material department	Mohamed Moulaye Traoré	Deputy Director of Finances and Materials	m
Education Finance and Material department	Sidiki Touré	Chief of the Finance Department	m
Education Finance and Material department	Abdoul K Maiga	Director of Finance and Material	m
World Bank	Adama Ouedrago		m
USAID	Amadou Traoré	Program Manager Education Office	m
USAID	Iris L. Younf	Acting Office Director Education Office	w
Ministry of National Education and literacy	Kinane AG Gadede	Sécrétaire Général	m
Ministry of Secondary Education	Diarra Haby Sanou	Technical Advisor	m
Delegation of the European Union	Olivier Ki Zerbo	Program Manager (Chargé de programmes)	m
FONGIM	Yaya Traoré	Education Specialist (?)	m
UNESCO	Saip Sy	Program Specialist	m
Ministry of Vocational and Technical Training	Drissa Guindo	Sécrétaire Général	m
Ministry of Vocational and Technical Training	Boucary Togo	Technical advisor	m
Ministry of Vocational and Technical Training	Mohamed Shebaani	Technical Advisor	m
Ministry of Vocational and Technical Training	Mariane Guindo	Technical Advisor	w
Ministry of Secondary Education	Mamoudou Coumaré	Technical advisor	m
Ministry of National Education and literacy	Abou Diarra	Technical Advisor	m

## Annex H Mali sector financing data

Annex Table 6 Selected Financing Data Mali

Issue	Data
<b>Domestic Financing</b>	
Total domestic educ. expenditure	<b>Fluctuation</b> in domestic education expenditure between 2011 and 2016. 0.2 percent increase between 2001 and 2016 from US\$ 433 million in 2011 to US\$ 434 million in 2016.
Education share of total government Expenditures	<b>Decrease</b> from 18.3% in 2011 to 13.9 % in 2016. Highest percentage in 2012 with 22.4 %.
% of domestic education financing allocated to <u>Basic education</u>	<b>Slight increase</b> from 38.3% to 39.6 % between 2011-2016
Funding by expenditure type (salary, non-salary recurrent, investment)	55% of education expenditure in 2019 was spent on Personnel, 31 % on Transfers/Subsidies and Goods/Services and 14% was spent on investments.
<b>International Financing</b>	
<b>Total ODA (all sectors)</b> from 2011 to 2017)	21% <b>increase</b> from US\$ 1.1 billion in 2011 to US\$1.4 billion in 2017
<b>Total amount of ODA to education</b> from 2011 to 2017	<b>Increased</b> by 48 % from US\$105.6 million in 2011 to US\$67.5 million in 2016
<b>Education ODA as share of overall ODA</b> from 2011 to 2017	<b>Decrease</b> from 12.2 % in 2009 to 6.2 % in 2016
<b>Total amount of ODA to <u>Basic Education</u></b> from 2011 to 2017	<b>Increased</b> from US\$ 40.2 million to US\$ 55.0 million for the period 2011-2017
<b>Basic Education ODA as share of total education ODA from 2011 to 2017</b>	Increased from 38.1 % in 2011 to 55.1% in 2017
<b>ESPIG amount as share of education ODA</b> during review period	MEEFAP funding (US\$41.7 million) as a share of total ODA between 2013 and 2017 was 11.4%
ESPIG amount as share of financing required to fill the ESP funding gap at time of approval	no data
ESPIG amount as % of total <u>estimated/expected</u> ESP financing	New ESPIG GPE funding of US\$ 45.7 million will be 1.12 % of overall estimated ESP financing for 2019-2022.
ESPIG amount at % of <u>actual</u> ESP financing (if data is available)	no data

Annex Table 7 Donor financing to the PAPB 2019-2022

TOTAL FCFA (current)	Percent
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WORLD BANK	4825000000	28.1%
EU	26468329180	15.4%
GPE	22350000000	13.0%
BID	16500000000	9.6%
DDC SWITZERLAND	14622058380	8.5%
FONGIM	13747214055	8.0%
AFD	12635939881	7.4%
ACDI	7224652310	4.2%
UNICEF	3308568234	1.9%
USAID	2751853849	1.6%
UNESCO	1456194500	0.8%
LUXDEV	1265000000	0.7%
FAO	817500000	0.5%
UNHCR	372980000	0.2%
FIDA	42360000	0.0%
<b>TOTAL</b>	<b>1.71813E+11</b>	<b>1</b>

## Annex I Selected system-level country data

**Annex Table 8 Changes suited to remove barriers to equitable access to education**

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	Pupil-per classroom ratios have gone down in pre-primary and lower secondary education from 2014 to 2019. Primary education ratios have remained stable. <sup>234</sup>
Changes in average distance to school	In 2018, 95% of primary school children in Mali had the closest schools less than 3km away from home, while 3.8 % had it more than 5 km away from home. There is no data available for the last years to assess the evolution over time. <sup>235</sup>
Changes in costs of education to families	The Education Sector Analysis (2017) showed that in 2015 the overall expenditure made by households for the education of a child varies on average from 13,687 FCFA at primary level to 83,534 FCFA at the level of higher education. There is not data available to assess changes in the cost of education for families. <sup>236</sup>
Changes in availability of programs to improve children's readiness for school	No information available.
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	The only program aiming at providing support to the education of children with special needs was implemented by Handicap International between 2012 and 2014 and was entirely donor funded (support of AFD, USAID, the Orange Foundation and Loch Maddy). It involved inclusive education projects in the regions of Sikasso, Timbuktu and Gao. <sup>237</sup>

**Annex Table 9 Changes suited to remove barriers to quality education**

ISSUE	OBSERVATIONS
Changes in Pupil/teacher ratios (basic education)	In 2018 there were 45 students per teacher both in primary and lower secondary education. However, the ratio varies between types of schools in both levels in primary education, while in public schools there are 57 students per teacher, there are 32 per teachers in private schools. The gap is even larger in lower secondary education (61 to 29). There is not data available to assess the evolution over recent years. <sup>238</sup>
Changes in pupil/trained teacher ratio	No available data.
Changes in availability and quality of teaching and learning materials	In 2018 there was just an average of 0.59 and 0.63 school manuals per student for the French and math subjects respectively in the primary education level (Grades 1-6). There is not data available to assess the evolution over recent years. <sup>239</sup>
Changes to pre-service teacher training	No major changes have been carried out on teacher pre-service training during the review period.

<sup>234</sup> Rapport d'analyse des indicateurs du system éducatif 2014-2019

<sup>235</sup> Ibid.

<sup>236</sup> Mali Education Sector Analysis (ESA 2017)

<sup>237</sup> Ibid.

<sup>238</sup> Rapport d'analyse des indicateurs du system éducatif 2014-2019

<sup>239</sup> Ibid

Changes to in-service teacher training	No major changes have been carried out on teacher in-service training during the review period.
Changes in incentives for schools/teachers	No changes.
Other (may vary by country)	

**Annex Table 10 Progress in strengthening sector management**

ISSUE	OBSERVATIONS
Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding)	No major changes.
Is a quality learning assessment system (LAS) within basic education cycle in place?	No, it has not been put in place.
Changes in how country <u>uses</u> LAS.	There is no national LAS in place.
Does country have functioning EMIS?	Yes, relatively, but not installed in all the education provinces (CAPs).
Changes in how country <u>uses</u> EMIS data to inform policy dialogue, decision making and sector monitoring	No changes observed.
Other (country specific)	

**Learning assessments scores****Annex Table 11 PASEC - Proportions of students above and below a qualifying threshold of skills desired**

PASEC	Grade 2		Grade 6	
	French	Math	French	Math
<b>Below the threshold of desired skills</b>	66.80%	55.90%	86.60%	90.20%
<b>Above the threshold of desired skills</b>	33.20%	44.10%	13.40%	9.80%

Source: Education Sector Analysis (2017)

**Annex Table 12 EGRA 2015 - Reading scores**

EGRA	READING SCORES			
CLASSICAL SCHOOLS				
	Koulikoro	Sikasso	Segou	Overall
<b>Identify no sound of letters or group of letters</b>	26%	23%	18%	23%
<b>Read no familiar word</b>	75%	77%	67%	73%
<b>Decode no invented word</b>	86%	89%	80%	85%

Read no word of a short story	67%	79%	64%	70%
Answer no question of a read text	97%	98%	90%	95%
Execute any order spoken orally in	18%	14%	3%	13%
<b>BILINGUAL CURRICULUM SCHOOLS</b>				
Identify no sound of letters or group of letters	19%	27%	23%	23%
Read no familiar word	54%	68%	57%	60%
Decode no invented word	66%	80%	67%	72%
Read no word of a short story	58%	73%	64%	66%
Answer no question of a read text	85%	95%	89%	90%
Execute any order spoken orally in	11%	4%	11%	8%

Source: Education Sector Analysis (2017)

Annex Table 13 Beekunko scores

Beekunko	Overall		Grade 2		Grade 6		Grade 9		Grade 10	
	R	M	R	M	R	M	R	M	R	M
Average score out of 50	12.5	18.5	4.9	10.5	25.6	31.5	42.5	42.9	45.4	44.6
% of students that didn't validate any test item	23.10%	10.20%	31.90%	12.50%	4.40%	1.80%	1.30%	1.00%	3.40%	3.40%
% of students that scored below 50 out of 100	55.40%	56.50%	64.20%	77.30%	41.60%	27.60%	5.80%	4.50%	3.40%	3.40%
% of students that had a score greater than or equal to 50 out of 100	21.50%	33.30%	3.80%	10.30%	54.00%	70.60%	92.90%	94.50%	93.10%	93.10%

\*R: Reading; M; Mathematics

Source: Education Sector Analysis (2017)

## Annex J Selected impact-level country data

Annex Table 14 Progress in strengthening sector management

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
<b>Learning outcomes</b>	
Changes/trends in <b>learning outcomes</b> (basic education) during period under review ( <u>by gender, by socio-economic group, by rural/urban locations</u> )	<p>There is no national learning assessment system in place in Mali. The only data available is from independent assessments and significantly outdated. The most recent assessments were carried out by different entities and using different methodologies which makes the comparison difficult.</p> <p>However, all the assessments show low levels of learning in primary education in Reading and Math.</p>
<b>Equity, gender equality and inclusion</b>	
Changes in (i) <b>gross and (ii) net enrollment rates</b> (basic education <u>including pre-primary</u> ) during review period (by gender, by socio-economic group, by rural/urban)	<p><u>Gross Enrollment Rates (GER) 2013-2018</u><sup>240</sup> GER in pre-primary, primary and upper secondary education improved. GER in lower secondary education went down.</p> <p><u>Net Enrollment Rates (NER) 2013-2018</u><sup>241</sup> Net Enrollment Rates (NER) in pre-primary and primary education increased. Net Enrollment Rates (NER) in lower and upper secondary education went down.</p>
<b>Gender parity index of enrollment</b>	<p>Mali achieved gender equality in pre-primary gross enrollment. GPI for gross enrollment in low secondary education evolved in the period 2013-2018 (from 0.8 to 0.9).<sup>242</sup></p> <p>GPI for net enrollment in primary education has remained unaltered in the period 2014-2017 (from 0.88 to 0.89). GPI for net enrollment in secondary education remain in similar levels during the period 2013-2017 (0.78 and 0.8 respectively).<sup>243</sup></p>
Changes in (i) <b>primary completion rate</b> and (ii) <b>lower secondary completion rate</b> (by gender)	<p>Completion rates in primary education level improved slightly during the period 2013-2018, increasing from 48% to 50%. Similarly, lower education completion rates increased modestly from 31% in 2014 to 35% in 2018.</p> <p>Completion rates in upper secondary education level decreased drastically during the period 2013-2018, increasing from 23% to 11%.<sup>244</sup></p>

<sup>240</sup> JSR 2019.

<sup>241</sup> Ibid.

<sup>242</sup> Ibid.

<sup>243</sup> UIS data.

<sup>244</sup> Ibid.

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Changes in <b>out of school rates</b> for (i) <b>primary</b> and (ii) <b>lower secondary</b>	OOSC rates in primary education levels have positively decreased from 37.47% in 2013 to 32.74 % in 2017 (variation of 4.73 percentage points). OOSC rates in lower secondary education levels have negatively. Lower secondary rates increased from 49.35% in 2013 to 55.03% in 2017 (variation of 5.68% points) and upper secondary went up from 65.11% in 2013 to 68.09% in 2015. <sup>245</sup>
<b>Gender parity index</b> of out of school rates	No data available.
Changes in the <b>distribution of out of school children</b> (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availability)	Data available is not disaggregated.
Changes in <b>transition rates</b> from primary to lower secondary education (by gender, by socio-economic group)	Rates of students that transition from primary to secondary education have considerably dropped from 85.6% in 2013 to 78.31% in 2016. <sup>246</sup>
Changes in <b>dropout and/or repetition</b> rates (depending on data availability) for (i) primary, (ii) lower secondary education	Dropout rates in the second grade of lower secondary education negatively went up from 2.78% in 2013 to 7.12% in 2016. <sup>247</sup> Repetition rates in primary and lower secondary education have dropped from 20% (both) to 18.7% and 19% respectively. <sup>248</sup>

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<sup>245</sup> UIS data

<sup>246</sup> Ibid

<sup>247</sup> Ibid

<sup>248</sup> JSR 2019

## Annex K GPE Results Framework Indicators

Annex Table 15 GPE Results Framework Indicators - Mali

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
Sector planning					
RF16 a	<i>Proportion of endorsed (a) ESPs or (b) TEPs meeting quality standards<sup>249</sup></i>				7/7
RF16 b	<i>Proportion of ESPs/TEPs that have a teaching and learning strategy meeting quality standards</i>				
RF16c	<i>Proportion of ESPs/TEPs with a strategy to respond to marginalized groups that meets quality standards (including gender, disability, and other context-relevant dimensions)</i>				
RF16 d	<i>Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards</i>				
RF17	<i>Proportion of partner developing countries or states with a data strategy that meets quality standards<sup>250</sup></i>				
Dialogue and monitoring					
RF18	<i>Proportion of JSRs meeting quality standards<sup>251</sup></i>		0	0	0

<sup>249</sup> Standard 1 - Guided by an overall vision; Standard 2 – Strategic; Standard 3 – Holistic; Standard 4 - Evidence-based; Standard 5 – Achievable; Standard 6 – Sensitive to context; Standard 7 – Attentive to disparities.

<sup>250</sup> Country must either be producing timely data on 12 key indicators or have a robust strategy to address this detailed in its ESPIG application

<sup>251</sup> *Criteria for assessment:* 1. Inclusion/Participation; 2. Aligned with ESP; 3. Evidence-based; 4. Informing Action; 5. Embeddedness in Policy Cycle. The JSR must meet three of these standards to be considered adequate. The GPE RFI assessment should be backed up or revised using the data from desk review and missions. In the case that no assessment exists, an assessment can be made from available data.

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
RF19	<i>Proportion of LEGs with (a) civil society and (b) teacher representation</i>			1	
<b>Sector financing</b>					
RF10	<i>Proportion of partner developing countries that have (a) increased their public expenditure on education; or (b) maintained sector spending at 20% or above<sup>252</sup></i>	16.6	20.5		
RF29	<i>Proportion of GPE grants aligned with national systems<sup>253</sup></i>	0 (3/10)	0 (2/10)	0 (3/10)	
RF 30	<i>Proportion of GPE grants using (a) cofinanced project or (b) sector pooled funding mechanisms</i>	0	0	0	
RF31	<i>Proportion of country missions addressing domestic financing issues</i>	1/2	2/2	3/3	
<b>Sector plan implementation</b>					
RF20	<i>Proportion of grants supporting EMIS/LAS</i>		1/0	1/0	
RF21	<i>Proportion of textbooks purchased and distributed through GPE grants, out of the total planned by GPE grants</i>			N/A	
RF22	<i>Proportion of teachers trained through GPE grants, out of the total planned by GPE grants</i>			N/A	

<sup>252</sup> Data from different sources if available. Excluding debt servicing from national budget. All national bodies that play a part in education (ministries, parastatals, etc.). Focus on execution rate. If not available use budgeted amount and most recently available execution rate. Disaggregated by capital and recurrent expenditure where possible.

<sup>253</sup> This is assessed using a 10-point questionnaire (given in RFI technical guidelines). This should be triangulated with an assessment of alignment based on interviews and desk review.

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
RF23	<i>Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants</i>	N/A		N/A	
RF25	<i>Proportion of GPE program grants assessed as on-track with implementation<sup>254</sup></i>			N/A	
<b>System-level changes</b>					
RF11	<i>Equitable allocation of teachers, as measured by the relationship (<math>R^2</math>) between the number of teachers and the number of pupils per school in each partner developing country</i>			0 (0.54)	
RF12	<i>Proportion of partner developing countries with pupil to trained teacher ratio below threshold (&lt;40) at the primary level<sup>255</sup></i>	0 (73.36)		0(92.46)	
RF13	<i>Repetition and dropout impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each partner developing country<sup>256</sup></i>	52.59			
RF14	<i>Proportion of partner developing countries reporting at least 10 of 12 key international education indicators to UIS (including key outcomes, service delivery and financing indicators as identified by GPE)</i>	1 (10/12)	1 (10/12)	1 (10/12)	
RF15	<i>Proportion of partner developing countries with a LAS within the basic</i>			Established	

<sup>254</sup> This is based on a semi-structured qualitative assessment from grant agents and GPE CLs.

<sup>255</sup> 'Trained' defined as having completed the countries standard teacher training.

<sup>256</sup> This defines wastage as any excessive amount of time taken for students to complete basic education (e.g. if it takes the average student seven years to complete six years of schooling then there is one year wasted spending caused by inefficiency in teaching).

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
	<i>education cycle that meets quality standards</i>				
RF24	<i>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</i>				
<b>Student-level impact</b>					
RF1	<i>Proportion of developing country partners showing improvement on learning outcomes (basic education)</i>			N/A	
RF2	<i>Percentage of children under five years of age who are developmentally on track in terms of health, learning and psychosocial well-being<sup>257</sup></i>			N/A	
RF3	<i>Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE</i>				
RF4a	<i>Proportion of children who complete primary education</i>	53.06	50.86	50.98	
RF4b	<i>Proportion of children who complete lower secondary education</i>	32.94	30.75	30.57	
RF5a	<i>Proportion of GPE partner developing countries within set thresholds for GPI of completion rates for primary education</i>	50.00	47.98	47.80	
RF5b	<i>Proportion of GPE partner developing countries within set thresholds for GPI of</i>	29.12	27.16	25.32	

<sup>257</sup> Data from UNICEF MICS.

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
	<i>completion rates for lower secondary education</i>				
RF6	<i>Pre-primary gross enrollment ratio</i>	3.94	4.04	4.36	
RF7a	<i>Out-of-school rate for children of primary school age</i>	36.43	39.43	37.93	
RF7b	<i>Out-of-school rate for children of lower secondary school age</i>	46.57	45.23	45.08	
RF8a	<i>GPI of out-of-school rate for primary education</i>	40.00	43.25	42.13	
RF8b	<i>GPI of out-of-school rate for lower secondary education</i>	51.92	48.45	51.16	
RF9	<i>Equity index<sup>258</sup></i>	0.81	0.71	0.91	

Source: GPE RF data

<sup>258</sup> Measurement of learning outcome disparities in gender, wealth and location (rural vs. urban).