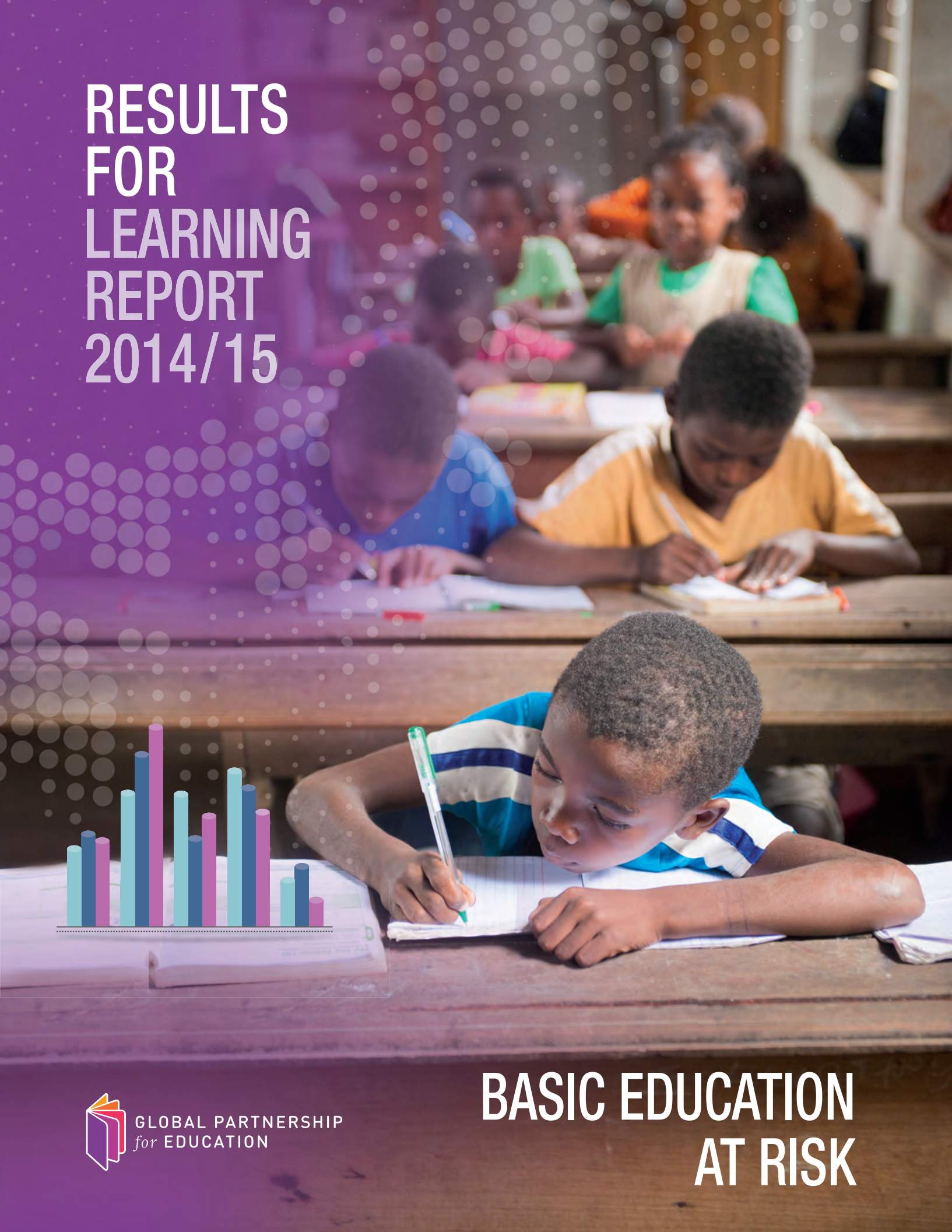
RESULTS FOR LEARNING REPORT 2014/15



GLOBAL PARTNERSHIP *for* EDUCATION

BASIC EDUCATION AT RISK

RESULTS FOR LEARNING REPORT 2014

BASIC EDUCATION AT RISK

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Foreword

I am pleased to present you with the *Results for Learning Report 2014/15* of the Global Partnership for Education. The data in this report show substantial progress in the education sector, though it also confirms that there is still much work to be done and need for new ways of working. In order to meet these challenges with increasing effectiveness, we are launching a new funding model and placing more priority and resources toward expanding the availability and policy use of reliable data and evidence.

Accordingly, 2014 has been an intense and productive year for us at the Global Partnership. We have made substantial changes to our funding model in order to focus more on the most in need, as well as on learning outcomes. **This new results-based approach is designed to adjust to the variety of contexts facing our developing country partners, particularly the increasing number of fragile and conflict affected states.** The new funding model also is designed to drive more effective support to country policy processes.

In addition, the Global Partnership held its second replenishment conference, hosted by the European Commission in Brussels last June. The conference, whose purpose was to raise a significant portion of the $3.5 billion needed for the 2015 – 2018 period, was a huge success, with more than 800 participants – among them 50 ministers of education. Our developing country partners made extraordinary pledges totaling an additional US$26 billion for education over the next four years. **I applaud these historic commitments, which reflect very concretely increased dedication to improving education on the part of our country partners.**

Our donors pledged US$2.1 billion for the GPE fund, 60 percent of our total target of US$3.5 billion, and we are optimistic that additional pledges will close the gap during the replenishment period. We have continued to see positive developments on this front: for example, Korea joined the Partnership in September as a new country donor, and we expect to announce more good news in the coming months.

The Global Partnership's replenishment campaign has shown us two important things: first, that **there is a powerful appetite for learning outcomes, particularly regarding marginalized children, in the international community. Second,** that the need to securing more financing for education is now especially great, as **we are witnessing a sharp decline in global aid to this crucial sector.** The numbers in this *Results for Learning Report* confirms this decline, which is of great concern. Between 2010 and 2012, development aid disbursements decreased by only 1.3 percent overall. However, the decline in support rises to an alarming 9.5 percent for education. In fact, education accounts for 65 percent of the overall funding cuts. Further, the decline in aid for basic education and to developing country partners is even sharper. The decrease of aid for education exceeds a shocking 16 percent in fragile and conflict-affected country partners.

The international community cannot turn away from education in the poorest and most fragile countries just when the stakes are highest. It directly jeopardizes the recent progress made in these countries, as some of them depend heavily on external aid. And in many countries a threat to education is also a threat to stability, not to mention to economic growth and development.

Increased investment in education also proves effective even in difficult circumstances, as this report shows. Between 2008 and 2012, **the number of out-of-school children fell by 50 percent more in developing country partners than in other developing countries.** Primary school enrollments increased by 9 percent, and lower secondary enrollments went up by 16 percent on average – and by 27 percent in fragile and conflict-affected countries. And not only are more children enrolling in school, but more are graduating as well. In this same period, the number of children completing primary school rose from 68 percent to 73 percent.

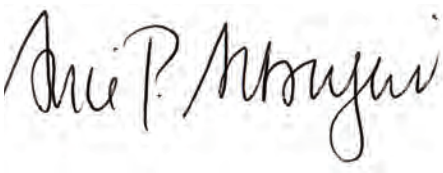
Still, numerous challenges remain. While progress has been impressive in fragile and conflict-affected countries, it has stagnated in other partner countries. For example, while

Foreword

primary completion rates in the former group increased sharply in fragile states, from 61 percent to 68 percent from 2008 to 2012, they held almost steady in non-fragile countries, inching from 82 percent to 83 percent. This suggests that **we need more mobilization and demand creation to help these countries reach those marginalized in their societies and their education systems.** Current efforts have not been adequately successful in ensuring equity. In addition, gender parity has been progressing more slowly in the recent period. While this still represents an overall improvement since 2000, **better strategies are needed to stabilize and build on recent gains.** We must go further in working toward educational equity both within and between countries.

Meeting these challenges successfully will require smart, evidence-based strategies based on sound data. **In order to improve access to education and the quality of learning, we need to be able to measure them.** Consequently, it is imperative that solid learning assessment systems be in place in each country, and that data be amply available to policymakers, donors, and all other stakeholders. As is often the case, some of the countries in which the need is greatest are also the least well-equipped, at present, to handle this alone. With this in mind, members of the Learning Metrics Task Force, led by the Global Partnership, are currently developing an international platform in order to build capacity at the national and regional levels, expand the global availability of data on learning, and thus strive to improve the quality of learning for all students. **Such a platform would go a long way toward achieving sustainable progress in this field.**

The results contained in this report will help inform the process of formulating the new Strategic Plan for 2015-2018. With an ever-increasing focus on data-driven strategies and sustainable progress with a focus toward equity, the Global Partnership is energized to pursue improved learning outcomes for all children.



Alice Albright
Chief Executive Officer
Global Partnership for Education

Photo credit: **GPE/Stephan Bachenheimer**

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Table of Contents

Table of Contents

CHAPTER 3 Domestic and External Financing for Education

CHAPTER 4 Overview of GPE Support to Developing Country Partners

Table of Contents

List of Figures, Tables, and Boxes

LIST OF FIGURES

List of Figures, Tables, and Boxes

LIST OF TABLES

List of Figures, Tables, and Boxes

List of Figures, Tables, and Boxes

LIST OF BOXES

ATI	Aid Transparency Index
CIDA	Canadian International Development Agency
CRS	Creditor Reporting System
CSO	Civil society organization
DAC	Development Assistance Committee (OECD)
DHS	Demographic and Health Survey
EBRD	European Bank for Reconstruction and Development
ECCE	early childhood care and education
EC-ECHO	European Commission Humanitarian Aid and Civil Protection
EC Enlargement	European Commission Directorate General for Enlargement
EC FPI	European Commission Service for Foreign Policy Instruments
EFA	Education for All
ESP	education sector plan
FCAC	fragile or conflict-affected country
FDH	Free Disposable Hull
France-AFD	French Development Agency
France-MAE	Ministry of Foreign Affairs and International Development
France-MINEFI	Ministry of the Economy, Finance and Industry
FTI	Fast Track Initiative
Germany-AA	Federal Foreign Office
Germany-BMZ	Federal Ministry for Economic Cooperation and Development
Germany-KfW	KfW, a government-owned development bank (originally Kreditanstalt für Wiederaufbau, Reconstruction Credit Institute)
Germany-GIZ	Federal Enterprise for International Cooperation
GDP	gross domestic product
GEFI	UN Global Education First Initiative
GER	gross enrollment ratio
GIR	gross intake ratio
GPE	Global Partnership for Education (or Global Partnership)
IATI	International Aid Transparency Initiative
IDA	International Development Association
Japan-JICA	Japan International Cooperation Agency
Japan-MOFA	Ministry of Foreign Affairs

Acronyms

JSR	joint sector review
Lao PDR	Lao People's Democratic Republic
LEG	local education group
LMTF	Learning Metrics Task Force
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Survey
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
PASEC	Programme d'Analyse des Systèmes Educatifs de la CONFEMEN (CONFEMEN: Conférence des ministers de l'Éducation des États et gouvernements de la Francophonie)
PCR	primary completion rate
PTR	pupil-teacher ratio
QAR	quality assurance review
SACMEQ	Southern and Eastern Africa Consortium for Monitoring Educational Quality
SIDA	Swedish International Development Cooperation Agency
TIMSS	Trends in International Mathematics and Science Study
UK-DFID	United Kingdom Department for International Development
UK-FCO	United Kingdom Foreign and Commonwealth Office
UK-MOD	United Kingdom Ministry of Defence
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
UPE	Universal primary education
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
US-PEPFAR	United States President's Emergency Plan for AIDS Relief

In GPE developing country partners, there is progress in reaching out-of-school children...

• The number of children enrolled in primary education rose to 185 million in 2012, up from 169 million in 2008.

• Over the same period, the number of out-of-school children declined by 4.4 percent. By comparison, the decrease in all developing countries was 2.9 percent.

...and getting more children to complete primary school...

• The rate of children who completed primary school in 2012 rose to 73 percent, a 7.6 percent increase since 2008.

• Fragile and conflict-affected countries (FCACs) account for most of the recent progress: their primary completion rates increased from 61 percent to 68 percent between 2008 and 2012, an 11.4 percent increase over the period.

...but the goal of Universal Primary Education remains distant.

• 41 million children of primary school age in developing country partners were not in school in 2012.

• One in four children was still not completing primary education in 2012.

Access to pre-primary and lower secondary education has improved...

• Access to preprimary education progressively increased between 2008 and 2012, by 2.6 percentage points on average, from 24.4 percent to 27.0 percent overall, and from 20.1 percent to 22.1 percent in FCAC partners.

• Eight out of ten children completing primary education transitioned to lower secondary education.

...but these levels of education still have a long way to go.

• Only one in four children in developing country partners had access to pre-primary education in 2012 (one in five in FCAC partners).

• Lower secondary school enrollments increased, on average, by 16 percent between 2008 and 2012.

• Only 42 percent of children completed lower secondary education.

Education is slowly becoming more equitable...

• On average, for 100 boys completing primary education, 89 girls completed primary school, and for 100 boys completing lower secondary education, 82 girls did.

...but some inequalities are hard to tackle.

• Income and geographic disparities are generally more marked than gender disparities, and the compounding effect creates large barriers to education.

• In some countries, girls from poor, rural households have virtually no chance of completing primary education.

The Global Partnership for Education has increased its support, especially for FCAC partners…

• GPE direct technical support to countries at all stages of the policy process has increased by 60 percent since 2011.

• From its inception through June 2014, the Global Partnership approved 110 program implementation grants for 54 countries, totaling US$3.9 billion. Of that amount, US$2.3 billion (or 60 percent) has been disbursed.

• The share of grants approved for FCACs has more than doubled since 2008 to reach 49 percent of approved grants. The total grants allocated to FCACs should reach US$2 billion by the end of 2014.

…but education as a priority in global aid has declined.

• While overall development aid decreased by only 1.3 percent since 2010, aid disbursement for education dropped by 9.5 percent between 2010 and 2012.The decline was even faster for basic education and in developing country partners.

• Aid disbursements for education to FCAC partners dropped by more than 16 percent over the same period, a direct threat to the recent progress made in these countries.

• Basic education is losing priority. The share of the education budget spent on primary education fell from 45.7 percent in 2008 to 43 percent in 2012. In FCAC partners, it dropped from 53.8 percent to 46.2 percent in the same period, in spite of the low average primary completion rate of 68 percent in 2012.

Finally, the lack of data in the education sector remains a challenge…

• The lack of regular, quality data on learning outcomes and key domestic financing indicators is especially problematic.

• Of the key indicators published by the UNESCO Institute for Statistics, the percentage for which information was missing increased between 2008 and 2011 – for outcome, service delivery, and domestic financing indicators.

…but the Global Partnership for Education is increasing its focus on, and support for, data.

• The Global Partnership has developed a data strategy to address these challenges.

• The new funding model strengthens GPE support for data.

• The Global Partnership has been working closely with the Learning Metrics Task Force and is leading the development of a proposal for an international platform in order to build capacity at the national and regional levels, expand the availability of data on learning, and thus strive to improve the quality of learning for all students.

The *Results for Learning Report* provides an analysis of education data and outcomes in developing country partners of the Global Partnership for Education (the Global Partnership or GPE). It aims to contribute to the dialogue on the development and monitoring of sound education sector policies within the Global Partnership. By focusing the attention of partners on the remaining education challenges that need to be addressed, this report represents an opportunity to take stock of progress and sets a course for improving on the results that have already been achieved. These results have been produced because of the efforts of countries and their partners; this report does not assess the specific contribution of the Global Partnership in these accomplishments.

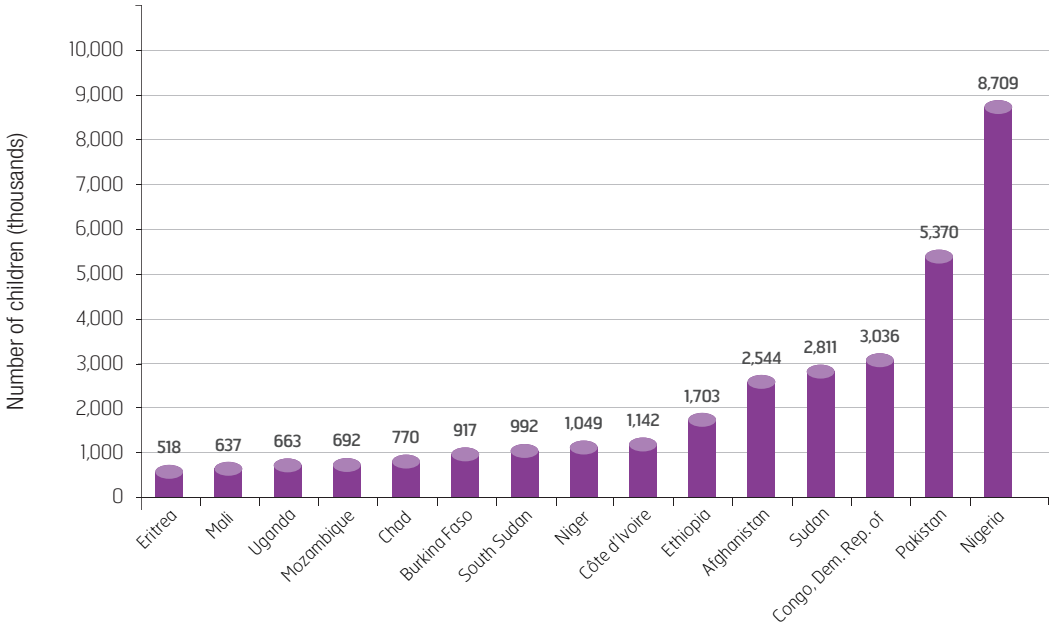
This report consists of four chapters, which are described in the following sections:

Chapter 1: Universal Primary Education: The Unfinished Agenda

Universal primary education (UPE) has received considerable attention from the international education community. However, the work of achieving UPE is not yet done in the poorest countries.

In developing country partners, 25 percent of children were still not completing primary education and 41 million children of primary school age were not in school in 2012 – 71 percent of the world's total number of out-of-school children. Of these 41 million, 82 percent, or 33.5 million, are living in fragile and conflict-affected countries (FCACs). In total, 30.2 million out-of-school children live in only 15 developing country partners (Figure 1).

Figure 1 **GPE developing country partners with the most children out of school, 2012**



Source: GPE compilation based on UNESCO Institute for Statistics data and Household Survey data.

Despite the distance still to be covered, developing country partners have, on average, made substantial progress in improving access to and completion of primary education. The average primary completion rate (PCR) rose from 68 percent in 2008 to 73 percent in 2012.[1] The increase occurred mainly in FCACs, where the PCR went from 61 percent to 68 percent. The average PCR in non-FCAC partners remained almost unchanged, moving from 82 percent to 83 percent, raising questions about the capacity of these countries to reach the marginalized.

More countries have the capacity to enroll all their children, as indicated by the large majority of countries that have reached high gross enrollment ratios, but they struggle to ensure that all children complete primary education: only a minority have PCRs above 90 percent. Several developing country partners even show a significant decrease in survival rates (the proportion of pupils reaching the last grade of primary school), which means they will only achieve UPE if current trends are reversed.

As more children dropped out of school, survival fell by over 10 percentage points in Burundi, Malawi, Mali, Mozambique and Uganda. But other developing country partners succeeded in increasing survival rates while increasing or maintaining intake rates, including Cambodia, Cameroon and Côte d'Ivoire. This suggests that with appropriate commitment and support, countries with high or increasing access rates but low retention rates could start to reduce the number of children dropping out.

That progress could be reversed, however, by the decline in aid to primary education, particularly in FCAC partners. **Current trends also show that, while most children now have access to school, more attention should be paid to keeping children in school.** More effort and targeted policies are also required to reach out-of-school children, who tend to be members of vulnerable and marginalized groups. These results show that UPE, and particularly reaching the marginalized, need to be part of the post-2015 agenda.

Chapter 2: Overall Education Progress in GPE Developing Country Partners

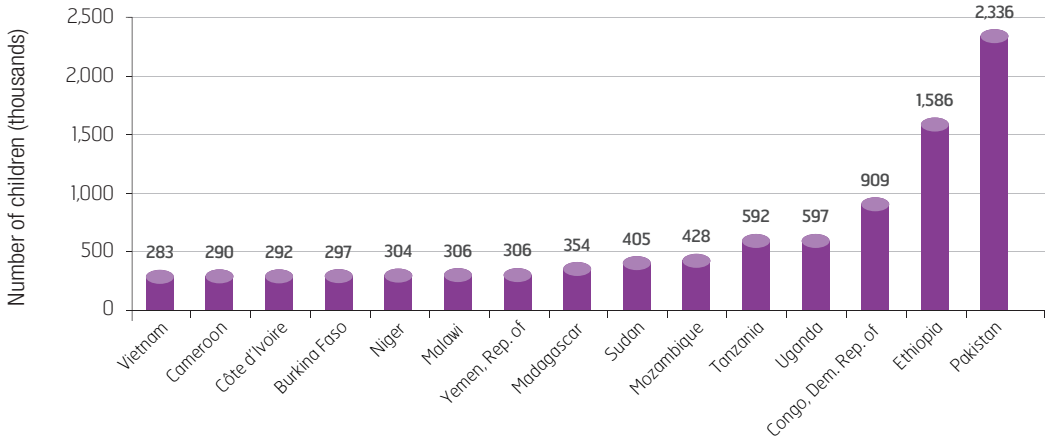
This chapter widens the analysis of the report beyond primary education to include pre-primary and lower secondary education in developing country partners.

In pre-primary education, progress was driven by an increase in public pre-primary school enrollment. However, **enrollment in pre-primary education remains low in most developing country partners.** In 2012, one in four children in developing country partners had access to pre-primary education (one in five in FCACs), with large disparities between countries. Most countries with high pre-primary enrollment or large increases in pre-primary enrollment also have primary completion rates higher than 90 percent; developing country partners with low primary completion, on the other hand, have been prioritizing primary enrollment.

Meanwhile, as more children complete primary education, attention to the lower secondary grades has increased. In 2012, 8 out of 10 children completing primary education transitioned into lower secondary education. As a result, enrollments increased on average by 16 percent (compared with 9 percent in primary education) over the 2008-2012 period, significantly higher than the 5 percent increase in the school age population. The increase in enrollments reached 27 percent in FCACs, showing that they are leading the progress in lower secondary education. However, further efforts are needed to prevent dropout, as completion rates are still low, at 42 percent on average in 2012 (31 percent in FCACs) meaning that more than half of these children do not complete lower secondary education (Figure 2).

1 Computed for all 59 GPE developing country partners using the 2012 revised UN population database.

Figure 2 **GPE developing country partners with the largest number of children who do not complete lower secondary school, 2012**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Due to repetition and dropout, efficiency in primary education is also often low in developing country partners. For instance, 13 developing country partners spent more than six years of education to get one child to the beginning of grade 5, when four years should be sufficient. In some countries, increasing intake rates have been accompanied with decreasing retention, showing that a focus on retention is essential to ensure that children who start school remain there and complete primary education.

Gender parity has improved in recent years, for both access and completion, but slowly. In 2012, in developing country partners, for every 100 boys completing primary education there were 89 girls (96 in non-FCACs and 85 in FCACs), showing that additional progress is needed. Household survey data provide a reminder that equity issues are complex and multidimensional. Among those aged 5 to 15 in developing country partners with recent MICS survey data, the likelihood of never having attended school was 1.2 times higher for girls than for boys, 2.1 times higher for rural children than for urban children, and 3.4 times higher for poor children than for children of wealthy families. Sources of disadvantage tend to compound themselves so that some population groups still have virtually no chance of completing primary education. In Afghanistan, Burkina Faso and Mozambique, poor female rural children had less than one chance in 10 of completing primary education. It is therefore essential to help countries design and implement policies that reach all children, particularly the most marginalized and vulnerable.

Analysis of progress in education, which is a first step toward appropriate policies, relies on good quality, timely data. Unfortunately, data are often lacking in developing country partners. As a consequence, more than 40 percent of basic education data are missing in UIS publications for developing country partners. The urgent need for an improved evidence base in the education policy process is signaled by the fact that almost half all developing country partner sector plans lack analyses of the education sector, and almost a quarter do not have comprehensive results frameworks. Despite real progress, the lack of regular quality learning data is particularly worrisome in developing countries as countries have to face a learning crisis. To help improve this situation, the Global Partnership has been working closely with the Learning Metrics Task Force, which has recommended that assessment should be regarded as a public good.[2] Much focus has been put on the need to strengthen learning assessment systems in order

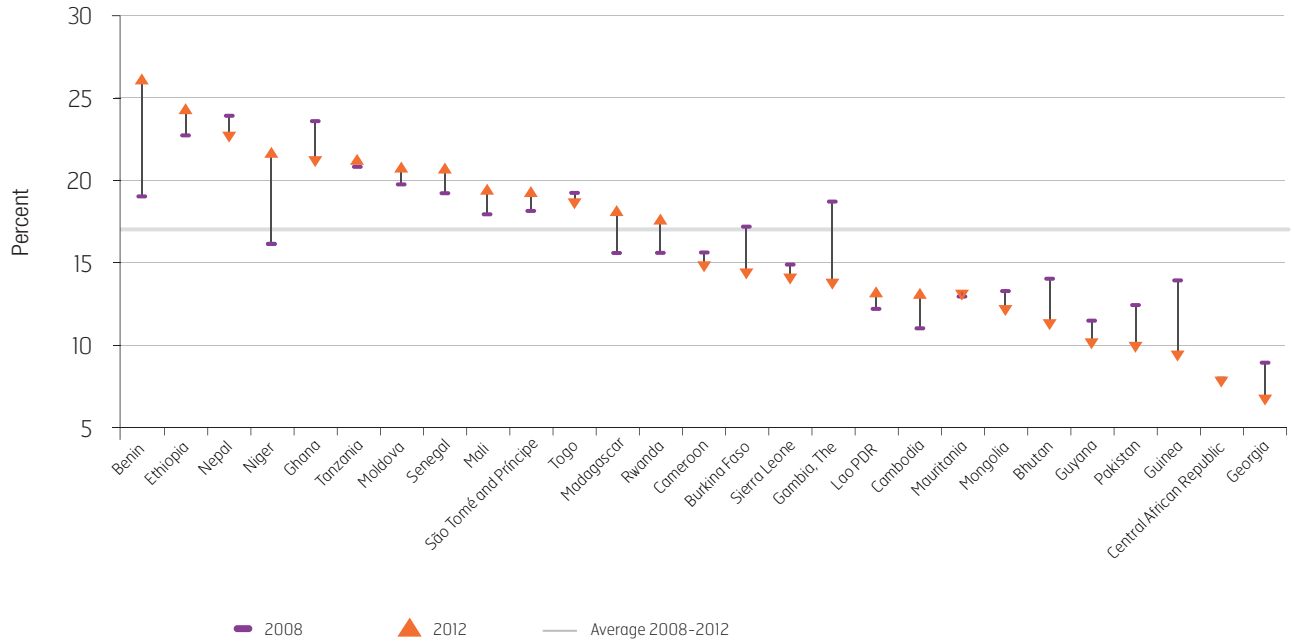
2 For more information on the Learning Metrics Task Force, see: http://www.uis.unesco.org/Education/Pages/learning-metrics-task-force.aspx.

to improve learning policies, and ultimately learning itself. A promising proposal for an international platform, which could provide funding and technical support for regional and national learning assessments, is under development. The education community needs to do more to address the data and evidence gap.

Chapter 3: Domestic and External Financing for Education

Government spending is the most important source of finance for education. And the good news is that public spending on education as a percentage of total government expenditure increased from 16.7 percent in 2008 to 17.3 percent in 2012. In addition, the level of investment in education improved significantly after countries joined the Global Partnership. However, additional progress is needed. Only eight developing country partners are devoting more than 20 percent of public expenditure to education, and some countries sharply decreased their effort for education, such as Burkina Faso and The Gambia (Figure 3). And most of the countries devoting less than the average of 17.3 percent decreased their public expenditure on education. The situation is particularly worrisome in the Central African Republic, Georgia, Guinea, Guyana and Pakistan, which allocate 10 percent or less of public expenditure to education. In that context, the follow-through on developing country partners' pledges from the replenishment conference in June 2014 will be particularly important as they could indicate further improvements. At the conference, 27 developing country partners pledged to increase the share of national budget allocated to education sector by 14 percent on average between 2014 and 2018, representing an additional US$26 billion to the education sector over a four-year period.

Figure 3 **Public expenditure on education as a percentage of total expenditure, GPE developing country partners, 2008 and 2012 or most recent year**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx.
The information for 2012 is the most recent data point available between 2010 and 2012.

The decline of primary education as a budget priority, even in countries far from UPE, is worrisome. On average, in the 35 developing country partners with available data, the share of the education budget spent on primary education fell from 45.7 percent in 2008 to 43 percent in 2012. In FCAC partners there was an even sharper decrease, from 53.8 percent in 2008 to 46.2 percent in 2012, even though the average primary completion rate remains low, at only 68 percent in 2012.

Our analysis of education systems indicates that many developing country partners could achieve substantially higher primary completion rates while investing the same share of GDP in education if they used resources more efficiently. In many countries, a combination of adequate investment in education and improvement in efficiency could significantly improve results.

However, donors are clearly making education a lower priority. **While total development aid decreased by 1.3 percent between 2010 and 2012, the amount going to education fell by almost 10 percent.** The decrease in education aid accounted for 65 percent of the total aid decrease. In addition, overall support for basic education is falling faster than for other areas of education, reflecting a trend among donors to shift spending away from this subsector. Funding to education is even falling at a faster pace in developing country partners, in particular in FCAC partners, some of the world's poorest countries. Shockingly, education aid disbursements declined by more than 16 percent from 2010 to 2012 in FCAC partners.

The donors with the largest reductions in absolute terms between 2010 and 2012 were France (US$319 million) and the Netherlands (US$285 million). In contrast, aid to other major sectors increased over the same period – in the case of health, by 6.7 percent. Moreover, education still receives less than 2 percent of humanitarian aid.

Table 1: **Aid to education, 2010–2012**

Select bilateral disbursements, constant 2012 US$ millions

	2010	2012	Average change 2010–2012 (%)	
Australia	325	566	▲	32
Switzerland	60	84	▲	18
Rep. of Korea	158	210	▲	15
Denmark	161	200	▲	12
Austria	132	154	▲	9
United Kingdom	940	1,071	▲	8
United States	922	956	▲	4
Belgium	223	202	▼	-5
Norway	342	300	▼	-6
France	1,187	1,547	▼	-9
Japan	1,170	909	▼	-12
Sweden	157	113	▼	-12
Canada	522	322	▼	-20
Netherlands	558	273	▼	-30
Spain	358	109	▼	-43

Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/.

The Global Partnership's financial support to the education sector increased significantly in recent years. In 2012, the Global Partnership disbursed US$354 million to basic education and became the biggest donor to the subsector in developing country partners. Moreover, GPE disbursements to basic education in FCAC partners increased by 42 percent, which was not enough to compensate for the sharp decrease of other aid.

Increased domestic and external financing is required, particularly in the poorest and fragile countries, in order to reach universal basic education and improve education quality.

Chapter 4: Overview of GPE Support to Developing Country Partners

The Global Partnership is not just about financing; it provides a framework to all partners at the country level – including developing country governments, donor partners, international organizations, civil society organizations and non-governmental organizations, and the private sector – to work together to ensure that (i) education policies are sound, credible, and rigorously monitored; and (ii) development aid is better coordinated and more effective, and funds results-oriented activities.

In addition to the direct technical assistance and support for inclusive policy dialogue provided by the GPE Secretariat, the Global Partnership **also provides support for improvements in the education sector through a variety of research and policy development initiatives**, through its Global and Regional Activities (GRA) Program and its thematic work. Disbursements on the GRA program have been completed within the last year and the underlying work is at a preliminary stage. As a result, the Global Partnership has not yet developed a comprehensive approach for harnessing the tools, guidelines, research and policy solutions developed through these initiatives into its approach to country-level support. As the Global Partnership moves forward, the GRA program represents an important opportunity to develop new policy solutions and for broader engagement on basic education.

GPE direct technical support to countries at all stages of the policy process has increased by 60 percent since 2011. This support focused increasingly on the entire national policy cycle, rather than mainly GPE grant processes.

Support for developing and implementing credible education sector plans accounted for 21 percent of all country visits in 2012, 42 percent in 2013, and 62 percent in the first half of 2014. Demand for such support appears high and is increasing with the new funding model.

The World Bank is responsible for supervising 77 percent of all approved grants and UNICEF for 15 percent of approved grants. Other partner agencies, including AFD (France), Belgium, DFID (United Kingdom), the Netherlands, SIDA (Sweden) and UNESCO, together supervise only 7 percent of all Program Implementation Grants.

More time is being taken for grant development, and there is less wait time between when a grant is approved and when the country receives the first tranche of funding. However, the wait time remains too long. Efforts should therefore be pursed to ensure that all approved GPE grants are processed and implemented more quickly.

The *Results for Learning Report* tracks choice of modality within the GPE grant portfolio as a means of determining whether GPE grants are encouraging further harmonization and use of country systems. The share of GPE grants implemented through project mode has increased over the past year, now standing at 82 percent. Further analysis indicates limited use of national systems for GPE grants. The implementation of the new funding model plus the advent of the second strategic planning process provide the Global Partnership an opportunity to reconsider and enhance how choice of modality and use of country systems are taken into consideration in its work.

Conclusion: Equity at the heart of basic education challenges

Despite significant progress over the last five years, developing country partners face complex equity issues in basic education that generally involved different factors such as poverty, gender, conflict, location and disability.

In developing country partners that are not fragile or conflict-affected, the lack of progress in completion of primary education shows that these countries are struggling to reach the 10 to 15 percent of the children not in school. Further, there is a need for more effective equity policies in many developing country partners. Reaching the marginalized requires more targeted policies, which can only be developed if relevant data are available. The Global Partnership, with its focus on policy process, data and the marginalized, should play an increasing role in improving equity policies.

The good news is that partners in FCAC countries have made significant progress over the last five years both in primary and secondary education. However, three elements show that this progress is at risk. First, they still have a long way to go to reach universal primary education, including significant challenges reaching the marginalized, particularly in remote or conflict-affected areas. Second, these countries have seen external aid to education decrease sharply between 2010 and 2012, and many of them depend heavily on international support. Finally, to accommodate the recent strong increase of enrollment in secondary education, these countries are quickly shifting their budget allocations from primary education to secondary education, which could compromise the progress that many of them have achieved in improving enrollment in basic education.

The Global Partnership has significantly increased its support to FCACs in the past two years, and will continue to be able to maintain a certain level of support due to funds secured at the recent replenishment round. However, an additional effort on the part of the international community in terms of resource mobilization for FCACs is needed, and the Global Partnership could lead this effort.

Humanitarian funding, which represents 23 percent of total official development assistance but dedicates less than two percent to education, is another important dimension of the support to education in FCACs. The Global Partnership needs to address this question of support to education in emergencies, as it is a critical component to reach the excluded in many FCACs.

Primary education is a decreasing priority, even in countries that are still far from universal primary education. It reflects the key policy issue of resource allocation between education subsectors in the context of rapid growth in enrollment. As the unit cost of lower secondary education is often on average twice as high as that for primary education, many countries have started to shift some of their resources from primary to secondary education. These choices put at risk progress in both primary and secondary education.

Last year's report showed that the learning crisis continues to undermine education outcomes across most developing country partners. The Global Partnership has been working closely with the Learning Metrics Task Force to support the development of more robust systems for assessing learning outcomes. In particular, a promising proposal for an international platform dedicated to learning assessment is under development.

Finally, the extensive use of project modality for GPE grants reflects the current situation of aid in the education sector. The need for more harmonization between donors and more alignment with national systems needs to be addressed early on and at a strategic level in the Global Partnership's dialogue with countries and partners.

CHAPTER 1

Universal Primary Education: The Unfinished Agenda

Photo credit: **Save the Children**

1.1 Introduction

Universal primary education (UPE) is the Millennium Development Goal and Education for All goal that has received the most attention from the international community since these goals were established in 2000. This is largely because of the importance of UPE as a foundation for further levels of education, and the high returns that additional years of primary education can offer, particularly for low-income countries.

While the attention of the international community is now shifting to other cycles of education, this chapter shows that the work of achieving universal primary education is not yet done in the poorest countries.

The attention of the international community is now shifting to other cycles of education, but as this chapter shows, the work of achieving UPE is not yet done in the poorest countries. In GPE developing country partners, one in four children were still not completing primary education in 2012. In addition, global progress towards UPE has slowed in recent years, particularly in developing country partners.

Despite the distance still to go, developing country partners have, on average, made substantial progress on access and completion of primary education. But progress is fragile and could be easily reversed, particularly in fragile and conflict-affected countries (FCACs). Current trends also show that, while most children now have access to school, more attention should be paid to keeping children in school. More effort and targeted policies are also required to reach out-of-school children, who tend to be members of vulnerable and marginalized groups.

This chapter analyzes the status of universal primary education in developing country partners. Section 1.2 describes the progress in these countries in primary gross enrollment rates (GER). Section 1.3 explains the importance of reaching children who are out of school and shows that out-of-school rates are still high in many countries. Section 1.4 examines gross intake rates (GIR) and section 1.5 primary completion rates (PCR) in developing country partners. National targets for primary completion are analyzed in section 1.6. Section 1.7 discusses the fragility of gains in primary school access and completion. Section 1.8 details the key findings of the chapter.

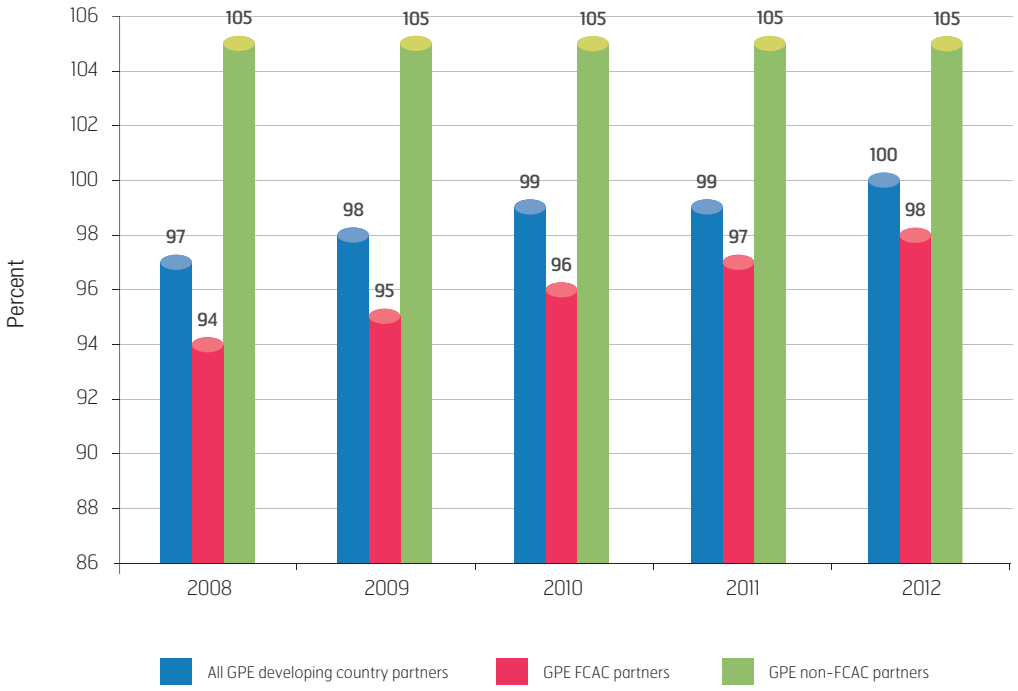
Photo credit: **GPE/Natasha Graham**

1.2 More children are enrolled in primary school

Intake capacity has increased significantly in GPE developing country partners. Between 2008 and 2012, total enrollment in primary education rose from 169 million to more than 185 million, bringing 16 million more children into school. In addition, the GER in primary education was on average 100 percent in 2012 (98 percent in FCACs) compared with 97 percent in 2008 (94 percent in FCACs), showing that most education systems have the capacity to enroll all primary school age children. Gross enrollment ratios reflect a country's intake capacity: a GER of 100 percent does not mean that all children have access to primary education, but that the number of places in primary education is equal to the number of primary school age children.

Between 2008 and 2012, total enrollment in primary education rose from 169 million to more than 185 million, bringing 16 million more children into school.

Figure 1.1 **Gross enrollment ratio in primary school, GPE developing country partners**



Source: Estimates of the UNESCO Institute for Statistics.

As of 2012, seven countries still had primary GERs below 90 percent, meaning that they still face serious access problems: Burkina Faso, Djibouti, Eritrea, The Gambia, Mali, Niger and Senegal (Table 1.1). Among them, substantial progress has been made in Burkina Faso, where the GER increased from 73 percent in 2008 to 85 percent in 2012, and in Niger, where the GER rose from 57 percent to 71 percent over the same period. But the situation has worsened in Eritrea, with the GER falling from 47 percent to 42 percent, and The Gambia (from 88 percent to 85 percent) and will have to be closely monitored. In addition, no progress was registered in Mali and Senegal. In Mali, the recent political crisis has significantly worsened most education indicators. In particular, the GER, which had improved by 4 percentage points between 2008 and 2011, fell back to its 2008 value in 2012.

As of 2012, seven countries still face serious access problem, having primary GERs below 90 percent: Burkina Faso, Djibouti, Eritrea, The Gambia, Mali, Niger and Senegal.

Table 1.1 **GPE developing country partners with primary GERs below 90 percent**

Country[1]	2008 GER	2012 GER
Burkina Faso	73	85
Djibouti	62	70
Eritrea	47	42
Gambia, The	88	85
Mali	88	88
Niger	57	71
Senegal	85	84

Source: GPE compilation based on UNESCO Institute for Statistics data.

In many countries with GERs of 100 percent or above, significant segments of the population are still not in school; the GER is high due to the high number of repeaters in the system. To know whether UPE has been reached, one should therefore examine other indicators that show better whether all children have access to and complete a full primary education cycle[2] :

• The number and rate of out-of-school children in primary education, which reflect how many primary school age children are not enrolled, because they will enter late or never enter school, or because they have dropped out.

• The gross intake ratio (GIR) to the first grade of primary education, which reflects the number of new entrants to primary education as compared with the expected number of children of primary entrance age.[3]

• The primary completion rate (PCR), which reflects the proportion of a cohort reaching the last grade of primary education. Low PCRs may be due to low entrance rates to primary education and/or high dropout rates during the cycle.

Photo credit: **GPE/Deepa Srikantaiah**

1 Guyana would also appear to have a primary GER significantly below 90 percent, with a drop from 91 percent in 2008 to 75 percent in 2012. However, the country was not included in the table because of concerns about data reliability.

2 See http://glossary.uis.unesco.org/glossary/en/home for the definitions.

3 A GIR below 100 percent indicates that some children still never enter primary education. GIR may exceed 100 percent if there is an upsurge in the number of overage or underage entering school.

1.3 One in five primary school age children were still out of school in GPE developing country partners in 2012

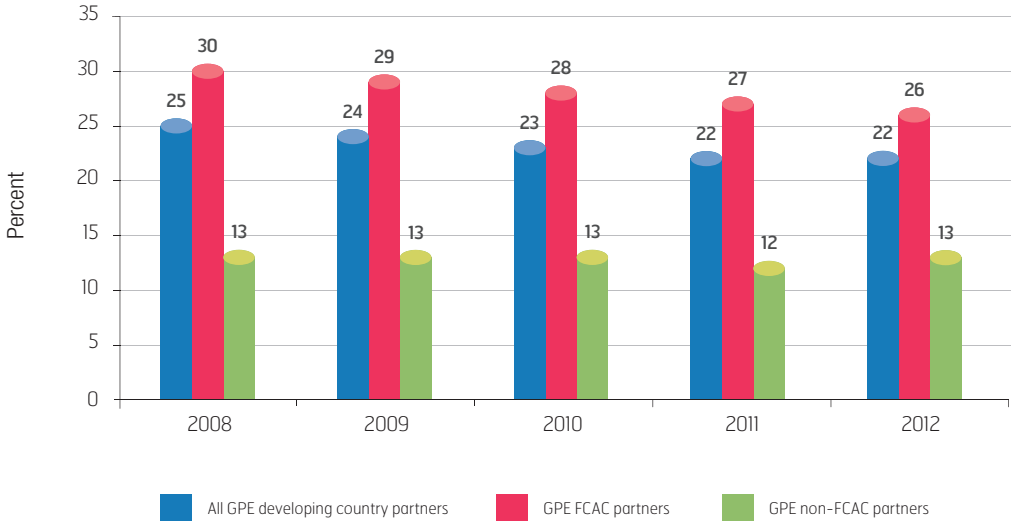
From 2008 to 2012, the rate of out-of-school children of primary school age in developing country partners decreased by 4 percent in FCAC partners, to 26 percent, and remained stable in non-FCAC partners at 13 percent (Figure 1.2). In 2012, the average for developing country partners was 22 percent, meaning that more than one child in five remains out of school.

At the same time, the total number of out-of-school children in partner developing countries fell by 2 million, from 43 million in 2008 to 41 million in 2012 . Of these 41 million, 82 percent (down from 84 percent in 2008) or 33.5 million, are living in fragile or conflict-affected countries, 2.3 million less than in 2008.

At the global level, the number of out-of-school children of primary school age has stabilized from 59 million in 2008 to 57 million in 2011 and 58 million in 2012. In developing country partners, the overall situation is more positive: while there was a slight increase in the number of out-of-school children in countries that are neither fragile nor conflict-affected, numbers have continued declining in fragile and conflict-affected countries. The analysis of the 2008-2012 trend shows that, while the decline in the number of out-of-school children was 1.6 percent worldwide, and 2.9 percent in developing countries, it was 4.4 percent in GPE developing country partners.

From 2008 to 2012, the rate of out-of-school children of primary school age in GPE developing country partners decreased by 4 percent in FCAC partners, to 26 percent, and remained stable in non-FCAC partners at 13 percent.

Figure 1.2 **Rate of out-of-school children of primary school age, GPE developing country partners**



Source: GPE compilation based on UNESCO Institute for Statistics data.

Table 1.2 **Number of out-of-school children of primary school age in GPE developing country partners (thousands)**

	2008	2009	2010	2011	2012
All GPE developing country partners	42,888	42,132	41,308	40,821	40,982
GPE FCAC partners	35,827	34,846	33,933	33,760	33,515
GPE non-FCAC partners	7,061	7,286	7,375	7,062	7,467

Source: Estimates of the UNESCO Institute for Statistics.

Despite the more positive trend in developing country partners than in the world in general, the slight increase in out-of-school numbers in non-FCAC partners is worrying at a time when donor interest in education – particularly basic education – is declining (see Chapter 3 section 3.3). It also illustrates the challenge of reaching the marginalized and raises questions about the effectiveness of current equity policies in non-FCAC partners. At the current rate of progress, the world will still be far from achieving UPE in 2015 – the deadline for the Millennium Development Goals and the Education for All goals – or even within coming decades.

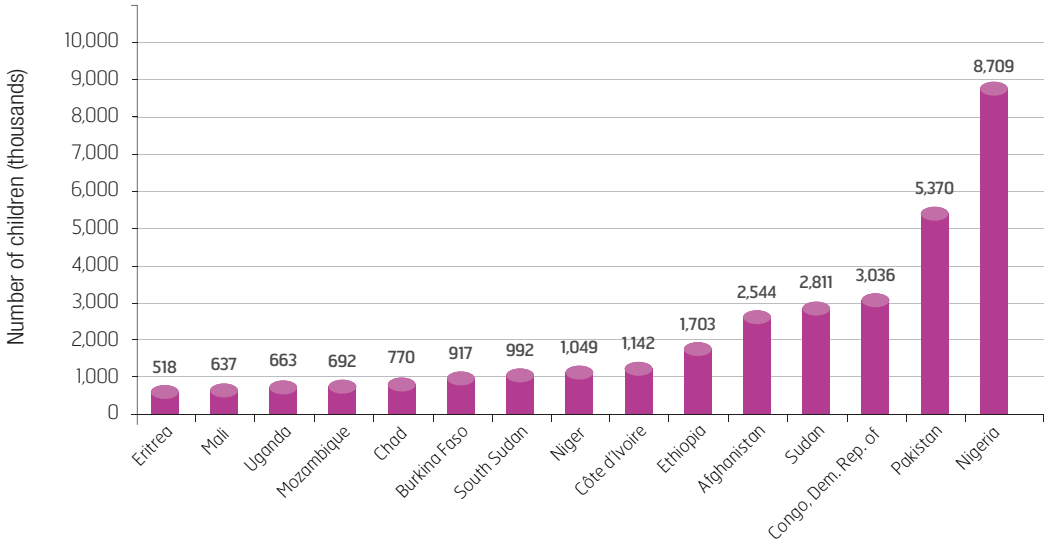
It is all the more important to maintain efforts to increase enrolment rates as out-of-school children represent a sizeable share of the primary school age population in many developing country partners. In 18 countries, at least 25 percent of primary school age children were out of school in 2012. Among these countries, the number of out-of-school children varies from 39,000 in Djibouti to 8.7 million in Nigeria. In three of these countries (Eritrea, Liberia and Mauritania), the percentage of out-of-school children increased between 2008 and 2012.

77 percent of the total number of out-of-school children in GPE partner developing countries live in 15 countries.

More than 500,000 children are out of school in 15 countries for which information is available from the UIS database or household survey estimates. The UIS database does not have data for Afghanistan, Democratic Republic of Congo, and Ethiopia, three large GPE developing country partners. However, recent Multiple Indicator Cluster Survey (MICS) and the UN population data (2012 revision) were used to estimate that 2.6 million children were out of school in Afghanistan in 2011 and 3 million in the Democratic Republic of Congo in 2010. Due to inconsistencies between population data[4] and enrollment data, population-based indicators were not published for Ethiopia this year but we chose to use data published by UIS last year that estimated the total number of children out of school in Ethiopia at 1.7 million. Among these countries, the rate of children out of school ranges from 10 percent in Uganda to 66 percent in Eritrea. Except for Ethiopia, Mozambique and Uganda, all of them have 25 percent or more of children out of school.

In total, 31.6 million out-of-school children – 77 percent of the total number of out-of-school children in partner developing countries – live in these 15 countries. In eight of these countries, the number of out-of-school children is higher than 1 million (Figure 1.3).

Figure 1.3 **GPE developing country partners with the most children out of school, 2012**



Source: GPE compilation based on UNESCO Institute for Statistics data and Household Survey data.

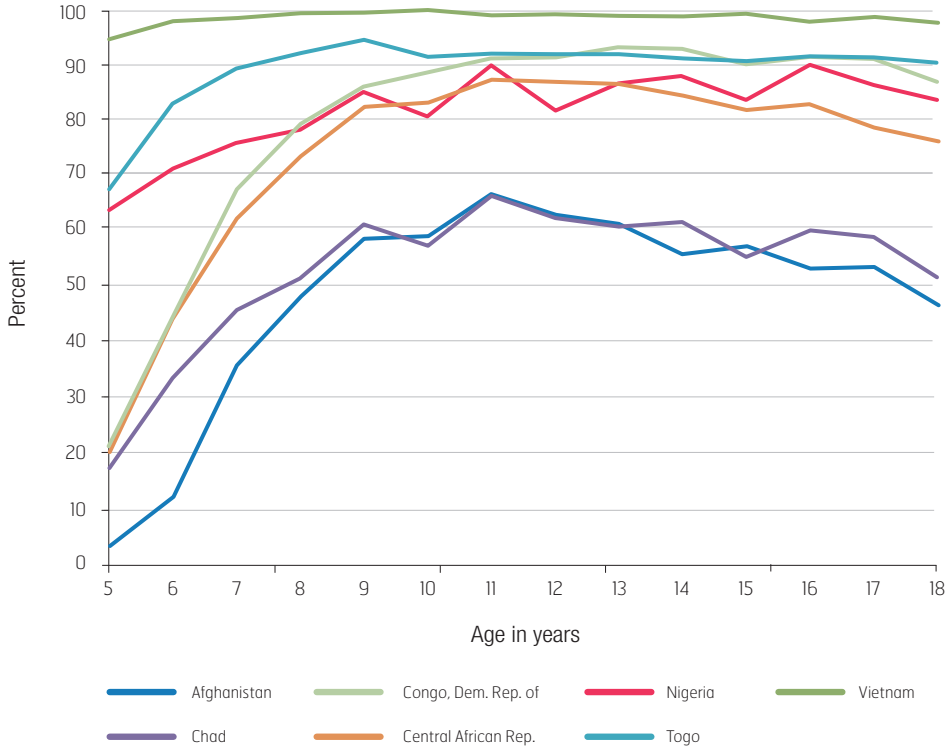
4 2012 revision of the UN Population Division

Box 1.1 Late entry to primary education in GPE developing country partners

Out-of-school children of primary school age include children who will never enter school, children who had access to school but dropped out, and children who will enter school later than the official entrance age. UIS estimated in 2013 that 49 percent of out-of-school children (28 million) will never enter school, 23 percent (13 million) have dropped out, and 28 percent (16 million) will enter school late. This means that among children who have never been to school, over a third are expected to enter at some point.

While late entry is rare in some developing country partners, such as Vietnam, it is common in countries such as Afghanistan, the Central African Republic, Chad and Nigeria, where many children do not enter school until they are over 10 years of age. In Afghanistan, only around 10 percent of children enter primary school at age 6.

Figure 1.4 Percentage of those aged 5 to 18 who have ever attended school



Source: GPE compilation based on MICS household survey data, 2010 and 2011

Over a quarter of developing country partners' out-of-school children are expected to enter school late, however, and may even complete a full primary education cycle (Box 1.2).

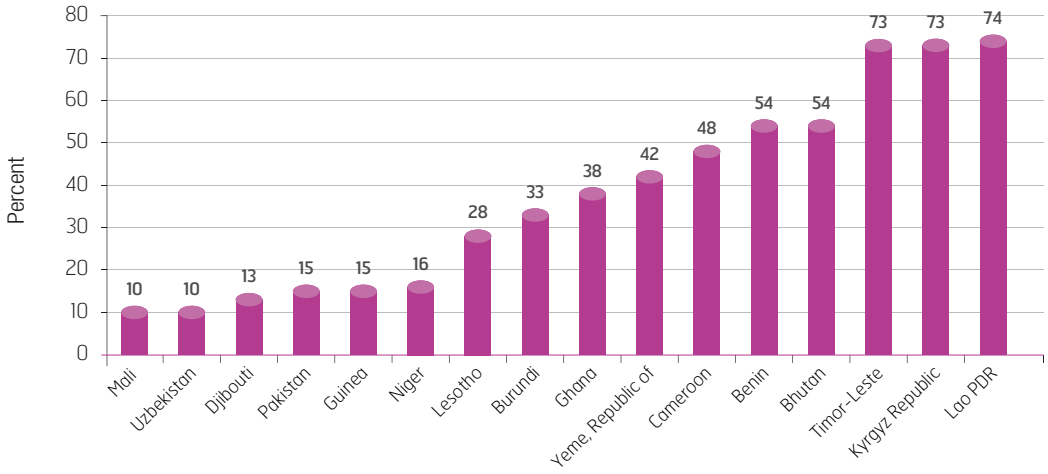
Although the number and rate of children out of school worldwide seems to have stabilized, the situation varies widely from country to country. In four countries, the percentage of children out of school increased substantially from 2008 to 2012: Eritrea (+22 percent), Honduras (+54 percent), Liberia (+17 percent) and Mozambique (+33 percent). In Eritrea and Liberia, more than half of primary school age children are currently not in school.

In four countries, the percentage of children out of school increased substantially from 2008 to 2012: Eritrea (+22 percent), Honduras (+54 percent), Liberia (+17 percent) and Mozambique (+33 percent).

In 16 countries, however, the number of children out of school fell by at least 10 percent between 2008 and 2012 (Figure 1.5). In Benin, Bhutan, Timor-Leste, the Kyrgyz Republic and Lao PDR, the decrease in out-of-school children was higher than 50 percent. In Burundi, Cameroon, Ghana, Lesotho and the Republic of Yemen, the decrease was 25 to 50 percent. In Djibouti, Guinea, Niger, Pakistan and Uzbekistan, there was a moderate decrease (below 25 percent) in the number of children out of school.

These trends are analyzed in depth at the end of this chapter, where they are compared with the progression in gross intake rates (GIR) and primary completion rates (PCR), which offer a better idea of how many children never access school, as compared with how many never complete their education.

Figure 1.5 **Percentage decrease in the number of children out of school between 2008 and 2012**



Source: GPE compilation based on UNESCO Institute for Statistics data.

1.4 Important progress in intake capacity in first grade

Overall rates of children out of school can be better understood by considering how many children do not enter school. GIR represents the number of new entrants to primary education, of all ages, divided by the population of primary school age. As such, it does not reflect the exact proportion of children who enter school. A GIR of 100 percent or above does not mean that all children necessarily have access to school. A better estimate of the proportion of children who have access to school can be made by using household survey data to calculate a generation access rate, which is the probability that a child will enter school one day. However, GIR does provide a good idea of overall trends in access to education.

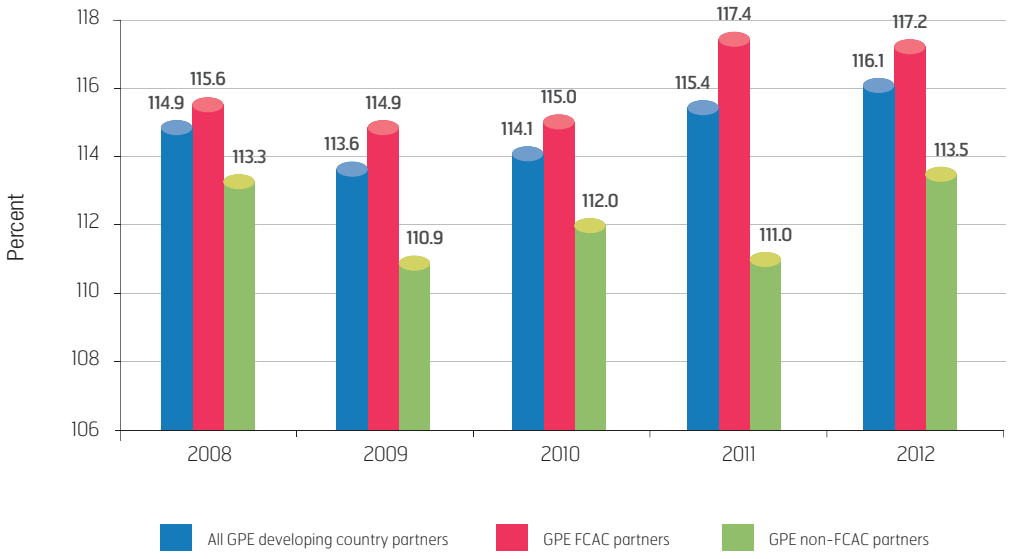
An analysis of the GIR in developing country partners shows that the number of new entrants to the first grade of primary education is increasing (Figure 1.6). On average, GIR is above 100 percent in developing country partners, but these aggregate figures hide disparities, as there are still four countries with GIRs below 90 percent: Eritrea (45 percent), Djibouti (65 percent), Mali (75 percent) and Niger (89 percent). In these countries, a significant proportion of children are still expected never to enter school and efforts must be maintained to reach out to all segments of the population. In Mali, gross intake was reaching 89 percent pre-crisis but has been significantly affected by the recent conflict. Average GIR is higher in GPE

FCAC partners than in non-FCAC partners: as access to education increases in countries with traditionally low access rates, children of different ages enter primary education at the same time.

Among the 10 developing country partners with the highest increase in the number of new entrants to primary education between 2008 and 2012, some saw an increase of 40 to 50 percent, including Chad, Eritrea, Niger, Sierra Leone and Togo. In Eritrea and Liberia, however, the number of children out of school has also increased, which indicates that many children are entering school but then dropping out: in both countries, data show that survival rates have declined significantly in recent years. Improved entry into the system, while a crucial first step, is not enough on its own to ensure high levels of completion.

In the four countries with GIRs below 90 percent (Eritrea, Djibouti, Mali and Niger), a significant proportion of children are still expected never to enter school.

Figure 1.6 **Gross intake rates in primary education, GPE developing country partners**



Source: Estimates of the UNESCO Institute for Statistics.

Table 1.3 **Ten countries with the highest increase in the number of new entrants to primary education**

Country	2008	2012	Change (%)
Côte d'Ivoire	417,698	512,449	23
Guinea	248,554	313,647	26
Cameroon	602,66	769,864	28
Liberia	119,427	158,189	32
Afghanistan	855,432	1,159,081	35
Niger	342,360	475,186	39
Togo	180,127	252,825	40
Chad	355,936	504,870	42
Sierra Leone	184,284	273,794	49
Eritrea	51,784	78,198	51

Source: GPE compilation based on UNESCO Institute for Statistics data.

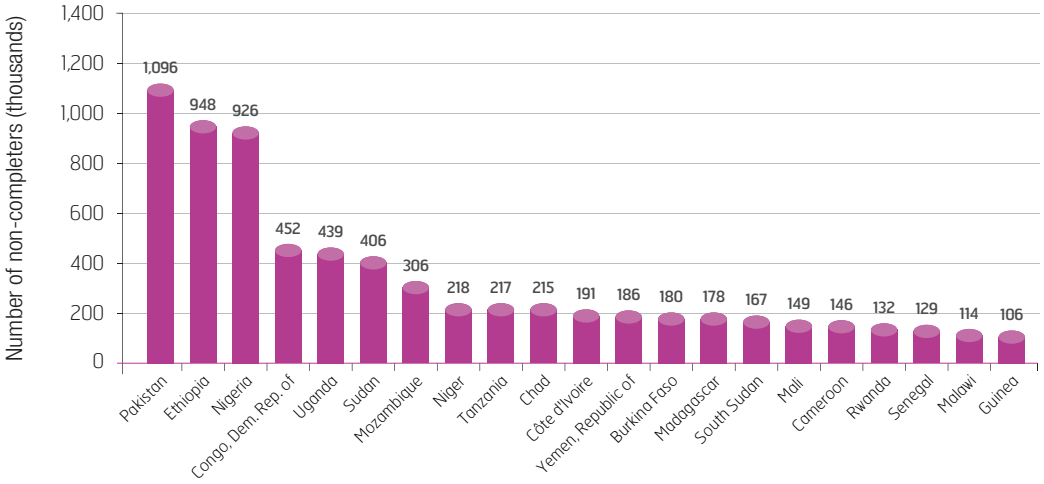
1.5 One in four children still did not complete primary education in GPE developing country partners in 2012

One in four children in GPE partner developing countries still does not complete primary education, this corresponds to an estimated 8 million non-completers in 2012.

Universal primary education means getting all children not just to start primary education but also to complete it, so the number of children who do not complete should be monitored as well as the number of children out of school. While gross intake rates in developing country partners are mostly above 100 percent, one in four children in these countries still does not complete primary education – this corresponds to an estimated 8 million non-completers in 2012. (Completion is estimated by measuring how many children enter the last grade of primary school.) In some countries, the increase in intake rates is recent, so its impact on primary completion has not yet been felt. In other countries, many children drop out of school before completing primary education.

Among developing country partners, 21 had over 100,000 non-completers in 2012 (Figure 1.7).[5] Together, these 21 countries have 7.2 million non-completers, or close to 89 percent of the total number of non-completers in developing country partners with data (around 8 million).[6]

Figure 1.7 **GPE developing country partners with the largest number of children who do not complete primary school, 2012**



Source: GPE compilation based on UNESCO Institute for Statistics data.

The average PCR rose from 68 percent in 2008 to 73 percent in 2012. The increase occurred mainly in fragile and conflict-affected countries, where the PCR went from 61 percent to 68 percent while the average PCR in non-FCAC partners remained almost unchanged, moving from 82 percent to 83 percent.

These 21 countries also appear in the list of countries with the most children out of school, but here their ranking is slightly different. Ethiopia and Pakistan, for example, are ahead of Nigeria, where completion rates are higher.

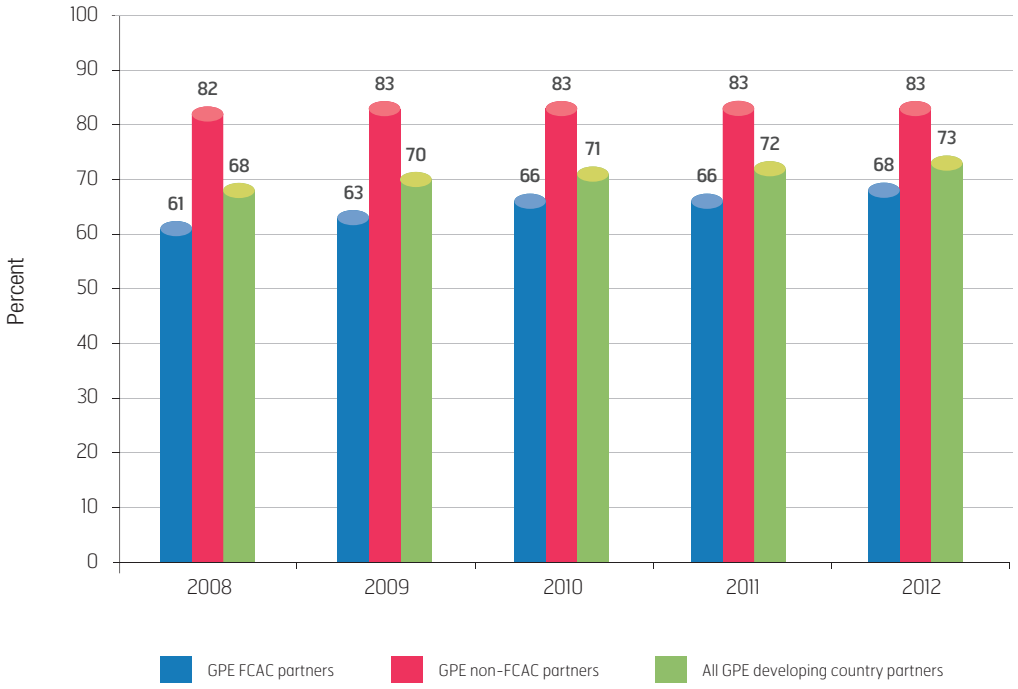
Alongside data for absolute numbers of non-completers, the primary completion rate (PCR) offers another snapshot of progress towards UPE. In developing country partners, the average PCR rose from 68 percent in 2008 to 73 percent in 2012.[7] The increase occurred mainly in fragile and conflict-affected countries, where the PCR went from 61 percent to 68 percent while the average PCR in non-FCAC partners remained almost unchanged, moving from 82 percent to 83 percent (Figure 1.8).

5 Computed as the number of children of the official age for the last grade of primary education minus the number of non-repeaters to that grade.

6 Data are missing for Afghanistan, one of the GPE developing country partners with the largest number of children out of school.

7 Computed for all 59 GPE developing country partners using the 2012 revised UN population database.

Figure 1.8 **Average primary completion rates in GPE developing country partners**



Source: Estimates of the UNESCO Institute for Statistics.

The overall annual growth in PCR for developing country partners was 1.8 percent; in FCAC partners it was 2.7 percent but in non-FCAC partners it was only 0.4 percent. In nine developing country partners – Eritrea, The Gambia, Mozambique, Timor-Leste, Uganda, Uzbekistan and Zambia – PCR is below its 2008 value. Among these countries, Uzbekistan and Zambia were close to UPE in 2008 with more than 95 out of 100 children completing primary education.

The stagnation of PCR in non-FCAC partners – and the fact that some countries that had almost achieved UPE may still fall behind in terms of primary completion – shows that making further progress is difficult, requiring policies targeted at reaching the marginalized. At the same time, the gains that have been obtained are still fragile and could be reversed if the countries and the global community do not maintain their emphasis on the achievement of the Education for All goals, and particularly that of UPE. At the same time, the decline since 2010 in aid to FCAC partners (see Chapter 3, section 3.3), poses a high risk of reversing progress in countries that are highly dependent on external support. The full impact of the decline in aid may not be visible in 2012 data; subsequent data may reveal that the situation is worse than it currently appears.

In 11 countries, PCRs increased by more than 3 percentage points a year between 2008 and 2012, and Bhutan, Burkina Faso, Burundi, Lao PDR, Nepal, and São Tomé and Príncipe gained more than 4 percentage points per year on average. Some have been maintaining this progress for many years, achieving huge gains. Between 2002 and 2012, Burkina Faso more than doubled its PCR, from 27 percent to 58 percent, and in Burundi, PCR went from 25 percent to 62 percent.

Overall, primary completion improved between 2008 and 2012, but remains a significant issue in the majority of GPE's developing country partners; 30 countries had PCRs are below 75 percent in 2012 (Table 1.4).

Table 1.4 **PCRs for GPE developing country partners, 2008 and 2012**

PCR, 2008 or closest year	Primary completion rate, 2012 or closest year					
	Less than 50%	50-65%	65-80%	80-90%	Greater than 95%	Not available
Less than 50%	Central African Republic, Chad, **Eritrea**, Niger, South Sudan	Burkina Faso, Burundi, Côte d'Ivoire, Djibouti, Ethiopia, Rwanda				
50-65%		Guinea, Mali, **Mozambique**, Senegal, **Uganda**	Benin, Congo, (Dem. Rep. of) Liberia, Malawi, Pakistan, Yemen			
65-80%			Cameroon, Lesotho, Madagascar, Mauritania, Nigeria, Papua New Guinea, **Timor-Leste**, Togo	Nicaragua	Lao PDR, São Tomé and Príncipe	Comoros
80-95%			Gambia, The	Moldova, Tanzania	Bhutan, Cambodia, Ghana, Honduras, Kyrgyz Republic, Nepal, Tajikistan	
Greater than 95%				Guyana, Uzbekistan, Zambia	Georgia Mongolia, Vietnam	
Not available			Sierra Leone, Sudan			Afghanistan, Albania, Guinea-Bissau, Haiti, Kenya, Somalia, Zimbabwe

Source: GPE compilation based on UNESCO Institute for Statistics data.

	Countries with progress in PCR that moved up 2 ranges
	Countries with progress in PCR that moved up 1 range
Countries in black text	Countries with progress in PCR but within in the same range
Countries in purple text	Countries with decline in PCR but within in the same range
	Countries with decline in PCR that moved down 1 range

1.6 National data show progress, but also that initial ambitions may have been too high

The Global Partnership supports the development of education sector plans (ESPs) in developing country partners that are based upon national commitments and priorities. Many of these plans outline targets for education outcomes, so that progress can be monitored towards national rather than global education objectives.

This section uses national ESPs to compare progress with national targets on primary completion rates.[8] The analysis was conducted only for countries that have completed their second or third sector plan, in order to assess progress on primary completion since the previous ESP. Due to the limited number of countries represented in the analysis, caution should be exercised before generalizing these results across the Global Partnership.

While many countries have achieved progress, most have not reached their targets for primary completion. Of the six countries in the analysis, only Burkina Faso achieved its target. Senegal and Sierra Leone came within 5 percentage points of their targets. Cambodia, The Gambia and Mauritania did not come close to their targets; Mauritania was 15 percentage points away from its targets and achieved less than half of the progress expected (13 percentage points instead of 28).

Table 1.5 **Primary completion rate — national targets versus actual achievement, selected countries**

Country	Baseline		Target		Achievement	Comments
	Year	Value	Year	Value		
Burkina Faso	2008	44	2011	51	52	Target achieved
Cambodia	-	-	2010	90	82	Target not reached
Gambia, The	2006	65	2012	80	72	Target not reached
Mauritania	1998	50	2010	78	63	Target not reached
Senegal	2000	39	2011	70	66	Target almost reached
Sierra Leone	2004	55	2010	79	76	Target almost reached

Source: Data from education sectors plans (baselines and targets).

In the light of such results, many countries have realized that their original ambitions were too high and that they cannot expect to reach universal primary education by 2015. This has already been taken into account by some countries, whose ESPs postpone the goal of universal primary completion to later dates, such as 2020.

Other countries' recent ESPs have revised initial targets for primary completion by 2015, reflecting more realistic approach to setting goals. Among 10 of these countries, the revised targets range from a change of 35 percentage points in Niger to 3 percentage points in Burkina Faso (Table 1.6).

8 Note that country-level completion rates may differ from UIS values, for instance because of differences in population numbers and methodologies.

Table 1.6 **Primary completion rate target, selected countries**

Country	Initial target 2015	Revised target 2015
Benin	100	83
Burkina Faso	75	72
Cameroon	100	84
Central African Republic	77	<75
Gambia, The	100	<75
Madagascar	94	84
Mali	100	86
Niger	100	65
Rwanda	90	90
Sierra Leone	100	85

Source: FTI Catalytic Fund Application, education sector plans.

1.7 Gains in primary access and completion remain fragile

While trends remain positive overall, the stagnation of the number of primary age children out of school is worrying, and highlights the risk that progress may stall, or even that gains achieved since 2000 may be reversed, if attention does not remain focused on providing children with a complete cycle of primary education.

While a large majority of countries have reached high gross enrolment ratios, only a minority have reached PCRs above 90 percent.

While a large majority of countries have reached high gross enrolment ratios, only a minority have reached PCRs above 90 percent. Most striking are the cases where gross intake ratios are above 100 percent while primary completion rates are below 75 percent: Benin, Burundi, Cameroon, Chad, Democratic Republic of Congo, Guinea, Lesotho, Liberia, Madagascar, Malawi, Mauritania, Mozambique, Pakistan, Rwanda, Senegal, Timor-Leste, Uganda and Yemen. In some of these countries, progress in intake and survival is too recent to be reflected in PCR values. In other countries with GIRs over 100 percent, PCRs are under 75 percent because many children drop out: Burundi, Chad, Guinea, Madagascar, Malawi, Mozambique, Rwanda and Uganda have retention rates of less than 60 percent. In Nepal, survival rates have decreased significantly, from 77 percent in 2003 to 62 percent in 2007 and 55 percent in 2012, which suggests that the country's PCR is likely to decrease.

Among GPE developing country partners more broadly, several show a significant decrease in survival rates, which means they will only achieve UPE if current trends are reversed. Survival dropped by over 10 percentage points in Burundi, Malawi, Mali, Mozambique and Uganda. But other developing country partners succeeded in increasing survival rates while increasing or maintaining intake rates: examples of steep increases include Cambodia, Cameroon and Côte d'Ivoire. This suggests that with appropriate commitment and support, countries that currently have high or increasing access rates but low retention rates could start to reduce the number of children dropping out.

Table 1.7 **GIR and PCR levels for GPE developing country partners**

	PCR higher than 90%	PCR between 75% and 90%	PCR below 75%
GIR higher than 100%	**Georgia, Kyrgyz Republic, Mongolia, Vietnam,** Cambodia, Ghana, Honduras, Lao PDR, São Tomé and Príncipe, Zambia, *Nepal*	Papua New Guinea, Togo	**Liberia, Mauritania, Timor Leste**, Benin, Cameroon, Congo (Dem. Rep. of), Lesotho, Pakistan, Senegal, Yemen, *Burundi, Chad, Guinea, Madagascar, Malawi, Mozambique, Rwanda, Uganda*
GIR 90% to 100%	**Bhutan, Uzbekistan, Tajikistan**	**Moldova,** Tanzania	**Burkina Faso, , Côte d'Ivoire The Gambia,** *Central African Republic*
GIR below 90%			Djibouti, Eritrea, Mali, Niger

Source: GPE compilation based on UNESCO Institute for Statistics data

Countries in bold	GPE developing country partners with high survival rates to grade 5[9] (above 80 percent)
Countries in italic	GPE developing country partners with low survival rates (below 60 percent)

GPE developing country partners have achieved much progress towards universal primary education since 2000, however, this progress should not mask the fact that pupil retention and primary completion remain challenges for the majority of countries.

1.8 Maintaining the priority for primary education

GPE developing country partners have achieved much progress towards universal primary education since 2000. In a small number of countries, universal access to the first grade of primary education is still far from achieved, but in most countries progress in access has been very encouraging, particularly in FCAC partners. However, this progress should not mask the fact that pupil retention and completion of the primary cycle remain challenges for the majority of countries. Increased access has sometimes been accompanied by decreased survival, with the result that increases in primary completion have fallen far short of expectations. In addition, many countries that have made good progress in the past few years nevertheless struggle to enroll and ensure completion of the most marginalized children.

International data show a slowing of progress in access to primary education and of aid to education. While GPE education data appear a little more positive than global figures, a similar trend is nevertheless perceivable among developing country partners. Progress achieved is fragile and may be reversed if targeted action is not taken to ensure all children not only enter primary education but also complete it.

In this context, it is vital that the global education community, while expanding its attention to other cycles of education, does not make the mistake of assuming that universal primary education has been achieved, or soon will be, without sustained attention and effort. Rather, UPE, which also means reaching the marginalized, needs to be part of the post-2015 agenda.

It is vital that the global education community, while expanding its attention to other cycles of education, does not make the mistake of assuming that universal primary education has been achieved, or soon will be, without sustained attention and effort.

9 Kyrgyz Republic, Moldova, Tajikistan and Uzbekistan only have four grades in primary education, but since all of them have survival rates to Grade 4 over 95 percent, they were included in the "high survival rate" category.

CHAPTER 2

Overall Education Progress in GPE Developing Country Partners

Photo credit: **Educate a Child**

2.1 Introduction

The global picture is one of overall progress at all levels, with the rise in primary completion leading to increased numbers of children entering lower secondary education.

This chapter widens the analysis of the report beyond primary education to include pre-primary and lower secondary education in GPE developing country partners. It shows that the global picture is one of overall progress at all levels, with the rise in primary completion leading to increased numbers of children entering lower secondary education. Some countries with high primary completion rates have also been able to shift their attention to pre-primary education, leading to important, government-led strides in enrolment at that level. The conditions of learning – in particular class sizes and teachers' training levels – have also improved.

Almost half of GPE developing country partners are fragile or affected by conflict, with high levels of inequality, and many have particularly low enrolment, completion and/or learning levels.

Despite these encouraging results, many of the 59 developing countries that belong to the Global Partnership for Education face exceptional challenges. Almost half of them are fragile or affected by conflict, with high levels of inequality, and many have particularly low enrolment, completion and/or learning levels. Marginalized groups – including girls and young women, those who live in rural areas, and those from the poorest families – are still at a significant disadvantage at all levels of education. A poor child from a remote region, for example, may be over 10 times less likely to finish primary education than a rich child from a large city. Some groups are still effectively excluded from education.

In addition, a high proportion of education spending – sometimes over a third – is wasted through low levels of internal efficiency, in countries where financial resources are already limited. Taking action to reduce the number of children who drop out or repeat grades could significantly improve countries' ability to achieve results with the resources available.

Finally, the lack of quality, timely data remains a critical issue in developing country partners, particularly data on financing and learning. The Global Partnership is addressing these challenges through its data strategy, which involves increasing the collection, reporting and use of data, and is reflected in its new funding model.

This chapter is comprised of six main sections. Section 2.2 examines the data challenges. Section 2.3 considers core indicators in pre-primary and lower secondary education, including rates of enrollment, transition and completion. Broadening the scope of the chapter to include three levels of education (pre-primary, primary and lower secondary), section 2.4 looks at equity issues, section 2.5 examines trends in internal efficiency and section 2.6 shows how learning conditions in developing country partners have improved. In conclusion, section 2.7 presents the main findings of the chapter.

2.2 Data problems hinder progress in GPE developing country partners

Relevant, reliable and timely data are crucial to build effective national education systems, monitor policy implementation and enable global monitoring. However, a significant lack of national and international data is still hampering efforts toward quality education for all.

This section considers the availability of key education indicators in data published by UIS, before examining the consequences for national education sector plans when data needed to support the policy cycle are not available. It concludes by outlining the strategy that the GPE Secretariat plans to implement to improve the availability of quality data at national and international levels.

Box 2.1 **Data Sources**

The information in this chapter relies primarily on data from the UNESCO Institute for Statistics (UIS). Other sources include the Global Partnership's analysis of recent national education sector plans in developing country partners, and household survey information on disparities.

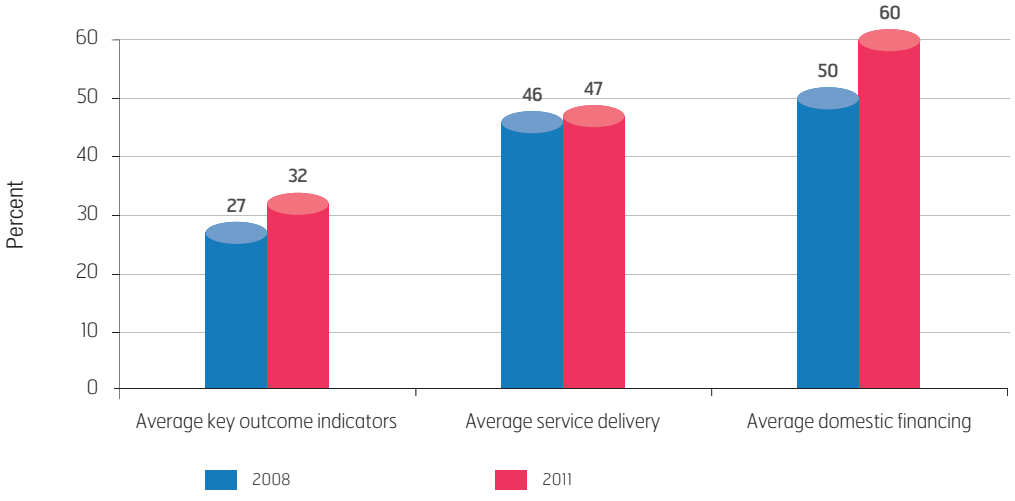
This year, UIS is computing indicators using on the 2012 population revision (World Population Prospect, United Nation Population Division) instead of the 2010 revision used in the past. This has led to substantial changes in indicator values for some countries. Therefore, data in this report (country-level data and GPE averages) should not be compared with data in the 2013 Results for Learning Report (https://www.globalpartnership.org/content/results-learning-report-2013). For averages over all developing country partners, UIS data were used to calculate estimates for countries with missing values.

2.2.1 Lack of data remains a major challenge

Every year, countries provide UIS with key data such as enrolment levels, education expenditure and teacher numbers. UIS translates the raw data into indicators using national data and external data sources, such as the International Monetary Fund and United Nation population databases. Indicators may therefore be unavailable in the UIS database if a country did not provide the raw data, if UIS did not consider data reliable enough, or if there is a lack of coherence with external data. For example, due to inconsistencies between population data[1] and enrollment data, population-based indicators were not published for Ethiopia and Albania although data on enrollment and repetition were available for these countries.

Of the key indicators in data published by UIS for developing country partners, the percentage for which information was missing increased between 2008 and 2011 – for outcome, service delivery, and domestic financing indicators (see Annex 2.1 for details about the indicators used) alike (Figure 2.1). (Some information is still missing for 2012, so this year was not considered.)

Figure 2.1 **Percentage of GPE developing country partners missing data among key outcome, service delivery and financing indicators in data published by UIS**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

1 2012 revision of the UN Population Division.

Table 2.1 **Most recent year since 2000 for which data on primary enrollment and public expenditure on education are published in January 2014 data release**

	Primary enrollment		Public expenditure on education as a total government expenditure	
Year *	**# of countries with data published**	**% of countries with data published**	**# of countries with data published**	**% of countries with data published**
2009 and earlier	4	7	21	36
2010	3	5	13	22
2011	6	10	12	20
2012	42	71	12	20
2013	4	7	1	2
Total	**59**	**100**	**59**	**100**

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

** School years sometimes correspond to the civil year and sometimes overlap two years. The convention is that year 2012 refers to the school year than ends in 2012 i.e. either to 2012 for a school year that corresponds to the civil year or to 2011-2012 otherwise.*

Of all the sets of indicators missing data, domestic financing is the most problematic set of indicators with 60 percent of missing data in 2011.

Domestic financing is the most problematic set of indicators, with 60 percent of missing data in 2011 and the largest increase in the share of countries with missing data between 2008 and 2011. Even for the simplest information, on primary enrolment and public expenditure on education, 12 percent of developing country partners have information at least two years older than the expected 2012 data for primary enrolment, and 58 percent for the share of government expenditure devoted to education (Table 2.1).

Figure 2.1 and Table 2.1 do not consider learning data, as these are not yet published by UIS. Some information on learning is available (see GPE DataHub [2]), but only for 16 developing country partners, and in formats that are not comparable from region to region (6 countries have recent PASEC results, 8 have recent SACMEQ results for reading and mathematics, and 2 have recent TIMSS results for mathematics).

The analysis above shows that the data problems in developing country partners, particularly with regard to financing and learning, have worsened in recent years. It is therefore imperative to address this challenge. The Global Partnership is committed to improving this situation and sets clear targets and deadlines in this regard in its case for investment [3] (see section 2.2.3).

2.2.2 Lack of evidence undermines national education sector plans

The lack of data seriously undermines countries' ability to build and implement sound education sector plans.

An education sector plan (ESP) is the key tool to promote the long-term development of education in a country. It is the result of an iterative, consultative process and describes clear education goals that the government wants to accomplish, as well as the approach, strategies and actions that will be taken to achieve these goals. Ideally, an ESP should systematically answer four key questions: Where does the sector stand today? Where will the sector be in the future? How can it get there? How do we know that the sector is moving in the right direction? Answering the first and last questions requires strong national data. The first question requires an analysis of the current situation in the education sector and its context, while answering the last question relies on strong monitoring and evaluation mechanisms. So the lack of data seriously undermines countries' ability to build and implement sound ESPs.

2 http://datahub.globalpartnership.org/#/2012

3 The Global Partnership for Education Case for Investment 2011-2014: https://www.globalpartnership.org/content/case-investment-2011-2014

The impact of the data deficit can be gauged by examining a recent analysis by the Global Partnership of 42 recently endorsed [4] ESPs in developing country partners (Table 2.2).

The evaluation shows that 48 percent of developing country partners still do not rely on education sector analyses, meaning robust evidence, in their ESP and 24 percent do not have a comprehensive results framework that covers all the dimensions and subsectors found in the ESP. These findings underline the need to strengthen countries' evidence base and ensure that all countries have a solid monitoring and evaluation framework. This requires better collection and communication of good quality data, and its use in evidence-based decision making.

48 percent of GPE developing country partners still do not rely on robust evidence in their education sector plan and 24 percent do not have a comprehensive results framework required for an effective monitoring.

Table 2.2 **Data availability in education sector plans of 42 GPE developing country partners**

Indicator	Number	Percentage
ESPs that mention the existence and use of an education sector analysis, evaluation of a previous ESP or similar type of report, and summarize key results of these analysis in the ESP	22	52
ESPs that include a results framework that covers all the dimensions and subsectors found in the ESP	32	76

Source: GPE compilation based on country education sector plans.

2.2.3 The Global Partnership for Education focus on data

To design and implement effective education policies that reach all children, countries should know how many children are in school, how many are learning, which children are out of school, and what the conditions of teaching and learning are. As we have shown above, however, such data are still insufficient in many developing country partners. That is why the Global Partnership supports a "data revolution" in education, and is calling on its partners to increase their commitment to improve availability, reliability and timeliness of data and their use in the policy cycle. Through its data strategy,[5] the Global Partnership intends to support the collective efforts of its partners to tackle gaps in data on the education sector, learning outcomes and financing. The strategy's objectives are to increase the collection, reporting and use of data to show government commitment in education; to improve educational equity (through the use of disaggregated data), system efficiency, and ultimately service delivery and learning outcomes.

The Global Partnership aims to help developing country partners strengthen their capacity to make quality data available at national and international levels. The Global Partnership has developed a new funding model that embedded key elements of the data strategy. The new funding model [6] considers the availability of recent and reliable data as a key element of the policy process and support countries to develop strategies to improve data when data are lacking. It also calls for ESPs to include a stronger evidence base in the form of a rigorous diagnostic of the education sector. The new funding model also supports reinforced monitoring and evaluation mechanisms, including a national commitment to learning assessment systems. The model's sector-level results-based element will act as an incentive to improve the monitoring of education outcomes. Finally, the Global Partnership is working closely with the Learning Metrics Task Force to address the learning data gap.[7] In that perspective, the ongoing development of a proposal for an international platform

The Global Partnership intends to support the collective efforts of its partners to tackle gaps in data on the education sector, learning outcomes and financing through its data strategy.

4 The study only covers education sector plans that were endorsed in 2011 or beyond.

5 http://www.globalpartnership.org/content/data-strategy-improved-education-sector-planning-and-monitoring-0

6 See chapter 4, box 4.4 or http://globalpartnership.org/content/board-decisions-may-2014 for more information.

7 For more information on the Learning Metrics Task Force, see: http://www.uis.unesco.org/Education/Pages/learning-metrics-task-force.aspx

for assessing learning, which could provide funding and technical support for learning assessment systems, is particularly relevant. For instance, such an initiative would provide grants and technical support for the analysis of national learning assessment systems, the implementation and use of learning assessments, and the strengthening of national capacity.

2.3 Recent progress in pre-primary and lower secondary education

Building on the analysis of primary education in Chapter 1, this section shows that encouraging progress has been made at pre-primary and lower secondary levels. Public pre-primary education has increased in countries that have already achieved high primary completion rates. Lower secondary education has expanded as an increasing number of primary education completers seek to continue their education. Retention remains a challenge, however, and approximately 60 percent of children in developing country partners still do not complete lower secondary education.

2.3.1 Increase in access to pre-primary education supported by public policies

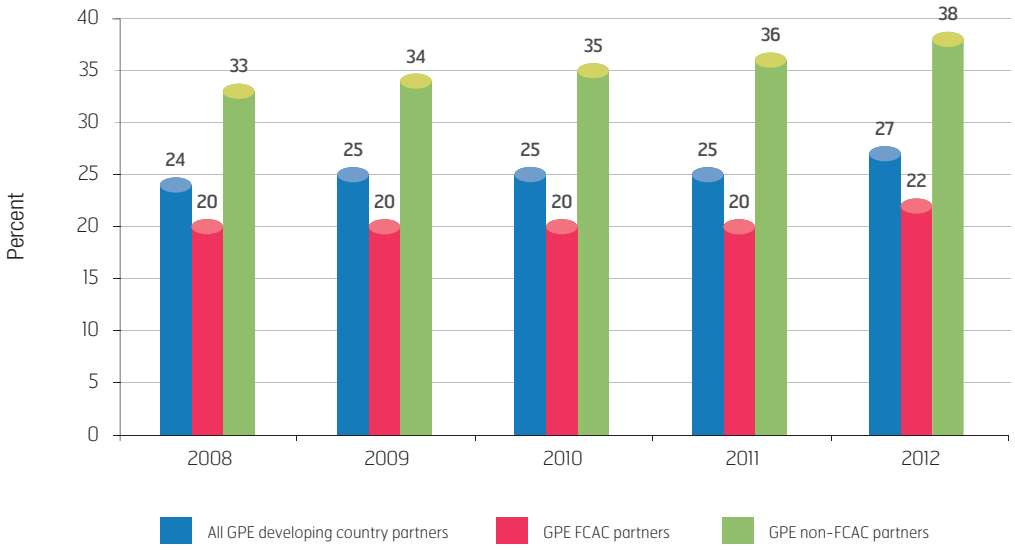
The gross enrolment ratio grew progressively between 2008 and 2012 from 24.4 percent to 27 percent driven by an increase in enrolment in public institutions.

Early childhood care and education (ECCE), the first of the Education for All goals set in Dakar, Senegal, in 2000, provides critical support to children in the early stages of their development and enables them to gain more from further levels of education. On average, children who have benefited from early childhood education will perform better as they enter primary school. In addition, the most deprived young children are also those who stand to gain the most from early childhood education.[8]

In developing country partners, gross enrolment ratios (GER) show that approximately one in four children have access to pre-primary education (one in five in fragile and conflict-affected countries). The GER grew progressively between 2008 and 2012, by 2.6 percentage points on average, from 24.4 percent to 27.0 percent overall, and from 20.1 percent to 22.1 percent in fragile and conflict-affected countries (Figure 2.2). This progress has been driven by an increase in enrolment in public pre-primary institutions, where enrollment levels have increased by over 50, while enrollment in private institutions has stagnated. As a result, public institutions' share of pre-primary enrollment in developing country partners with data rose from 60 percent in 2008 to 68 percent in 2012.

8 See, e.g., Arnold, Caroline, Kathy Bartlett, Saima Gowani and Rehana Merali. 2006. "Is everybody ready? Readiness, transition and continuity: lessons, reflections and moving forward." Background paper for the Education for All Global Monitoring Report 2007.

Figure 2.2 **Gross enrolment ratio in pre-primary education, GPE developing country partners**



Source: Estimates by the UNESCO Institute for Statistics.

These average figures hide large disparities between countries. In 12 developing country partners, pre-primary school capacity is sufficient to give access to pre-primary education to at least one child in two: Albania, Georgia, Ghana, Guyana, Kenya, Moldova, Mongolia, Nepal, Nicaragua, Pakistan, Papua New Guinea and Vietnam. In 16 countries, however, less than one child in ten has access to pre-primary education: Bhutan, Burkina Faso, Burundi, the Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of Congo, Djibouti, Mali, Niger, Sierra Leone, South Sudan, Tajikistan and the Republic of Yemen. Of these 16 countries, 11 are fragile and conflict-affected countries (FCACs). Most developing country partners with high pre-primary GER also have primary completion rates (PCRs) higher than 90 percent (Table 2.3).

Most countries with high pre-primary enrollment also have primary completion rates higher than 90 percent.

Table 2.3 **Pre-primary gross enrollment rate and primary completion rate, GPE developing country partners**

	PCR over 90%	PCR between 75% and 90%	PCR below 75%
Pre-primary GER over 50%	Georgia, Ghana, Moldova, Mongolia, Nepal, São Tomé and Príncipe, Vietnam	Guyana, Nicaragua, Papua New Guinea	Pakistan
Pre-primary GER below 10%	Bhutan, Tajikistan		Burkina Faso, Burundi, Central African Rep., Chad, Dem. Rep. of Congo, Côte d'Ivoire, Djibouti, Guinea-Bissau, Madagascar, Mali, Niger, Sierra Leone, South Sudan, Yemen

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Table 2.4 **GPE developing country partners with the largest change in pre-primary gross enrollment rate, 2008–2012**

Country	GER 2008 (or closest year)	GER 2012 (or closest year)	Annual GER increase (percentage points)
Mongolia	57	86	7.1
Nepal	59	84	5.0
Albania	55	69	3.6
Ghana	101	116	3.0
Gambia, The	21	30	2.8
Vietnam	67	77	2.7
Sudan	27	35	2.6
Lao PDR	15	24	2.3
Bhutan	1	9	2.1

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

The same pattern is evident among countries with the largest changes in pre-primary GER between 2008 and 2012 (Table 2.4). Most of these countries already had strong primary education systems in place (PCRs higher than 90 percent), and a large proportion also had high pre-primary GER (over 50 percent). One exception is Bhutan, which made important progress from a very low original GER: pre-primary enrolment increased from 1 percent to 9 percent between 2008 and 2012, driven by an increase in both public and private provision of pre-primary education.

Where a large proportion of children still do not complete a full primary education cycle, developing country partners have been prioritizing primary enrolment, so in most of these countries, levels of pre-primary enrolment have remained low. On the other hand, high improvements in pre-primary GER reflect increased attention to the pre-primary cycle in several countries that have achieved, or almost achieved, universal primary education.

Where a large proportion of children still do not complete a full primary education cycle, developing country partners have been prioritizing primary enrolment.

2.3.2 Some progress in coverage, intake and completion in lower secondary education

As more and more children graduate from primary education, countries have paid more attention to the lower secondary grades. An increasing number of countries are aiming for universal basic education – giving all children access to a full cycle of primary plus lower secondary education, and thus 9 to 10 years of schooling. Enrollment has increased, but many children still drop out before completing lower secondary education.

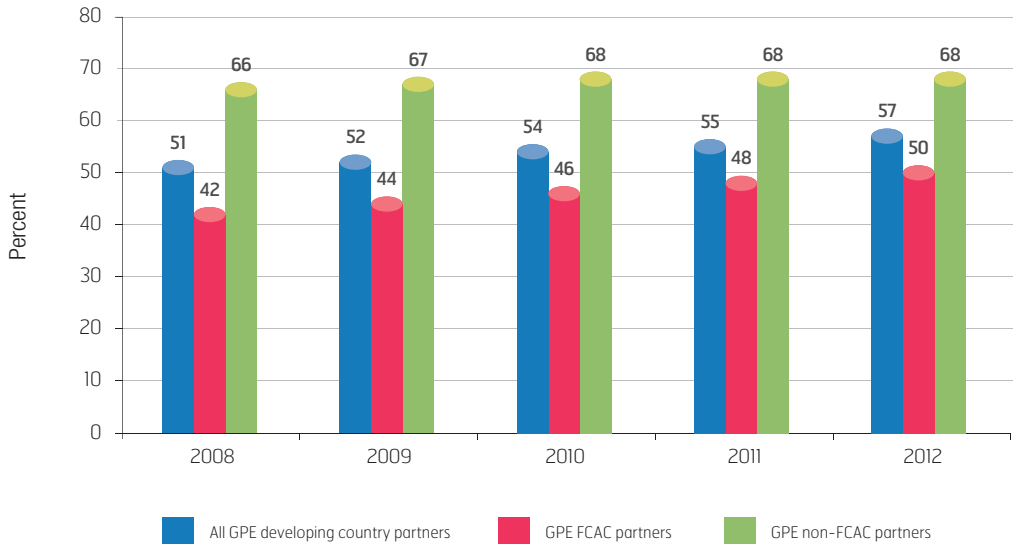
Seven million additional children in lower secondary education between 2008 and 2012

The number of children in lower secondary education in developing country partners rose from 42.8 million in 2008 (including 12.0 million in FCACs) to 49.7 million in 2012 (including 15.3 million in FCACs). Enrollments increased by 16 percent, while the school age population only increased by 5 percent.

The number of children in lower secondary education rose by 16 percent between 2008 and 2012, while the school age population only increased by 5 percent.

During the same period, the share of children enrolled in lower secondary grades (as measured by gross enrolment rates) increased by 5.6 percentage points in developing country partners: 8 percentage points in FCAC partners and 2.2 percentage points in non-FCAC partners (Figure 2.3). Lower secondary GER rose by more than 2 percentage points per year in 16 countries: Afghanistan, Bhutan, Burkina Faso, Burundi, Cameroon, Djibouti, Georgia, Liberia, Madagascar, Mali, Mauritania, Nepal, Nigeria, Rwanda, São Tomé and Príncipe, and Tanzania. On the other hand, lower secondary GER decreased in six countries: Kyrgyz Republic, Moldova, Mongolia, Sudan, Uzbekistan and Zambia.

Figure 2.3 **Gross enrollment ratio in lower secondary education, GPE developing country partners**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

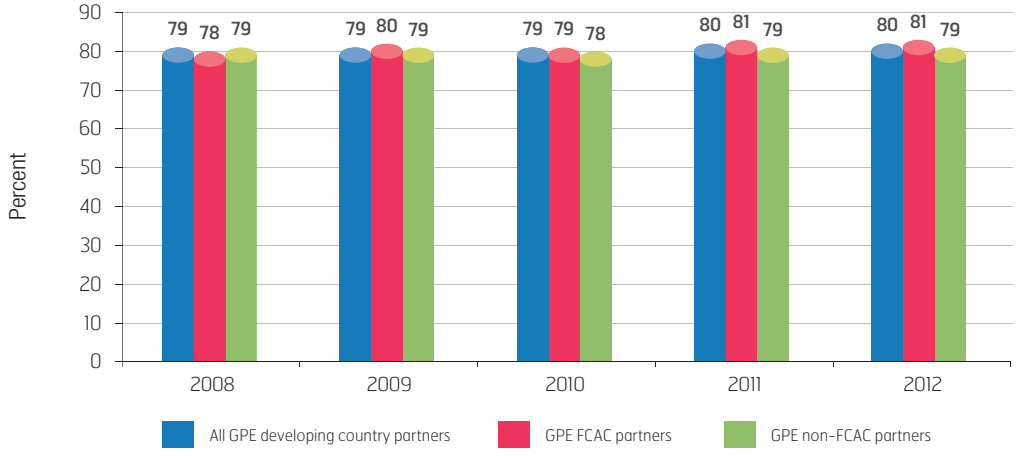
8 out of 10 children completing primary education transitioned into lower secondary education...

The proportion of children completing primary education who transitioned into lower secondary education remained high and stable between 2008 (when it was 79 percent) and 2012 (80 percent). There was also no significant difference between FCACs and other developing country partners (Figure 2.4).

Stable transition rates, given the increase in primary completion rates, translate into more children in lower secondary education, which explains the large increase in lower secondary gross enrolment rates. In the 40 countries with data for 2008 to 2012, the number of new entrants to lower secondary education increased by 16 percent, from 10.3 million to 12.0 million, while the total number of children at the entrance age to lower secondary education rose by only 4 percent, from 19.1 million to 19.9 million.

Stable transition rates from primary to secondary education, given the increase in primary completion rates, translate into a large increase of the number of children in lower secondary education.

Figure 2.4 **Transition rates, GPE developing country partners**



Source: Estimates by the UNESCO Institute for Statistics.

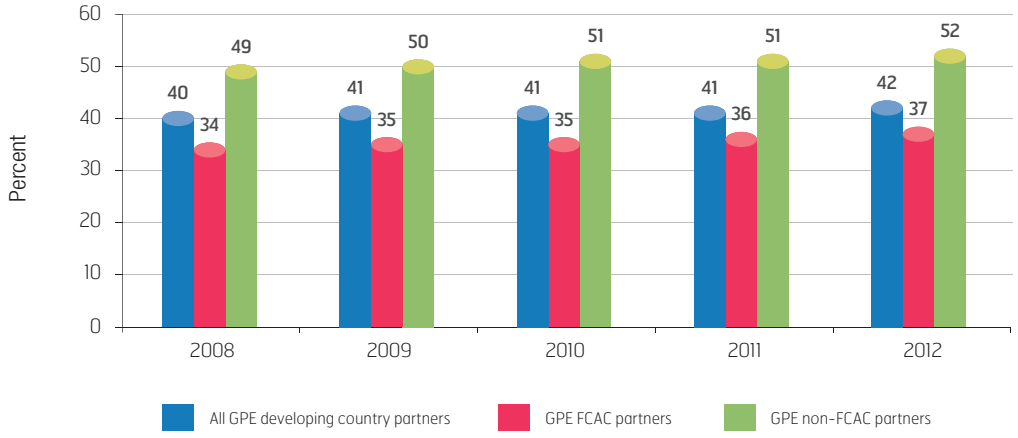
In 2012, 18 countries had a transition rate greater or equal to 90 percent while 8 had transition rates below 70 percent. Countries that made important progress between 2008 and 2012 include Cameroon, Central African Republic, Mauritania, São Tomé and Príncipe, and Senegal: in all of these countries, transition rates increased by more than 4 percentage points annually.

Retention remains a challenge. Approximately, 60 percent of children in GPE developing country partners still do not complete lower secondary education.

...but lower secondary completion is still low because of high dropout

The share of children entering lower secondary education who complete the cycle increased slightly between 2008 and 2012, from 40 percent to 42 percent (Figure 2.5). Lower secondary completion rates increased from 34 percent to 37 percent in FCAC partners and from 49 percent to 52 percent in non-FCAC partners, showing that countries are having difficulty preventing children from dropping out.

Figure 2.5 **Lower secondary completion rates, GPE developing country partners**



Source: Estimates by the UNESCO Institute for Statistics.

The largest increases in lower secondary completion rates have often taken place in the countries with the lowest starting points: out of 10 countries whose lower secondary completion rate changed from a lower to a higher range, 5 were in the lowest category (below 25 percent) in 2008 (Table 2.5).

Table 2.5 **Lower secondary completion rates, GPE developing country partners, 2008 and 2012**

Lower secondary completion rate, 2008	Lower secondary completion rate, 2012				
	Less than 25%	25%-50%	50%-75%	More than 75%	Not available
Less than 25%	Burkina Faso, Burundi, Central African Republic, Chad, Malawi, Mauritania, Mozambique, Niger	Djibouti, Madagascar, Rwanda, Uganda, Tanzania			
25%-50%		Benin, Cambodia, Cameroon, **Côte d'Ivoire,** Eritrea, Ethiopia, Guinea, Honduras, Liberia, Lao PDR, Lesotho, Mali, Pakistan, Senegal, Togo, Republic of Yemen	São Tomé and Príncipe, Sierra Leone, Timor-Leste		
50%-75%			Bhutan, The Gambia, Ghana, Nicaragua **Zambia**	Nepal, Vietnam	
More than 75%				Georgia, Guyana Kyrgyz Republic, Mongolia, **Moldova, Tajikistan,** Uzbekistan	Albania
Not available	South Sudan	Dem. Rep. of Congo, Guinea-Bissau	Sudan, Papua New Guinea		Afghanistan, Comoros, Haiti, Kenya, Nigeria, Somalia, Zimbabwe

Source: GPE compilation based on UNESCO Institute for Statistics data.

Countries with progress in lower secondary completion rate that moved up one range

Countries in black text — Countries with progress in lower secondary completion rate but without change in the range

Countries in orange text — Countries with decline in lower secondary completion rate but without change in the range

One-third of children of lower secondary school age were out of school in GPE developing country partners in 2012

The share of children of lower secondary school age who are out of school has been decreasing in developing country partners (Table 2.6). The decrease between 2008 and 2012 was particularly marked in FCAC partners, from 43 percent to 38 percent. Overall, the number of out of school children of lower secondary school age decreased from 32.4 million to 30.8 million (Table 2.7) while the lower secondary school age population increased from 89.2 to 93.6 million.

Overall, the number of out-of-school children of lower secondary school age decreased from 32.4 million to 30.8 million between 2008 and 2012.

Table 2.6 **Percentage of out-of-school children of lower secondary school age, GPE developing country partners**

	2008	2009	2010	2011	2012
All GPE developing country partners	36.4	35.4	33.9	33.7	32.9
GPE FCAC partners	43.0	41.4	39.6	39.0	37.8

Source: Estimates of the UNESCO Institute for Statistics.

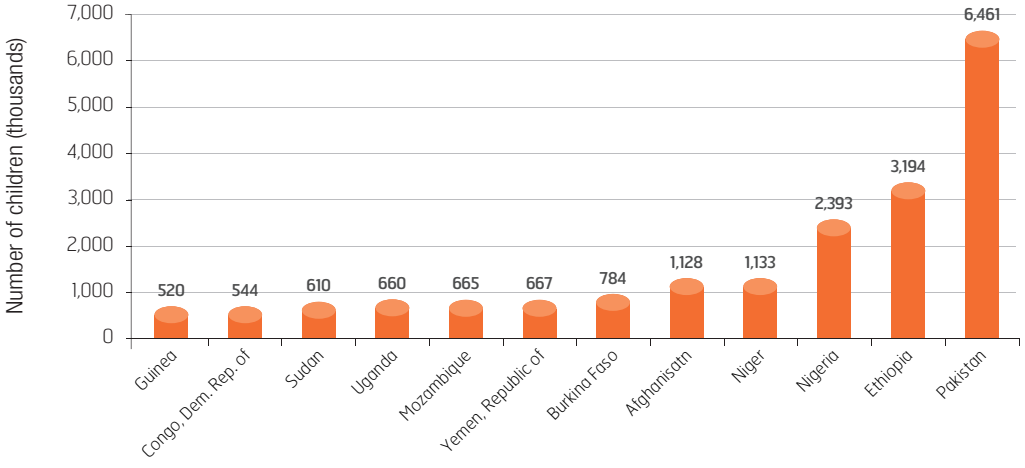
Table 2.7 **Number of out-of-school children of lower secondary school age, GPE developing country partners (thousands)**

	2008	2009	2010	2011	2012
All GPE developing country partners	32,410	31,943	31,092	31,242	30,820
GPE FCAC partners	24,457	24,130	23,606	23,694	23,349
GPE non-FCAC partners	7,953	7,813	7,486	7,548	7,472

Source: Estimates of the UNESCO Institute for Statistics.

Among developing country partners with data, 18.8 million children of lower secondary age are out of school – 60 percent of the total – in the 12 countries with more than half a million out of school (Figure 2.6).[9]

Figure 2.6 **GPE developing countries partners with the largest number of out-of-school children of lower secondary school age, 2012**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

None of these 12 countries had a PCR above 80 percent in 2012, meaning that low numbers of primary school leavers automatically contributed to a high number of out of school children of lower secondary education age. However, lower secondary attendance is also affected by transition rates and retention. For example, among the 10 countries with the highest num-

9 Afghanistan, Ethiopia, Democratic Republic of Congo and Nigeria are missing data. In 2011 (2013's UIS publication), Ethiopia had 3.2 million lower secondary school age children out of school and an out-of-school rate of 39. Based on the 2011 MICS survey in Afghanistan, there were 1.1 million out-of-school children (49 of the lower-secondary school aged population). In Democratic Republic of Congo, based on the 2010 MICS survey there were 540,000 children out of school (18 of the lower secondary school age population). Finally, in Nigeria, using the 2011 MICS, there were 2.2 million children out of school (20 of the lower secondary school age population).

bers of primary non-completers, Niger is eighth highest. But among the 12 countries above with the highest numbers of lower secondary age children out of school, Niger moves up to rank fourth, reflecting particularly low levels of retention in that cycle.

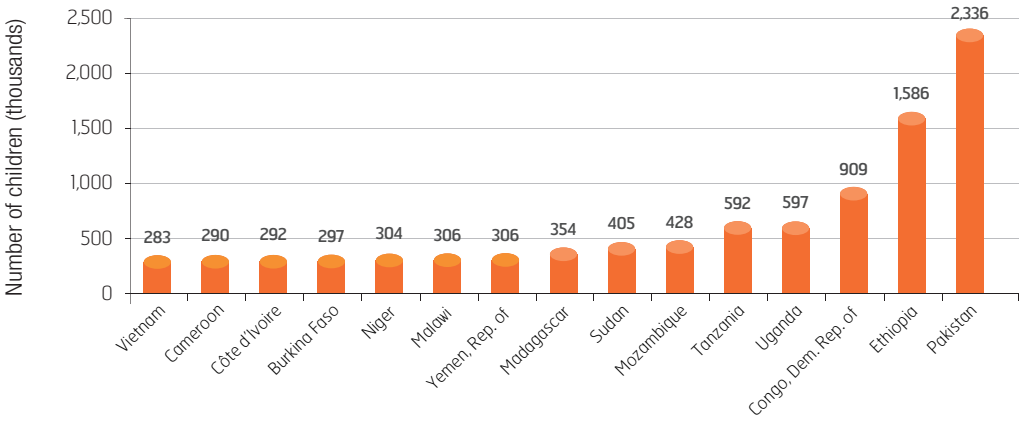
More than 12 million children still do not complete lower secondary education

Among developing country partners with data[10], 15 still had more than 250,000 children each who did not complete lower secondary education. Together, these countries account for 9 million non-completers, or close to 77 percent of the total (Figure 2.7). The Democratic Republic of Congo, Ethiopia, Pakistan, Sudan, Tanzania and Uganda had more than half a million non-completers each.

Again, while the same countries tend to be those with the largest number of lower secondary children out of school and those with the largest numbers of non-completers (except when data is missing for non-completers), the order of the countries differs, reflecting different survival rates.

Together, the Democratic Republic of Congo, Ethiopia, Pakistan, Sudan, Tanzania and Uganda account for half of the 14 million children who did not complete lower secondary education in developing country partners.

Figure 2.7 **GPE developing country partners with the largest number of children who do not complete lower secondary school, 2012**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Photo credit: **GPE/Koli Banik**

10 The countries with missing data are: Afghanistan, Comoros, Haiti, Kenya, Nigeria, Papua New Guinea, Somalia, South Sudan and Zimbabwe.

2.4 Reaching the marginalized: Progress and challenges

While national averages may suggest that some countries are close to achieving education goals, some segments of the population remain at a great educational disadvantage. This section uses recent household survey data to examine those disparities, which particularly affect girls, disabled, children from poor families and those who live in rural areas.

2.4.1 Overall progress toward gender parity in GPE developing country partners

Overall, GPE developing country partners have made moderate progress towards getting equal numbers of girls and boys into school.

Overall, developing country partners have made progress towards getting equal numbers of girls and boys into school. The gender parity index – the ratio of girls to boys – improved between 2008 and 2012 for the key indicators of gross intake rate (GIR) and gross enrolment rate (GER) in primary education; primary completion rate; and lower secondary completion rate. However, this increase has been moderate: gender parity indexes generally improved by 1 to 3 percentage points, with greater increases in FCAC partners than in non-FCACs. Non-FCAC partners have already reached gender parity, on average, for primary GIR and GER, and have almost reached parity for primary completion rates. Gender challenges for primary education are most prominent in FCACs, but the slower progress in non-FCAC partners shows that as countries come closer to gender parity, progress becomes more difficult.

Gender inequalities remain larger at higher levels (Table 2.8). On average, for 100 boys completing primary education, there were 89 girls (85 in FCACs and 96 in non-FCACs), while for 100 boys completing lower secondary education, only 83 girls did (77 in FCACs and 91 in non-FCACs).

Table 2.8 **Gender parity index for primary and lower secondary completion rates**

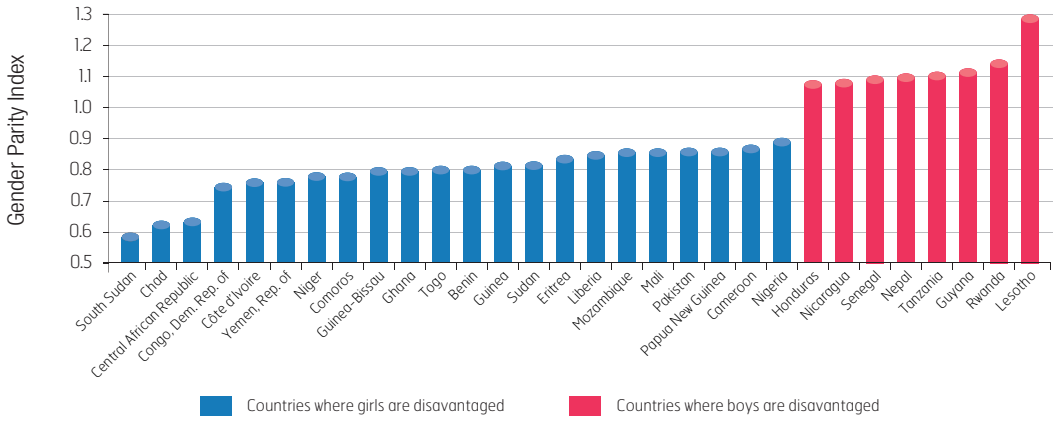
Indicator	Countries	2008	2009	2010	2011	2012
GPI for primary completion	All GPE developing country partners	0.86	0.87	0.88	0.89	0.89
	GPE FCAC partners	0.82	0.82	0.84	0.84	0.85
	GPE non-FCAC partners	0.94	0.95	0.96	0.97	0.96
GPI for lower secondary completion	All GPE developing country partners	0.79	0.80	0.81	0.82	0.83
	GPE FCAC partners	0.71	0.73	0.74	0.75	0.77
	GPE non-FCAC partners	0.89	0.90	0.90	0.91	0.91

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

GPE non-FCAC partners have already almost reached gender parity and gender challenges for primary education are most prominent in FCAC partners.

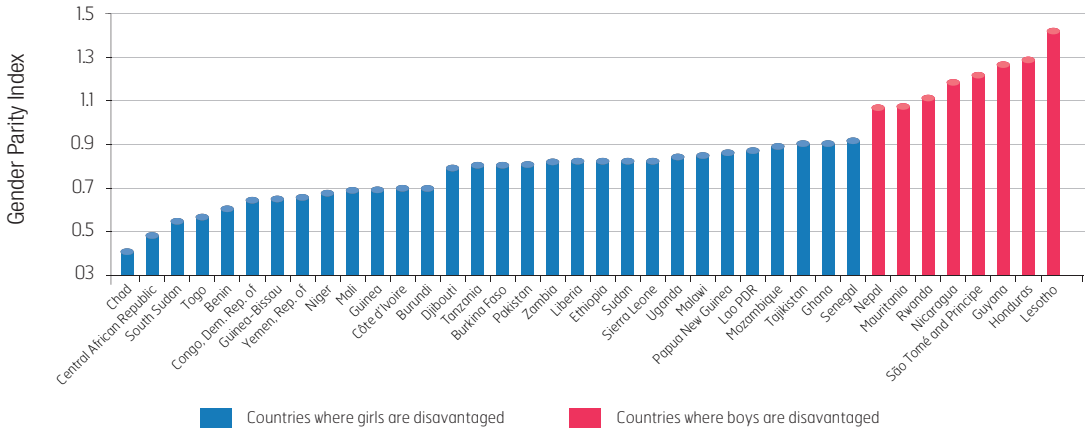
In most countries with the lowest gender equality, girls are at a disadvantage in primary education (Figure 2.8), and even more so in the lower secondary cycle (Figure 2.9). Countries where there are more than 20 percent more boys than girls completing primary and lower secondary education include Benin, Central African Republic, Chad, Democratic Republic of Congo, Côte d'Ivoire, Guinea-Bissau, Niger, South Sudan, Sudan, Togo and the Republic of Yemen. In addition, there are more than 20 percent boys than girls completing lower secondary education in Burkina Faso, Burundi, the Comoros, Djibouti, Ghana, Guinea, Liberia, Mali, Pakistan, Sierra Leone and Tanzania.

Figure 2.8 **Gender parity index for primary completion rate in GPE developing country partners with the highest gender inequality**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Figure 2.9 **Gender parity index for lower secondary completion rate in GPE developing country partners with the highest gender inequality**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

In some countries, however, boys are at a disadvantage, with discrepancies being most marked in Lesotho both in primary and lower secondary and in Guyana, Honduras, Nicaragua, and São Tomé and Principe in lower secondary, where there are over 20 percent more girl completers than boy completers.

While gender equity issues generally affect girls, boys are at a disadvantage in some countries, such as Lesotho, Honduras, Nicaragua and São Tomé and Principe.

Over one youth in four and one young female in three is illiterate

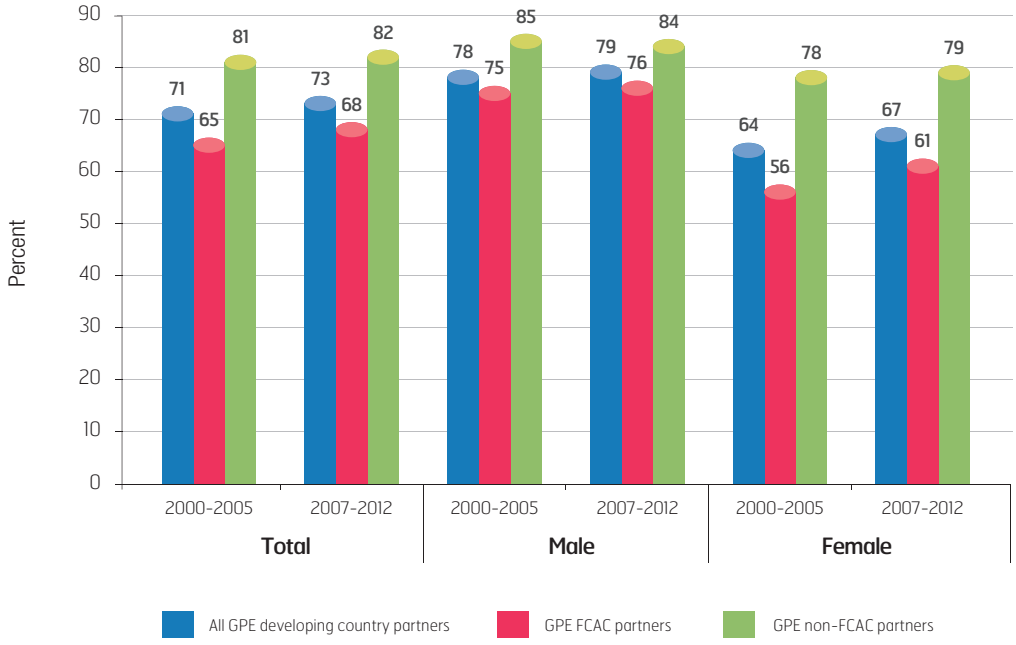
Gender inequalities are also evident in literacy rates among those aged 15 to 24.[11] The average rate in developing country partners rose slightly between the 2000-2005 period and the 2007-2012 period, from 71 percent to 73 percent. This still leaves more than one youth in four illiterate (one in three in FCAC partners and less than one in five in non-FCACs). While the average male literacy rate remained stable at around 79 percent, the average female literacy rate

11 According to the UIS definition, a literate person is a person who can read and write with understanding a short simple statement on his/her everyday life.

The youth literacy rate is below 50 percent in Afghanistan, Burkina Faso, Central African Republic, Chad, Guinea, Liberia, Mali and Niger.

increased from 64 percent to 67 percent, leaving one in three young women illiterate (Figure 2.10). Averages hide major disparities between countries, however: eight developing country partners have literacy rates above 95 percent (Albania, Georgia, Kyrgyz Republic, Moldova, Mongolia, Tajikistan, Uzbekistan and Vietnam) but nine still have literacy rates below 50 percent (Afghanistan, Burkina Faso, Central African Republic, Chad, Guinea, Liberia, Mali and Niger).

Figure 2.10 **Youth literacy rates, GPE developing country partners**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

2.4.2 Inequality is also linked to geographical area and family income

The likelihood for children aged 5 to 15 of never having attended school was 19 percent higher for girls than for boys, 2.1 times higher for rural children than for urban children, and 3.4 times higher for poor children than for children of wealthy families.

Children's chances of attending and completing school are affected not only by gender but also by where they live and by their families' income. Such disparities were analyzed using Multiple Indicator Cluster Survey (MICS)[12] household survey data for 2010 or 2011 for nine developing country partners: Afghanistan, Bhutan, Chad, Central African Republic, Democratic Republic of Congo, Nigeria, Sierra Leone, Togo and Vietnam (Table 2.9).

In these nine countries, 31 percent of those aged 5 to 15 had never attended school: 34 percent of girls vs. 28 percent of boys, 33 percent of rural children vs. 16 percent of urban children, and 48 percent of children in the poorest quintile (the poorest one-fifth) vs. 14 percent of children in the wealthiest quintile. Hence the likelihood of never having attended school was 19 percent higher for girls than for boys, 2.1 times higher for rural children than for urban children, and 3.4 times higher for poor children than for children of wealthy families.

12 The Multiple Indicator Cluster Survey (MICS) is developed by UNICEF to assist countries in collecting and analyzing data in order to fill data gaps for monitoring the situation of children and women. The MICS enable countries to produce statistically sound and internationally comparable estimates of a range of indicators in the areas of health, education, child protection and HIV/AIDS. The availability in the MICS of variable such as the level of household wealth, the area of residence (information not available in administrative/UIS data) allow for an analysis of equity beyond the gender factor.

A similar pattern can be observed regarding the percentage of children aged 5 to 15 whose highest level of education attended was pre-primary, primary or secondary. The highest level was 10 percent more likely to be secondary education for boys than for girls, 2.1 times more likely to be secondary education for urban vs. rural children, and 4.4 times more likely to be secondary education for children from the wealthiest quintile vs. children for the poorest quintile.

Note that the percentage of those aged 5 to 15 who have never attended school includes children who will enter school at a later stage. In addition, children who repeat will take more time than expected to complete a given cycle of education. The disparities observed between genders, geographical locations and income levels may therefore reflect disparities in a child's likelihood to attend school, but also disparities in ages of attendance or repetition rates.

Table 2.9 **Percentage of children per highest level attended (MICS data for 9 GPE developing country partners)**

	Never attended	Pre-primary	Primary	Secondary
Total	**31.0**	**3.2**	**54.5**	**10.3**
Gender				
Girls	33.7	3.1	52.1	9.8
Boys	28.4	3.3	56.7	10.8
Area of Residence				
Rural	33.1	3.0	54.2	8.2
Urban	15.7	4.7	62.1	17.1
Household Wealth				
Poorest (bottom quintile)	47.6	1.7	44.1	4.4
Poorer (second quintile)	37.6	2.3	51.6	6.9
Poor (middle quintile)	30.1	3.4	56.5	9.6
Rich (third quintile)	23.7	4.2	59.4	12.5
Richest (highest quintile)	13.8	4.7	61.9	19.4

Source: GPE compilation based on MICS household survey data, 2010 and 2011.

Photo credit: **GPE/Jawad Jalali**

The largest disparities in completion of primary education are related, in majority, to income.

A broader consideration of both DHS[13] and MICS[14] shows a broad variety of determinants of disparities. The largest disparities in completion of primary education between population groups are related, in majority, to income (difference between the richest and poorest quintiles of the population), then geography (e.g. urban/rural or national regions) (Table 2.10).[15]

Table 2.10 **Nature of largest inequality between population groups, 25 GPE developing country partners with recent household surveys, 2010 and later**

The largest inequality between two single categories is related to...	Number of countries	Percentage	Countries
Income	14	56	Bhutan, Burundi, Cambodia, Cameroon, Côte d'Ivoire, Ghana, Haiti, Honduras, Lao PDR, Malawi, Nepal, Rwanda, Togo, Vietnam
Mixed income and geography	8	32	Burkina Faso; Congo, Dem. Rep. of; Ethiopia; Mozambique; Senegal; Sierra Leone; Tanzania; Zimbabwe
Geography	3	12	Afghanistan, Nigeria, Uganda
All	25	100	

Source: GPE compilation based on World Inequality Database in Education http://www.education-inequalities.org/

In Afghanistan and Mozambique, the likelihood of completing primary education is 14 times higher for a boy in an urban area from the richest category of the population than for a girl in a rural area from a family in the lowest income category.

The same group may enjoy an advantage in some contexts within a country but not in others, as is shown by an analysis of the most and least advantaged categories (considering only gender, rural/urban and income quintiles) for 18 developing country partners (see Annex 2.4 for details). In all cases, the least advantaged category was always rural poor while the most advantaged was always urban rich. In addition, in the large majority of countries, being a male was an advantage whether one was rural poor or urban rich. In Afghanistan and Mozambique, for example, the likelihood of completing primary education is 14 times higher for a boy in an urban area from the richest category of the population than for a girl in a rural area from a family in the lowest income category. In Malawi, however, being a female appears to be an advantage whether the child is rural poor or urban rich: the PCR of female urban richest is two times higher than a PCR for a male rural poorest. In some countries, though, the same characteristics can be an advantage in some contexts and not in others: for example, in Burundi, Lao PDR, Rwanda and Uganda, among wealthy urban children girls appear to have an advantage over boys, but among poor rural children, it is boys that have an advantage over girls. In Ghana and Haiti, being a male is a disadvantage in poor rural environments, but an advantage in rich urban environments.

13 The Demographic and Health Survey (DHS) is implemented with the support of Macro International and USAID (United States Agency for International Development). DHS data cover a wide range of monitoring and impact evaluation indicators in the areas of population, health, education and nutrition.

14 World Inequality Database in Education http://www.education-inequalities.org/

15 Sub-groups involving more than one category (e.g. poorest quintile, rural richest quintile) were not included in the table.

2.5 Repetition and dropout reduce the efficiency of GPE partner education systems

In countries where resources are scarce, it is vital to ensure that education spending generates maximum returns. This implies, in particular, that all children should complete their education in a timely manner, and learn what they are supposed to learn. Unfortunately, there are significant sources of inefficiency in developing country partners' education systems, including high levels of repetition and dropout.

2.5.1 Fewer repeaters in primary education but little change at lower secondary level

Studies[16] at country, school and individual level show that decisions on repetition often depend on subjective factors such as the student's relative position in the class, the environment, the schooling conditions and the teacher's qualifications, and that repetition increases dropout. Both repetition and dropout remain significant obstacles to universal primary education.[17]

Declining repetition levels in primary education

The percentage of repeaters in primary education decreased in developing country partners with data[18] between 2008 and 2012, by 0.6 points overall (1.4 points in non-FCAC partners). In 2012, the average percentage of repeaters in FCAC partners was 11 percent, twice the average of non-FCAC partners (Table 2.11).

The average percentage of repeaters in FCAC partners was 11 percent, twice the average of non-FCAC partners in 2012.

Table 2.11 **Percentage of repeaters in primary education**

	2008	2009	2010	2011	2012
All GPE developing country partners	9.6	9.4	9.2	9.0	9.0
GPE FCAC partners	11.3	11.4	11.2	11.1	11.1
GPE non-FCAC partners	7.0	6.4	6.1	5.7	5.6

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

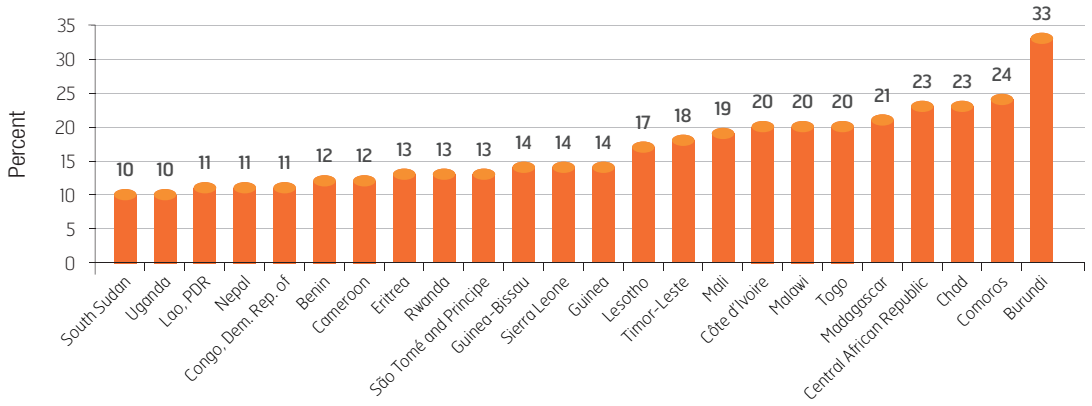
Average percentages of repeaters vary from 0 percent to 33 percent among developing country partners. Nine countries have less than 1 percent of repeaters: Albania, Georgia, Guyana, Kyrgyz Republic, Moldova, Mongolia, Nigeria, Tajikistan and Uzbekistan. Twenty-four countries, mostly French- or Portuguese-speaking, have more than 10 percent of repeaters (Figure 2.11).

16 Behaghel, Luc, Paul Coustère and Fabric Lepla. 1999. "Les Facteurs de l'efficacité dans l'enseignement primaire, les résultats du programme PASEC sur neuf pays d'Afrique et de l'Océan Indien." Dakar: Conférence des ministres de l'Éducation des États et gouvernements de la Francophonie (CONFEMEN).

17 See e.g. André, Pierre. 2009. "Is grade repetition one of the causes of early school dropout?: Evidence from Senegalese primary schools." Munich: University of Munich.
And: Ananga, Eric. 2011. "Dropping out of school in Southern Ghana: The push-out and pull-out factors." CREATE Pathways to Access, Research Monograph No. 55. Brighton: University of Sussex.
And: Bernard, Jean-Marc, Odile Simon and Katia Vianou. 2005. "Le redoublement, mirage de l'école africaine?" Dakar: CONFEMEN.

18 There countries are: Afghanistan, Guinea-Bissau, Haiti, Kenya, Nigeria, Papua New Guinea, Sierra Leone, Somalia, South Sudan, Sudan and Zimbabwe.

Figure 2.11 **Countries with percentages of repeaters above 10 percent in primary education, 2012**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Overall the percentage of repeaters in primary education declined between 2008 and 2012.

The percentage of repeaters has been increasing in a small number of developing country partners. In Ethiopia, Mali, Mozambique and Timor-Leste, there was an increase in repeaters' rates of over 3 percentage points between 2008 and 2012. Mali and Timor-Leste already had percentages of repeaters higher than 10 percent in 2008.

The percentage of repeaters decreased by over 3 percentage points between 2008 and 2012 in 11 developing country partners, 9 of which had percentages of repeaters higher than 10 percent in 2008: Cambodia, Cameroon, Democratic Republic of Congo, Lao PDR, Lesotho, Nepal, Nicaragua, Rwanda, and São Tomé and Principe. In São Tomé and Principe, the percentage of repeaters decreased by 13 percentage points, from 24 percent to 11 percent. In Lao PDR, repetition decreased from 17 percent to 11 percent and in Cambodia repetition was almost cut in half, from 11.2 percent to 5.8 percent.

Photo credit: **GPE/Stephan Bachenheimer**

Stable levels of repetition in lower secondary education

The percentage of repeaters in lower secondary education was almost stable around 7 percent in developing country partners with data[19] between 2008 and 2012. The repetition rate is higher in FCACs (8.2 percent) than in non-FCACS (5.4 percent). Both FCAC and non-FCAC partners saw limited change during the period (Table 2.12). As in primary education, average percentages of repeaters in lower secondary are very diverse, ranging from 0 percent (6 countries, none of them conflict-affected, have percentages of repeaters lower than 1 percent) to 25 percent. Twenty-one countries, 10 of them fragile or conflict-affected, have percentages of lower secondary repeaters higher than 10 percent (Figure 2.12).

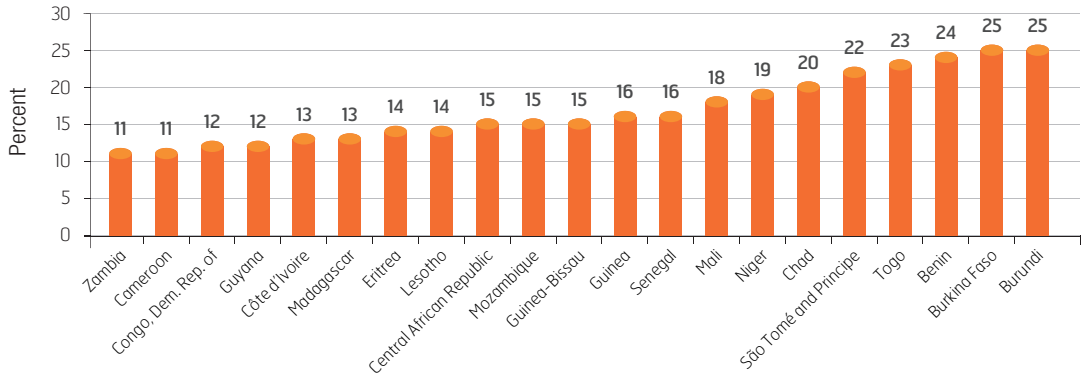
The percentage of repeaters in lower secondary education was almost stable around 7 percent in developing country partners between 2008 and 2012.

Table 2.12 **Percentage of repeaters in lower secondary education**

	2008	2009	2010	2011	2012
All GPE developing country partners	7.0	7.0	7.0	7.3	7.1
GPE FCAC partners	8.7	8.5	8.4	8.8	8.2
GPE non-FCAC partners	4.6	4.8	4.9	5.1	5.4

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Figure 2.12 **Countries with percentage of repeaters above 10 percent in lower secondary education, 2012**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

In six developing country partners, four of them fragile or conflict-affected, the percentage of lower secondary repeaters rose by over 2 percentage points between 2008 and 2012: Chad, Côte d'Ivoire, Lesotho, Mozambique, Senegal and Zambia.

On the other hand, percentages of lower secondary repeaters fell by over 4 percentage points in four developing country partners: Cameroon, Malawi, São Tomé and Principe, and Sierra Leone. All of them had percentages of repeaters higher than 10 percent in 2008. In a small number of cases, however, percentages of repeaters have been fluctuating, and gains may not be sustained in future years.

In six GPE developing country partners, the percentage of lower secondary repeaters rose by over 2 percentage points.

19 Data are missing for Afghanistan, Comoros, Haiti, Kenya, Nigeria, Papua New Guinea, Somalia, South Sudan and Zimbabwe.

2.5.2 Internal efficiency in primary education

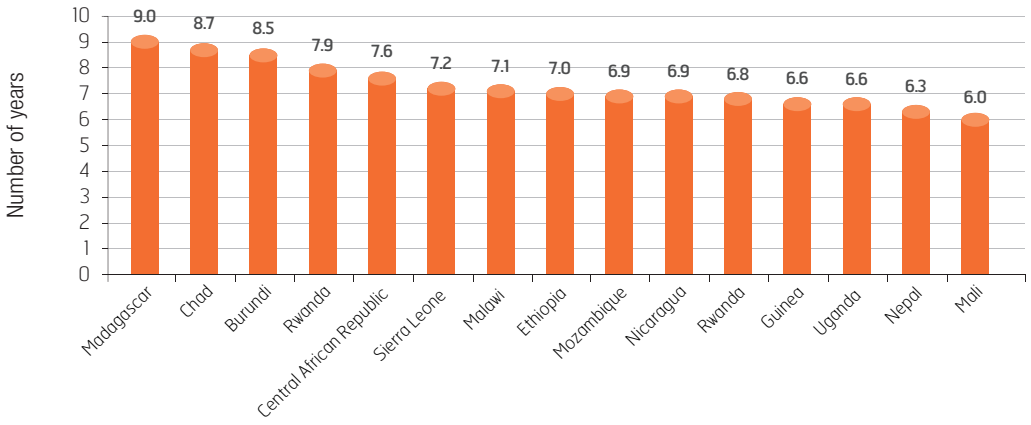
13 GPE developing country partners spent more than six years of education rather than four to get one child to the beginning of Grade 5.

Ideally, a child who starts first grade would proceed steadily through the primary cycle and finish it without repeating any grades. In reality, the number of years of education a country has to invest in for one child to graduate – the "internal efficiency" of the education system – varies because of repetition and dropout. Internal efficiency does not reflect intake rates or transition to further levels of education, but only what happens within the cycle itself.

According to the most recent UIS data, 13 developing country partners [20], eight of them fragile or conflict-affected, spent more than six years of education rather than four to get one child to the beginning of Grade 5 (Figure 2.13). These countries, which spent at least 50 percent more resources than necessary to get children to grade 5, are the least efficient of developing country partners, losing a lot of resources through dropout and repetition.

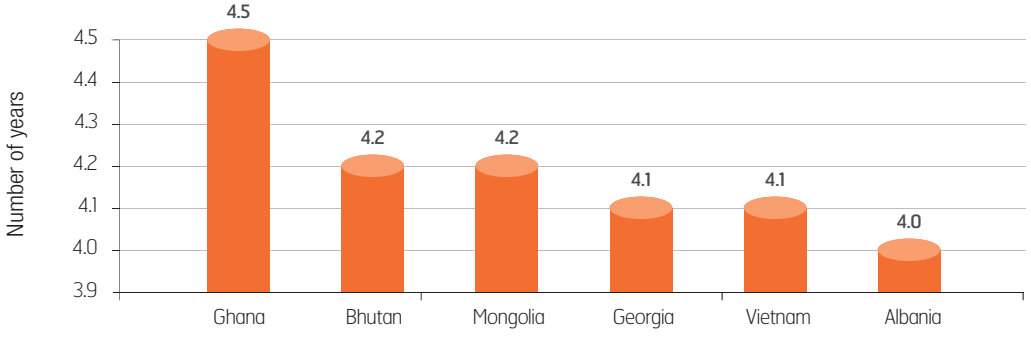
On the other hand, six developing country partners, none of them fragile or conflict-affected, spent less than 4.5 years of education on average to get one child to the beginning of Grade 5, meaning that they were very efficient, with both limited dropout and limited repetition (Figure 2.14).

Figure 2.13 **Number of years of education to get one child to the beginning of grade 5, GPE developing country partners with the lowest internal efficiency**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Figure 2.14 **Number of years of education to get one child to the beginning of grade 5, countries with the highest internal efficiency**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

20 Only countries with duration of at least five years in primary education were taken into account.

Comparing data from 2007 and 2011[21] shows that, among countries with information for these years (plus or minus a year if data for the year itself is not available), 13 developing country partners, 6 of them FCAC partners, spent more years of education in 2011 to get one child to the beginning of Grade 5 (up to 1.8 more years in the Central African Republic) than four years before. Conversely, 18 developing country partners, four of them fragile or conflict-affected, spent less years of education to get one child to the beginning of Grade 5 (Table 2.13).

13 countries spent more years of education to get one child to the beginning of grade 5 in 2011 than in 2007.

Table 2.13 **Change in internal efficiency, GPE developing country partners**

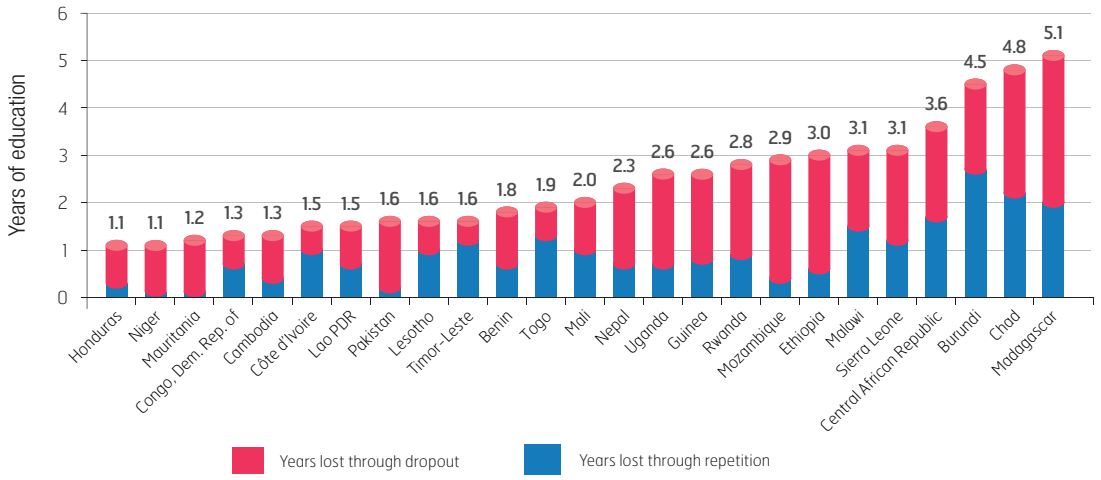
Internal efficiency fell between 2007 and 2011	Internal efficiency rose between 2007 and 2011
Burundi	Benin
Central African Republic	Bhutan
Democratic Republic of Congo	Burkina Faso
Ethiopia	Cambodia
Georgia	Cameroon
Guinea	Côte d'Ivoire
Honduras	The Gambia
Madagascar	Ghana
Malawi	Lao PDR
Mali	Lesotho
Mozambique	Mauritania
Niger	Mongolia
Uganda	Nepal
	Pakistan
	Rwanda
	São Tomé and Príncipe
	Senegal
	Timor-Leste
	Togo

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

Computing the share of total inefficiencies due to repetition or dropout can be a useful indication to help countries focus on the most pressing issues. Among countries that spend five years of education or more to bring a child to Grade 5, the share of total inefficiencies due to repetition (including years repeated by students who ultimately drop out) ranges from 9 percent in Niger to 67 percent in Côte d'Ivoire and Togo. In countries that spend over seven years to bring one child to the start of Grade 5, both repetition and dropout are general high (Figure 2.15).

21 Dropout/survival information is known one year after enrolment information.

Figure 2.15 **Years of education lost through repetition and dropout to get one child to the beginning of grade 5**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

2.6 Improving learning conditions

Many factors contribute to ensuring a good learning environment, including teacher profiles and practices, textbook availability and pupil-teacher ratios. Little information is available about some of these factors, however, and the data that exist are often difficult to compare internationally. Two conditions of learning that do lend themselves to comparisons are the pupil-teacher ratio (PTR) and the percentage of teachers who are trained.

2.6.1 Improvement of pupil-teacher ratios

The average number of primary students for each teacher has declined in developing country partners from 40.0 in 2008 to 37.3 in 2012; the strongest decline was for FCACs, where the pupil-teacher ratio fell by almost four students per teacher (Table 2.14).

Pupil-teacher ratios in primary education improved, especially in fragile and conflict-affected countries where it fell from 42.4 to 38.5 students per teacher between 2008 and 2012.

Table 2.14 **Primary pupil-teacher ratio**

	2008	2009	2010	2011	2012
All GPE developing country partners	40.0	39.3	38.7	38.2	37.3
GPE FCAC partners	42.4	41.0	40.1	39.9	38.5
GPE Non-FCAC partners	36.1	36.3	36.1	35.2	35.0

Source: Estimates of the UNESCO Institute for Statistics.

There were wide disparities between countries, however, with PTRs in 2012 ranging from 8 to 80. In 26 countries (12 of them fragile or conflict-affected) the PTR was higher than 40 and in eight it was higher than 50 (Table 2.15). In most countries, the PTR remains close to 40, but the Central African Republic and Malawi both have PTRs around 75-80. In addition, national averages generally mask regional inequality; pupil-teacher ratios are well in excess of 80 in some areas of these countries.

Table 2.15 **Pupil-teacher ratio in countries with primary PTRs of 50 or more**

Country	2008 (or closest year)	2012 (or closest year)	Change (%)
South Sudan	-	50	-
Ethiopia	62	54	-14
Mozambique	64	55	-14
Rwanda	68	59	-12
Chad	62	61	-2
Malawi	78	74	-6
Central African Republic	100	80	-20

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

At the individual country level, there was an increase in PTRs by more than one student per class in Liberia, Mauritania, and São Tomé and Príncipe. PTRs decreased in 36 countries with data, and fell by over five points in eight of them: Bhutan, Central African Republic, Ethiopia, Mozambique, Nepal, Rwanda, Tanzania and Timor-Leste. Some of these countries originally had very high PTRs. In the Central African Republic, the average PTR went from 100 in 2008 to 80 in 2012 (the impact of the current crisis was not captured in the 2012 figures). In Rwanda the PTR declined from 68 to 59, in Mozambique from 64 to 55 and in Ethiopia from 62 to 54.

During the same period, PTRs in lower secondary were mostly stable and also significantly lower: 22.6 students per teacher in 2012 and 23.1 in 2008 (Table 2.16). In 2012, lower secondary PTRs ranged from 8 to 56. Major improvements were made in some countries that had very high PTRs in 2008; PTRs fell from 56 to 43 in Eritrea, from 50 to 43 in Ethiopia, and from 52 to 37 in Nepal.

Pupil-teacher ratios in lower secondary were mostly stable and also significantly lower: 22.6 students per teacher in 2012 and 23.1 in 2008.

Table 2.16 **Lower secondary pupil-teacher ratios**

	2008	2009	2010	2011	2012
All GPE developing country partners	23.1	21.6	23.3	23.1	22.6

Source: Estimates of the UNESCO Institute for Statistics.

2.6.2 More trained teachers in GPE developing country partners

UIS reports the percentage of teachers who are trained according to national standards, but standards vary from country to country, so data are not internationally comparable. In addition, the data published by UIS include both initial and in-service training so we cannot distinguish teachers without initial training from others. Despite these caveats, the proportion of trained teachers does shed some light on learning conditions in developing country partners.

There was an increase in the percentage of trained teachers in developing country partners between 2008 and 2012, from 77.5 percent to 81.3 percent at primary level, and from 72.5 percent to 77.1 percent at secondary level (Table 2.17).

The percentage of trained (initial and in-service training) teachers increased in GPE developing country partners.

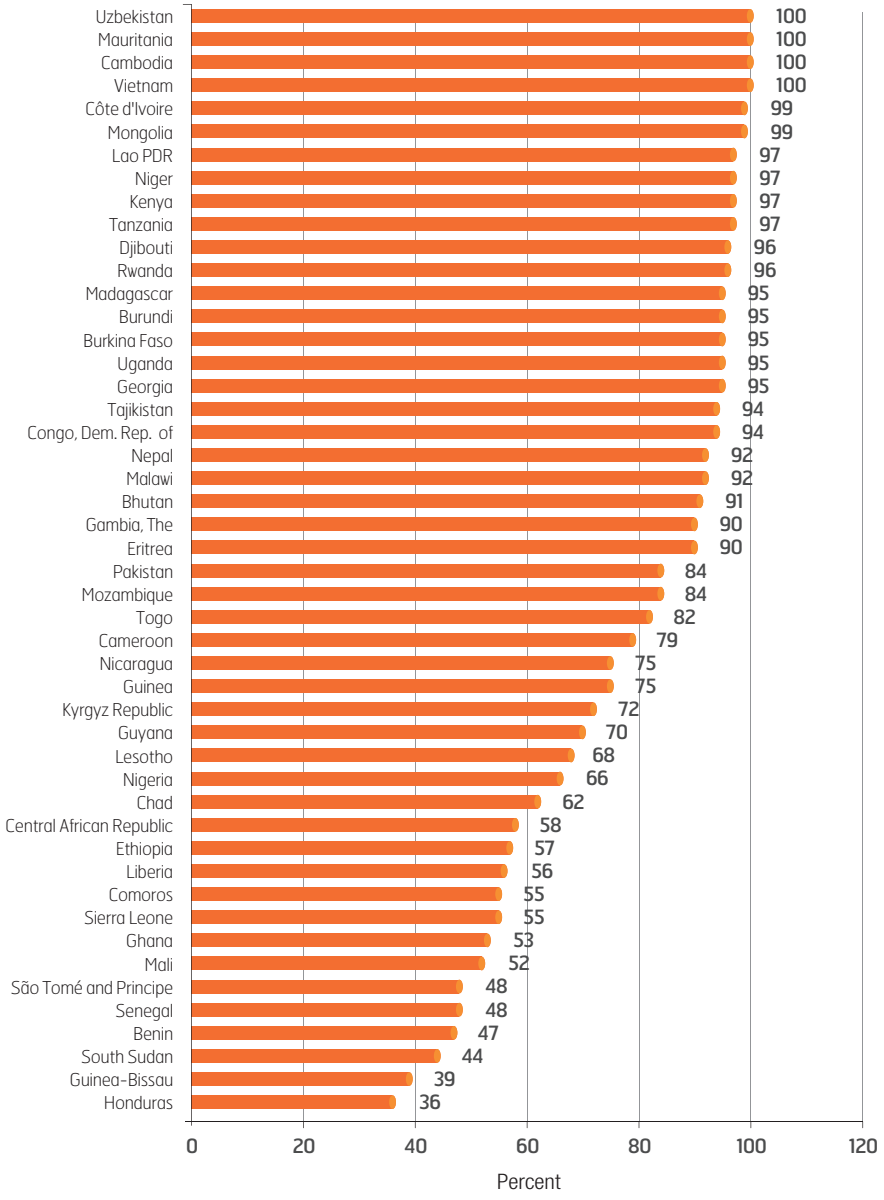
Table 2.17 **Evolution of the proportion of trained teachers, GPE developing country partners**

Trained teachers (%)	**2008**	**2009**	**2010**	**2011**	**2012**
Primary education	77.5	78.1	78.4	79.5	81.3
Lower secondary education	72.5	73.1	73.8	75.3	77.1

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

In 2012, the proportion of trained teachers in primary education varied widely in developing country partners, between 36 and 100 percent (Figure 2.16). In Benin, Guinea-Bissau, Honduras, São Tomé and Príncipe, Senegal and South Sudan, less than 50 percent of teachers are trained.

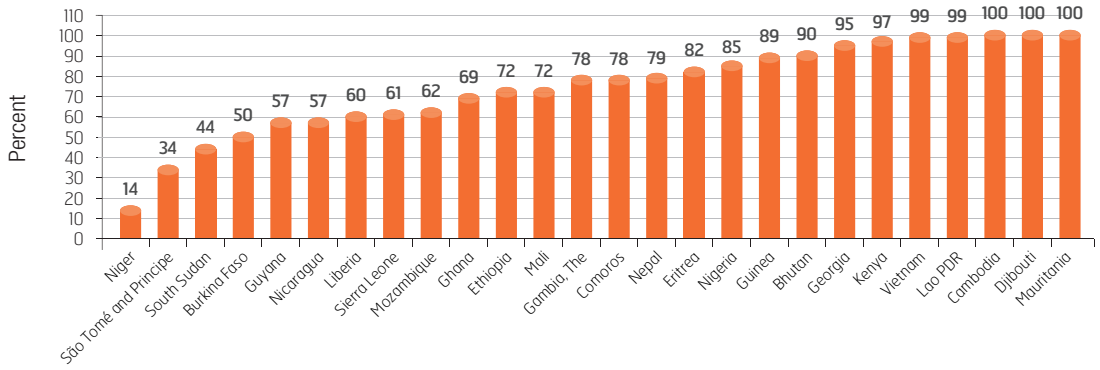
Figure 2.16 **Percentage of trained teachers in primary education, 2012**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

In lower secondary education, a significant proportion of countries did not have data available, but for those where data were available, the percentage of trained teachers varied even more widely than at primary level, from 5 to 100 percent (Figure 2.17).

Figure 2.17 **Percentage of trained teachers in lower secondary education, 2012**



Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

2.7 Progress and challenges in access, equity and efficiency

Efforts are still needed to improve access to pre-primary and lower secondary education.

Despite progress in getting more children into pre-primary and lower secondary education, only a fraction of children are enrolled in either cycle, so developing country partners need to increase their efforts to improve access to these levels of education.

In pre-primary education, progress was driven by an increase in the percentage of public pre-primary school enrollment. However, enrollment in pre-primary education remains low in most developing country partners. In 2012, one in four children in developing country partners had access to pre-primary education (one in five in FCACs), with large disparities between countries. Most countries with high pre-primary enrollment or large increases in pre-primary enrollment also have primary completion rates higher than 90 percent; developing country partners with low primary completion, on the other hand, have been prioritizing primary enrolment.

Meanwhile, as more and more children complete primary education, increased attention has gone to the lower secondary grades. An increasing number of countries seek to give all children access to a full basic education cycle. In 2012, 8 out of 10 children completing primary education transitioned into lower secondary education and gross enrolment ratios had increased by 5.6 percentage points, from 51.1 in 2008 to 56.7 in 2012. Further efforts are needed to prevent dropout, however, as completion rates are still low, at 42 percent on average in 2012 (37 percent in FCACs).

Internal efficiency in primary education is also often low. Due to repetition and drop outs, the 13 least efficient developing country partners spent more than six years of education to get one child to the beginning of grade 5 when four years should be sufficient. In some countries, increasing intake rates have been accompanied with decreasing survival rates, showing that a focus on retention is essential to ensure that children who start school remain there.

Finally, gender parity has improved in recent years, for both access and completion. In 2012, in developing country partners, for every 100 boys completing primary education, there were 89 girls (96 in non-FCACs and 85 in FCACs).

Due to repetition and drop out, internal efficiency in primary education is also often low in GPE developing country partners.

Of course, focus should not however be put only on gender issues: developing country partner household survey data provide a reminder that income and urban/rural disparities are generally more marked than gender disparities. Among those aged 5 to 15 in developing country partners with recent MICS survey data, the likelihood of never having attended school was 1.2 times higher for girls than for boys, 2.1 times higher for rural children than for urban children, and 3.4 times higher for poor children than for children of wealthy families.

Income and urban/rural disparities are generally more marked than gender disparities, but also tend to compound themselves.

The analysis in this chapter also shows that sources of disadvantage tend to compound themselves so that some population groups still have virtually no chance of completing primary education. In Afghanistan, Burkina Faso and Mozambique, poor female rural children had less than one chance in 10 of completing primary education. It is therefore essential to help countries set in place adequate policies to reach all children, particularly the most marginalized and vulnerable.

Data availability remains a critical issue in many GPE developing country partners.

Analysis of progress in education, which is a first step toward developing and implementing appropriate policies, relies on quality and timely data. Unfortunately, data availability remains a critical issue in many developing country partners, with key outcome, service delivery and financial indicators missing in data published by UIS. The lack of regular quality learning data is particularly worrisome in developing countries as they have to face a learning crisis. To help improve this situation, the Global Partnership has been working closely with the Learning Metrics Task Force. Much focus has been put on the need to strengthen learning assessment systems in order to improve learning policies, and ultimately learning itself. A promising proposal for an international platform for assessing learning, which could provide funding and technical support for regional and national learning assessments, is under development.

The urgent need for an improved evidence base in the education policy process is signaled by the fact that almost half all developing country partner sector plans lack analyses of the education sector, and almost a quarter do not have comprehensive results frameworks. The GPE data strategy seeks to address these persistent problems through increased focus on data and evidence in its new funding model. But more needs to be done by the education community to address the data and evidence gap. Investing in data is critical to inform policies to ensure that they are as effective as possible and offer all children the education they need.

Photo credit: **GPE/Deepa Srikantaiah**

CHAPTER 3

Domestic and External Financing for Education

Photo credit: **Ramasomanana/UNICEF Madagascar 2014**

3.1 Introduction

This chapter presents an overview of domestic and external resources for education in GPE developing country partners between 2008 and 2012. On average, expenditure on education increased over the period and improved significantly once countries joined the Global Partnership for Education. Yet results vary widely by country; many countries that are still far from achieving universal primary education spend less than 20 percent of public resources on education.[1] Three main factors determine the domestic resources available for education: the strength of commitment to education, fiscal capacity, and the efficiency in the use of resources.

While domestic spending provides the most important contribution to education, many countries rely heavily on aid. Unfortunately, aid to education decreased for the second year in a row and has been cut more severely for basic education in developing country partners, particularly in fragile and conflict-affected countries (FCACs). The Global Partnership's financial support to the education sector increased significantly, however. This chapter shows that in 2012, the Global Partnership disbursed US$354 million to basic education and became the biggest donor to the subsector in developing country partners. By the end of 2014, projections show that disbursements should reach US$506 million.

The chapter is divided into five sections, including this introduction. Section 3.2 compares patterns of expenditure on education across developing country partners. It also analyzes the factors behind individual performance, with a focus on commitment to education, fiscal capacity and resource allocation efficiency. Section 3.3 presents recent trends in aid to education and examines individual donors' financial contributions. Section 3.4 explores the catalytic effect of the Global Partnership. Section 3.5 outlines the key findings of this chapter.

3.2 How much is spent on education?

The lack of good quality financial data represents a major challenge for countries' efforts to build effective education systems.

This section presents a comparative overview of domestic expenditure on education among GPE developing country partners. The objective is to examine the resource allocation trends in the education sector between 2008 and 2012.[2] The analysis relies on international comparable data provided by the UNESCO Institute for Statistics (UIS). Data are not available for some countries, either because those countries have not supplied data to UIS, or because the data provided to UIS are not of sufficient quality to publish. This lack of good quality financial data represents a major challenge, not only for this type of analysis, but also for countries' own efforts to build effective education systems.[3]

3.2.1 Spending enough matters

Data on public education expenditure relative to GDP and to overall public expenditure were available for 35 developing country partners. The 24 countries without relevant data were excluded from the following analysis, including 15 of the 28 GPE FCAC partners (Table 3.1). Therefore, the results should be interpreted carefully because they may not accurately reflect the situation in all the developing country partners.

1 Bruns, Barabra, Alain Mingat and Ramahatra Rakotomalala (2003) recommend that countries spend 20 percent of public resources of education.

2 When 2012 data are unavailable, those of the most recent year are used.

3 To address this challenge, the Global Partnership is supporting the collection, reporting and use of data through coordinated investment to improve the national capacity for monitoring and evaluation. This is a major piece of the Global Partnership's Data Strategy (http://www.globalpartnership.org/content/data-strategy-improved-education-sector-planning-and-monitoring), and a key component of its new Funding Model (http://www.globalpartnership.org/content/principles-and-options-revision-gpe-funding-model).

Table 3.1: **GPE developing country partners missing data on education expenditure***

Afghanistan*	Congo, Dem. Rep. of*	Liberia*	Somalia*	Vietnam
Albania	Eritrea*	Mozambique	South Sudan*	Yemen, Republic of
Burundi*	Guinea-Bissau*	Nicaragua*	Sudan	Zambia*
Cambodia	Haiti*	Nigeria*	Timor-Leste*	Zimbabwe
Comoros	Honduras*	Papua New Guinea*	Uzbekistan*	

Note: Data missing are public expenditure on education as percentage of GDP or of total public expenditure.

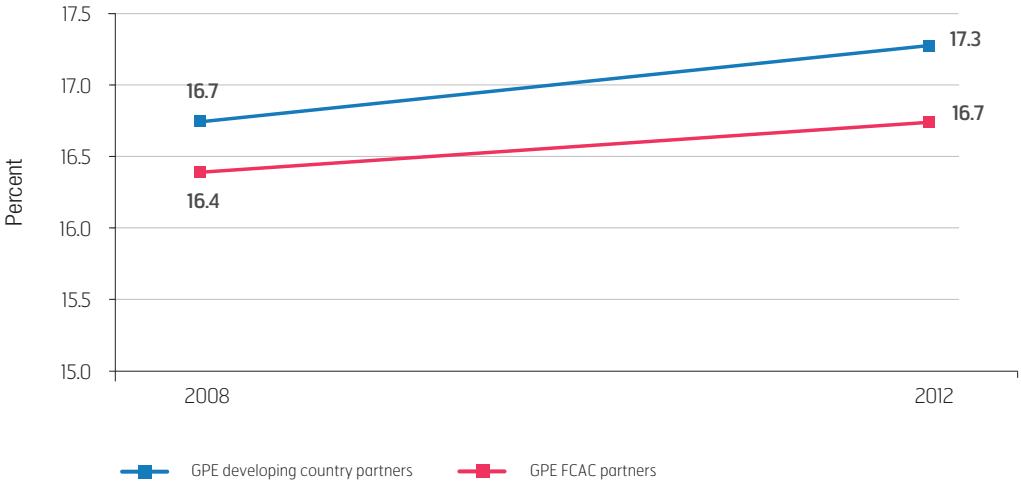
Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx. The asterisk (*) denotes that public expenditure on education as a share of GDP and/or as a share of public expenditure are not available in UIS for the entire period of analysis. The data for the rest of the countries in the table are only available for two or less years over the period of analysis.

Changes in education's share of total government expenditure provide a good indication of each country's commitment to education. In the developing country partners with available data, education's share of public expenditure rose on average from 16.7 percent in 2008 to 17.3 percent in 2012.[4] In the 13 GPE FCAC partners with available information, education's share rose more slowly, from 16.4 percent in 2008 to 16.7 percent in 2012 (Figure 3.1).

While the trends show a gradual increase in public expenditure on education on average, the share of public resources allocated to education varies widely from country to country. Among the countries that devoted more than 20 percent of government expenditure to education, Benin allocated the largest share in 2012 (26.1 percent) and also raised the proportion of resources for the sector the most between 2008 and 2012 (7.0 percentage points). Niger also demonstrated strong commitment to education, as education's share of public resources increased by more than 5 percentage points. In contrast, a handful of countries, including The Gambia and Guinea, cut the proportion of resources for the sector by almost 5 percentage points.

In 2012, in developing country partners education's share of public expenditure rose to 17.3 percent on average, and 16.7 percent in FCAC partners.

Figure 3.1 **Public expenditure on education as a percentage of total government expenditure, GPE developing country partners**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx. The data for 2012 is the most recent available between 2010 and 2012. The figure only includes the values for 2008 and 2012, as there were major fluctuations in many countries in 2009, 2010 and 2011.

[4] As previously mentioned, the group average for this indicator also refers to 35 countries and only 15 FCACs and results should be carefully interpreted.

Many of the countries that spend less than average on education are reducing education expenditure.

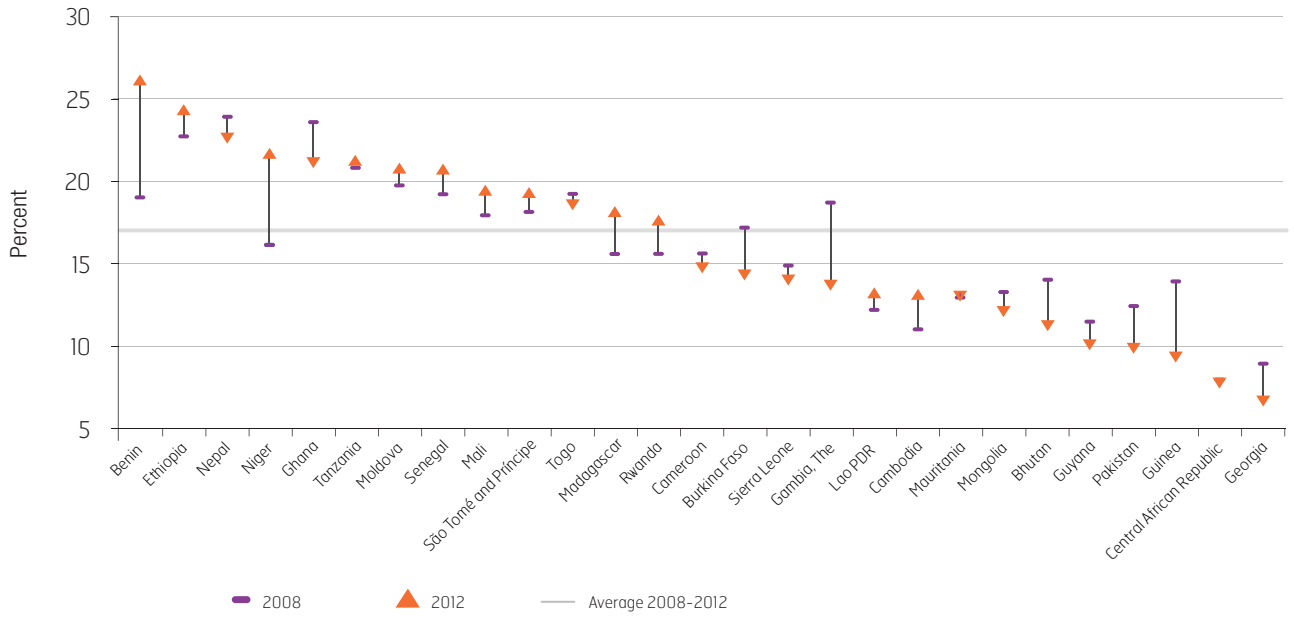
In 2012, in developing country partners, public expenditure on education as a proportion of GDP rose to 4.9 percent on average, and to 3.6 percent in FCAC partners.

Low expenditure on education is a major concern, especially in developing country partners that have not yet achieved a 90 percent primary completion rate (PCR) and thus still need to invest massively in primary education. Unfortunately, this is the case in many countries, such as the Central African Republic, Georgia, Guinea and Pakistan, where education receives less than 10 percent of public resources. Moreover, it is extremely worrisome that 10 of the 14 countries that spend less than average on education are also reducing education expenditure: Bhutan, Burkina Faso, Cameroon, The Gambia, Georgia, Guinea, Guyana, Mongolia, Pakistan and Sierra Leone (Figure 3.2).

Resources for education have risen in Cambodia and Lao PDR and remained the same in the Central African Republic and Mauritania.

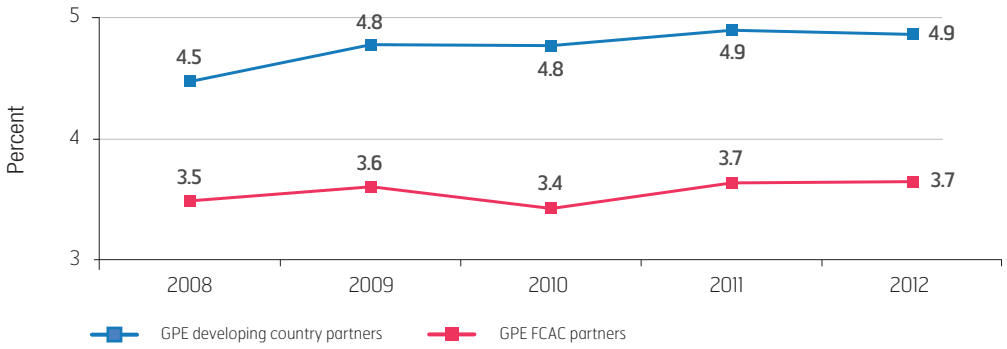
On average, public expenditure on education as a proportion of GDP also rose in developing country partners, from 4.4 percent in 2008 to 4.9 percent in 2012. Although education expenditures did not grow uniformly, they exhibited a positive trend for the entire period of analysis. GPE FCAC partners increased their resource allocation for education as a share of GDP only slightly, from 3.4 percent in 2008 to 3.6 percent in 2012, which remains well below the level in other developing country partners (Figure 3.3).

Figure 3.2 **Public expenditure on education as a percentage of total expenditure, by country, 2008 and 2012 or most recent year**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx. The information for 2012 is the most recent data point available between 2010 and 2012.

Figure 3.3 **Public expenditure on education as a percentage of GDP, GPE developing country partners**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx. The average trend includes estimates by the Global Partnership for over the five-year period. The 2012 value is an estimate of the previous year.

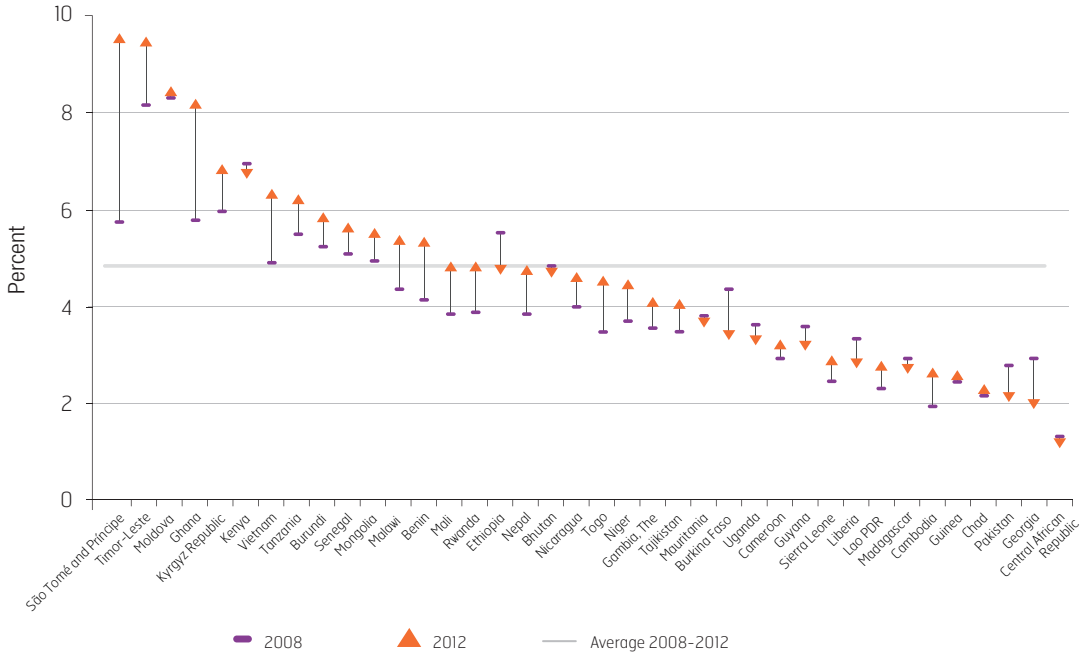
While expenditure on education as a share of GDP increased over the last five years in developing country partners, there are large variations among countries, reflecting the level of economic development, as well as differences in policy choices (see section 3.2.1). São Tomé and Príncipe and Timor-Leste invested the largest share of GDP in education in 2012, at 9.5 percent (Figure 3.4). São Tomé and Príncipe also increased the proportion of GDP allocated to education the most between 2008 and 2012, by 3.4 percentage points. In contrast, seven countries – Burkina Faso, Georgia, Guyana, Liberia, Mauritania, Pakistan and Uganda – not only invested less than the average developing country partner, but also reduced education's share of GDP. In Chad, Guinea and Madagascar, education's share of GDP remained stagnant at less than 3 percent. The Central African Republic is the developing country partner that invested the lowest share of GDP in education at 1.2 percent.

During the 2014 replenishment conference, 27 developing country partners pledged to increase the share of national budget allocated to the education sector by 14 percent, on average, between 2014 and 2018, representing an additional US$26 billion to the education sector over a four-year period. These pledges could indicate further improvements in the domestic financing of education in developing country partners.

Burkina Faso, Georgia, Guyana, Liberia, Mauritania, Pakistan and Uganda not only invested less than the average developing country partner, but also reduced education's share of GDP.

Photo credit: **Deepa Srikantaiah/GPE**

Figure 3.4 **Public expenditure on education as a percentage of GDP, 2008 and 2012 or most recent year**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx. The information for 2012 is the most recent data point available between 2010 and 2012.

3.2.2 Do GPE developing country partners invest enough in education?

The volume of resources a country spends on education and its patterns of expenditure have a direct impact on educational outcomes. For instance, the number of school spaces that can be provided and the number of pupils per teacher largely depend on the resources allocated to the sector.[5] However, expenditure patterns depend not only on the government's commitment, but also on each country's level of development, overall available resources, and efficiency in the use of those resources.

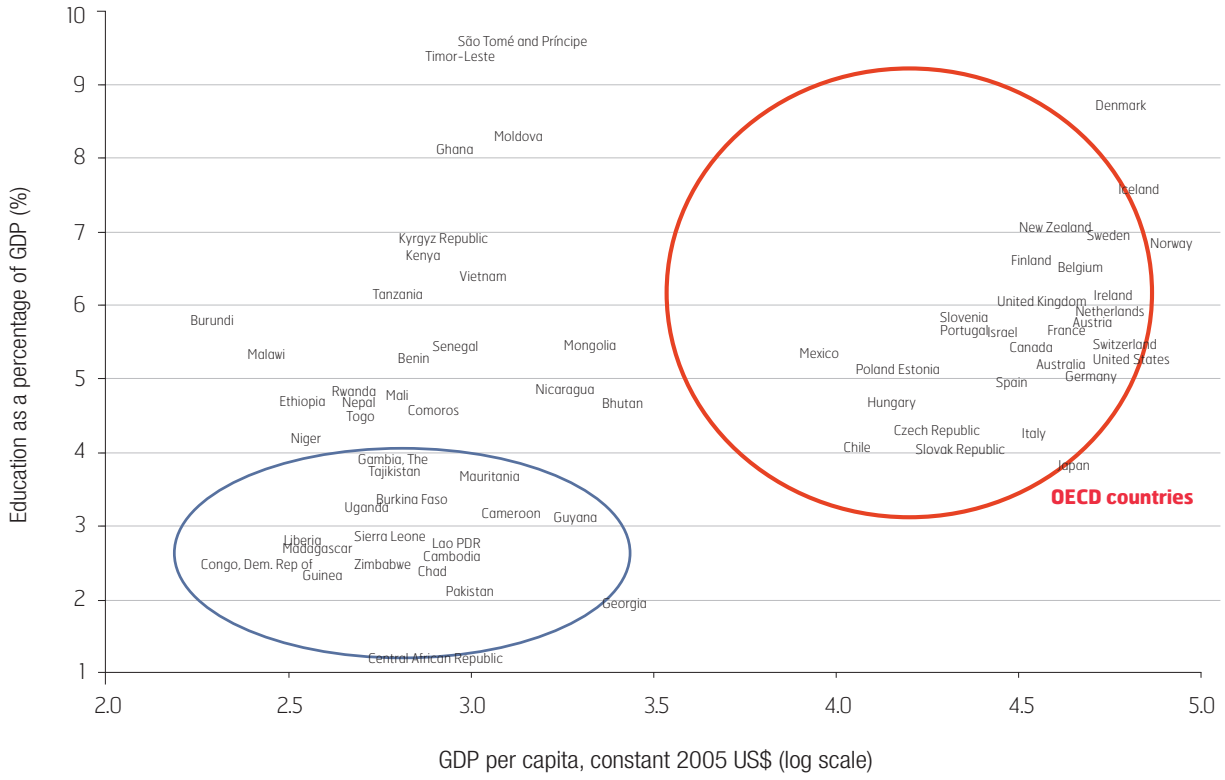
The average developing country partner invested almost 5 percent of GDP in education, compared with the average OECD member investment of 5.7 percent.

The strength of a country's commitment to education can be adjusted for the country's level of development by assessing the level of education spending relative to income per capita (Figure 3.5). In countries with low levels of national income that invest low proportions of income in education, spending may not be adequate to meet education goals.

Several GPE developing country partners invested a relatively large proportion of their government budgets in the education sector, in spite of their lower per capita income levels. Whereas the average developing country partner invested almost 5.0 percent of GDP in education, the average member of the Organisation for Economic Co-operation and Development (OECD) invested 5.7 percent. In the sample of developing country partners, education expenditures ranged from 1.2 percent of GDP (Central African Republic) to 9.5 percent (São Tomé and Príncipe). In contrast, educational expenditure in OECD member countries ranges from 3.9 percent of GDP (Japan) to 8.7 percent (Denmark).

[5] Majgaard, Kirsten and Alain Mingat. 2012. Education in Sub-Saharan Africa: A Comparative Analysis. Washington D.C.: The World Bank.

Figure 3.5 **Total public expenditure on education as a share of GDP and GDP per capita, 2012 or most recent year**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://data.uis.unesco.org/?IF_ActivePath=P,50 and World Development Indicators (database), World Bank, Washington, DC, http://data.worldbank.org/data-catalog/world-development-indicators.

A closer look suggests that 19 developing country partners may be under-investing in education. In Figure 3.5, the countries in the blue circle invest less than 4 percent of GDP in education – in most cases, less than Japan, the OECD member that invests the least in education. In some cases, this gap may be an important manifestation of the vicious circle of poverty, as low per capita income inhibits investment in human capital, slows productivity growth and so prevents per capita income from increasing significantly.[6]

The strength of the commitment to education (and investment in the sector) not only depends on the level of national wealth, but also on the country's capacity to collect revenue, known as fiscal capacity.[7]

Governments raise much of the funding for public education through taxes such as those on value added, income or property, or taxes on specific activities. Developing country partners' differing profiles in terms of commitment to education and fiscal capacity can be gauged by using education's share of public expenditure as a proxy for commitment and government expenditure as a share of GDP as a proxy for fiscal capacity (Table 3.2). Annex 3.1 presents a more detailed analysis and graphical representation of this relationship.

Around 19 developing country partners may be under-investing in education.

6 Soubbotina, Tatyana and Katherine Sheram. 2000. Beyond Economics Growth: Meeting the Challenges of Global Development, Washington, DC: World Bank.

7 Country's government size is usually measured by government expenditure as a share of GDP. A relatively simple accounting identity establishes that the total amount of resources invested in education as a share of GDP is equivalent to the fiscal capacity times the proportion of public resources allocated to education:

$$\frac{\text{Education Expenditure}}{\text{GDP}} = \frac{\text{Government Expenditure}}{\text{GDP}} \times \frac{\text{Education Expenditure}}{\text{Government Expenditure}}$$

Table 3.2: **Commitment to education and fiscal capacity, 2012 or most recent year**

	Low fiscal capacity (public expenditure/GDP <28%)	**High fiscal capacity** (public expenditure/GDP > 28%)
High commitment to education (education/government expenditure > 20%)	Benin, Ethiopia, Nepal, Niger, Tanzania, Vietnam	Ghana, Kenya, Mozambique, Moldova, Senegal
Low commitment to education (education/government expenditure < 20%)	Burkina Faso, Cameroon, Central African Republic, Chad, Guinea, Lao PDR, Madagascar, Mali, Mali, Pakistan, Rwanda, Sierra Leone, Tajikistan, Togo, Uganda	Bhutan; Djibouti; Gambia, The; Georgia; Guyana; Kyrgyz Republic; Malawi; Mauritania; Mongolia; São Tomé and Príncipe; Zimbabwe

Note: The cutoff point for public expenditure as a share of GDP (28%) represents the average for GPE developing country partners included in the sample in 2012. The cutoff point for education as a share of government expenditures represents the recommended percentage to be allocated to education (20%).

Fiscal capacity is not a prerequisite for high investment in education. Benin, Ethiopia, Nepal, Niger, Tanzania and Vietnam allocated more than 20 percent of public resources to education and have achieved levels of investment above 4.5 percent of GDP.

Fiscal capacity is not a prerequisite for high investment in education. In spite of low fiscal capacity, Benin, Ethiopia, Nepal, Niger, Tanzania and Vietnam allocated more than 20 percent of public resources to education and have achieved levels of investment above 4.5 percent of GDP. Moldova and Ghana are also committed to education, which receives 20 percent their national budgets, but their stronger fiscal capacity has enabled both governments to mobilize more resources than other countries that spent at similar levels.

In contrast, 11 countries included in the analysis – most of them circled in blue in figure 3.5 – invested less than 4 percent of GDP in education, because of low fiscal capacity and/or weak commitment to education. In low-income countries where the tax collection effort is often low and inconsistent, and in crisis or post-crisis situations where state capacity is low, the means for domestic education financing is limited. This is the case in Burkina Faso, Cameroon, the Central African Republic, Chad, Guinea, Lao PDR, Madagascar, Pakistan, Sierra Leone, Tajikistan and Uganda. However, the low levels of education investment in Georgia, Guyana, Mauritania and Zimbabwe do not seem to be related to fiscal capacity issues, but to low commitment to education. Education receives less than 10 percent of government expenditures in these countries, which are also far from achieving universal primary education, except in the case of Georgia.

Additional resources do not automatically lead to improvements in education outcomes; efficiency in public expenditure is also essential.

Although additional resources do not automatically lead to improvements in education outcomes, inadequate financing and low government commitment are often cited as key obstacles to making progress in education. It is also essential that public expenditures are used efficiently. Section 3.2.4 presents a complementary analysis that explores efficiency in the use of education resources by looking at the relationship between education expenditures and primary completion rates between 2000 and 2012.

3.2.3 Primary education is decreasing as a priority

This section focuses on the distribution of resources by level of education. Although efforts associated with the Education for All (EFA) goals tend to focus on basic education, countries have different priorities for sector development. Cross-country comparisons of the distribution of resources by education level are not straightforward because of the different education cycles. Since this chapter does not account for those differences, the results should be analyzed carefully.

In addition, public expenditure data by education level is not available for many countries (Table 3.3). Therefore, the average value per partner developing country was calculated from a relatively small number of observations, from 25 in 2007 to 32 in 2011. The estimated average value for GPE FCAC partners includes 20 observations for 2007 and 15 for 2012.

Table 3.3: GPE developing country partners missing data on primary education expenditure as a share of educational expenditure

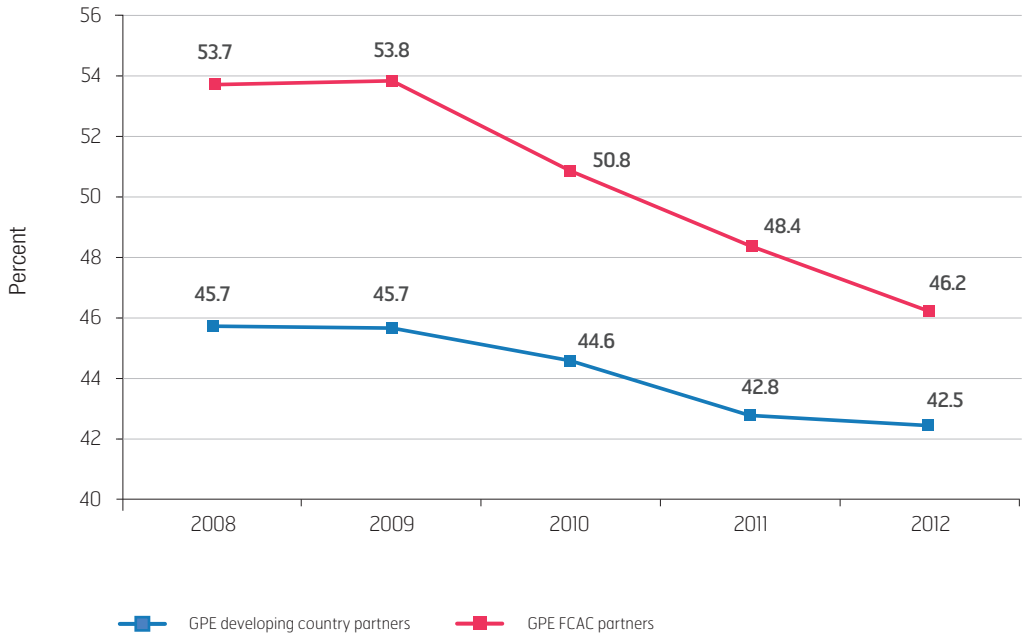
Afghanistan*	Ethiopia	Lesotho	São Tomé and Príncipe*	Uzbekistan*
Albania*	Guinea-Bissau*	Liberia	Somalia*	Vietnam
Comoros	Haiti*	Malawi	South Sudan*	Yemen, Republic of*
Côte d'Ivoire*	Honduras*	Mozambique	Sudan*	Zambia*
Congo, Dem. Rep. of	Kenya	Nicaragua*	Tajikistan*	Zimbabwe
Djibouti	Kyrgyz Republic*	Pakistan*	Tanzania	
Eritrea*	Lao PDR*	Papua New Guinea*	Timor-Leste*	

Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx. The asterisk (*) indicates that primary education expenditure as a share of educational expenditure is not available from UIS data for the period of analysis. The data for the rest of the countries are only available for two or less data points over the period of analysis and do not allow estimations.

On average, in GPE developing country partners with available data, the share of the education budget spent on primary education fell from 45.7 percent in 2008 to 43 percent in 2012, and from 53.8 percent to 46.2 percent in GPE FCAC partners. Although FCAC partners allocated a greater proportion of resources to primary education, that share decreased at a faster pace (2.8 percent) than the annual average developing country partner (1.4 percent). This downward trend was led by a handful of countries such as Burundi (52 percent to 44 percent) and Madagascar (54 percent to 47 percent).

In 2012, in developing country partners with available data, the share of education budget spent on primary education fell to 43 percent, on average, and to 46.2 percent in FCAC partners.

Figure 3.6 Primary education expenditure as a percentage of total public education expenditure



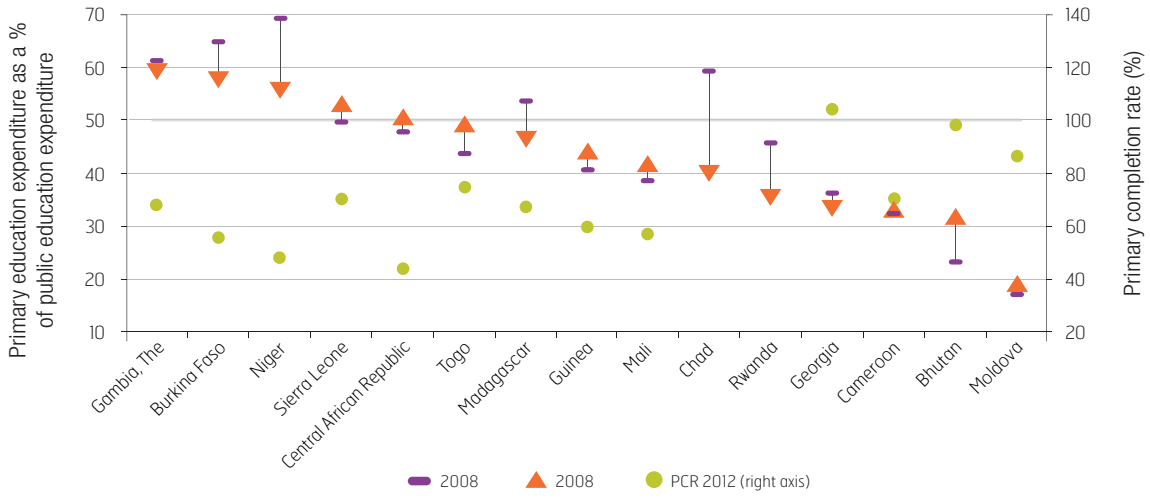
Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://data.uis.unesco.org/?IF_ActivePath=P,50.
The average trend includes estimates by the Global Partnership for Education over the 5-year period.

Within GPE developing country partners, the share of education expenditures allocated to primary education in 2012 ranged from 18 percent (Moldova) to 60 percent (The Gambia).

By contrast, lower secondary education's share of total education expenditure in GPE developing country partners was stable between 2008 and 2012, averaging around 19 percent. It reached 30 percent for some countries, including Bhutan and Rwanda. Unfortunately, similar figures are not available for many countries in the sample.[8]

Although primary education receives, on average, the largest proportion of education resources, developing country partners allocate education expenditures in widely differing ways, with primary education's share in 2012 ranging from 18 percent in Moldova to 60 percent in The Gambia. Eleven of the 16 developing country partners with data available between 2008 and 2012 spent less than 50 percent of education expenditure at primary level and are still far from achieving universal primary education. In Chad, Madagascar and Rwanda, the situation is particularly worrisome, as PCRs have not even reached 70 percent, but the allocation of resources for primary education is below 50 percent and has decreased by 6.0 to 18.6 percentage points between 2008 and 2012. In Rwanda, lower secondary education's share of education resources rose almost 18 percentage points. Public resources for education in Guinea and Mali, where PCRs barely reach 60 percent, appear to be stagnant at 40 percent.

Figure 3.7 **Primary education expenditure as a percentage of public education expenditure and primary completion rates, by country, 2012 or most recent year**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://data.uis.unesco.org/?IF_ActivePath=P,50.
The figure presents the most recent data point available between 2010 and 2012.

Primary education is the cycle that also receives the most household education spending. A recent study by Pôle de Dakar[9] in 15 African countries estimates that 45 percent of household education spending on average is devoted to primary education. Just like public expenditure on education, however, primary education's share of household spending also varies from country to country. In some countries where primary education is receiving less than 50 percent of the education budget, the share of household spending on primary education is considerably higher than average: 53 percent in Chad, 63 percent in Madagascar, and 64 percent in Mali. This indicates that household financing is often compensating for insufficient public financing for primary education, at least for those families who can afford it.

8 The average values include 15 observations for 2008 and 20 observations for 2012, including estimates by the Global Partnership. Unfortunately, there were only 8 observations for 2007 and that is why the average was not presented for that year. The average was not calculated for GPE FCAC partners because of lack of observations.

9 Foko, Borel, Beifith Kouak Tiyab and Guillaume Husson. 2012. Household Education Spending: An Analytical and Comparative Perspective for 15 African Countries. Dakar: UNESCO-BREDA (Pôle de Dakar).

3.2.4 Wiser spending to achieve better outcomes

The 2013 Results for Learning Report analyzed the patterns of expenditure and primary completion rates in developing country partners. Although there appears to be a weak relationship, the exercise identified potential inefficiencies in the use of public resources for education. Djibouti, Lesotho and the Republic of Yemen, for example, allocated a large proportion of resources to primary education over the preceding decade, but primary completion rates remained below 70 percent. In an effort to present a more sophisticated analysis, this section analyzes the efficiency of education expenditures in developing country partners between 2000 and 2012.[10] Annex 3.2 presents details on the methodology used for this exercise.

GPE developing country partners allocated 1.2 percent to 9.5 percent of GDP to education in 2012. Small changes in efficiency in the use of those resources could have major effects on outcomes. Efficiency is not easy to measure, however. The empirical measure used here is the proportion of primary completion rate to the maximum that could have been obtained given the level of resources. The maximum or optimal point is identified based on the sample of developing country partners with available data. Therefore, the maximum level does not necessarily imply the most efficient education system possible. Rather, it represents the best performers among developing country partners.

Primary education is the cycle that receives the most household education spending.

Table 3.4: **Efficiency scores**

Country	Score	Country	Score
Bhutan	1	Kyrgyz Republic	0.54
Cambodia	1	Sierra Leone	0.54
Mongolia	1	Madagascar	0.52
Nepal	1	Senegal	0.52
Zambia	1	Mali	0.51
Lao PDR	0.88	Niger	0.5
Pakistan	0.85	Congo, Dem. Rep. of	0.49
Cameroon	0.83	Eritrea	0.49
Vietnam	0.83	Burkina Faso	0.48
Chad	0.82	Burundi	0.46
Ghana	0.73	Malawi	0.46
Central African Republic	0.71	Mozambique	0.46
Mauritania	0.68	Rwanda	0.45
Tajikistan	0.67	Tanzania	0.44
Gambia, The	0.66	Guyana	0.37
Guinea	0.56	Moldova	0.29
Benin	0.54	Yemen, Republic of	0.28
Côte d'Ivoire	0.54	Lesotho	0.19

Source: GPE estimations based on UNESCO Institute for Statistics (database), Montreal, http://data.uis.unesco.org/?IF_ActivePath=P,50 and World Development Indicators (database), World Bank, Washington, DC, http://data.worldbank.org/data-catalog/world-development-indicators.

Many countries could achieve substantially higher primary completion rates while investing the same share of GDP in education if they used resources more efficiently.

Although this type of exercise provides a powerful tool for ranking countries by level of efficiency, results should be interpreted with caution. First, primary completion rate is a good proxy for education outcomes, but alone it does not measure all outputs and outcomes that a country invests in. For example, a country that has already achieved 100% primary completion rate would probably invest more in improving quality of education. As a result, its expenditure

10 The analysis is based on the average value of per capita public expenditure on education for the period 2000-2012 and primary completion rates for 2012.

per primary completer would be much higher than countries that target completion rate only. Second, there can be a wide variety of reasons to explain variations in the scores, including differences in policy objectives, different levels of financing by families, and the impact of exogenous factors such as conflicts or natural disasters. Third, efficiency scores from this type of analysis are highly sensitive to country sample selection.

Considering these limitations, a comparison of how efficient developing country partners are in using expenditure to achieve their primary completion rates shows that Bhutan, Cambodia, Mongolia, Nepal and Zambia are the most efficient (Table 3.4). All five have achieved (or are close to achieving) universal primary completion while investing 5 percent of GDP in education over the last decade. These results are consistent with those obtained in Chapter 1, as four of the five countries – Nepal is the exception – also rank in the top quartile of the internal efficiency scores distribution.

In contrast, Lesotho, Moldova and the Republic of Yemen are the least efficient spenders among the developing country partners. For example, Lesotho invested the largest proportion of GDP in education over the last decade – 13 percent – but primary completion rates barely exceeded 70 percent in 2012. The results presented in Chapter 2 section 2.4.2 show that Lesotho also has high levels of internal inefficiency. Similarly, the Republic of Yemen allocated an average of 8 percent of GDP to education over the last decade, but primary completion rates barely reached 69 percent in 2012 and internal inefficiency was high.

This exercise indicates that many countries could achieve substantially higher primary completion rates while investing the same share of GDP in education if they used resources more efficiently. For instance, Bhutan and Guyana invested on average 5.7 percent of GDP in education over the last decade. However, while Bhutan has already achieved universal primary education, completion rates in Guyana have decreased over the last decade and hardly reached 85 percent in 2012. Similarly, Mongolia and Tanzania invested on average 5.2 percent of GDP in education over the last decade, but whereas Mongolia has already achieved universal primary completion, Tanzania appears to be stagnant at 80 percent.

It is crucial to identify institutional or economic factors that enable some countries to be more efficient than others. It is also important to differentiate between efficiency and the optimal or desired spending level. A country identified as "efficient" in this exercise may still need to increase public spending to achieve educational attainment goals; such is the case of countries with low spending levels and low attainment indicators.

3.3 Official development assistance for education declines for a second year

Even though many countries still require additional resources to achieve universal primary education, global aid education declined between 2010 and 2012 and support to basic education is falling fastest.

Many countries are still far from achieving universal primary education and require additional resources to reach this goal. Global aid to education declined between 2010 and 2012, however, and support to basic education is falling fastest, as donors shift resources to other levels of education. In addition, funding has been cut more severely in GPE developing country partners, particularly in FCAC partners. These trends not only compromise the prospects for reaching post-2015 education goals, but also jeopardize the progress that has been made towards universal primary education.

3.3.1 Aid to education is decreasing rapidly

Since peaking in 2009, the volume of aid to education has declined.[11] Aid disbursements dropped by 9.5 percent between 2010 and 2012 (from US$13.9 billion to US$12.6 billion). These reductions were more dramatic than the reductions in overall development aid, which declined by only 1.3 percent (from US$153.6 billion to US$151.6 billion). In fact, education accounts for 65 percent of the total aid decrease (Figure 3.8).

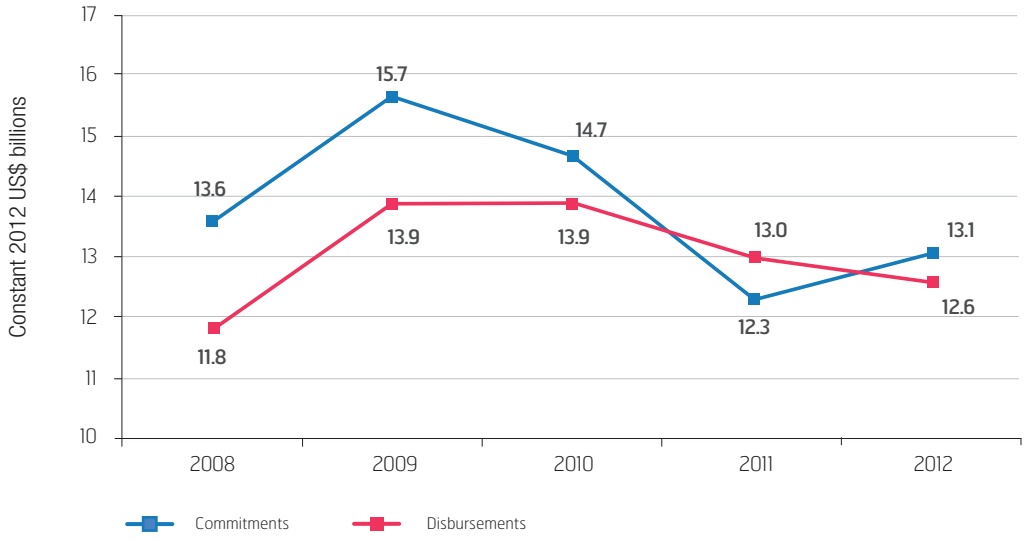
While aid to education has fallen, official development assistance (ODA) to other social sectors has increased. Aid to health rose by 28 percent between 2008 and 2012, from US$15.6 billion to US$20 billion; in comparison, aid to education fell by 3.3 percent. Similarly, aid to water supply and sanitation increased 15 percent, from US$5.6 billion to US$6.5 billion.

Education's share of total development aid has also fallen, from 8.0 percent in 2008 to 7.7 percent in 2012; by contrast, the share of health and population programs in total development aid increased from 11.5 percent to 13.2 percent in 2012. More than a decade after the World Education Forum in 2000 in Dakar, Senegal, these figures show clearly that education is not at the top of the development agenda and is now distanced by other social sectors.

Education accounts for 65 percent of the total aid decrease.

Education's share of total development aid fell to 7.7% in 2012. This clearly shows that education is not at the top of the development agenda.

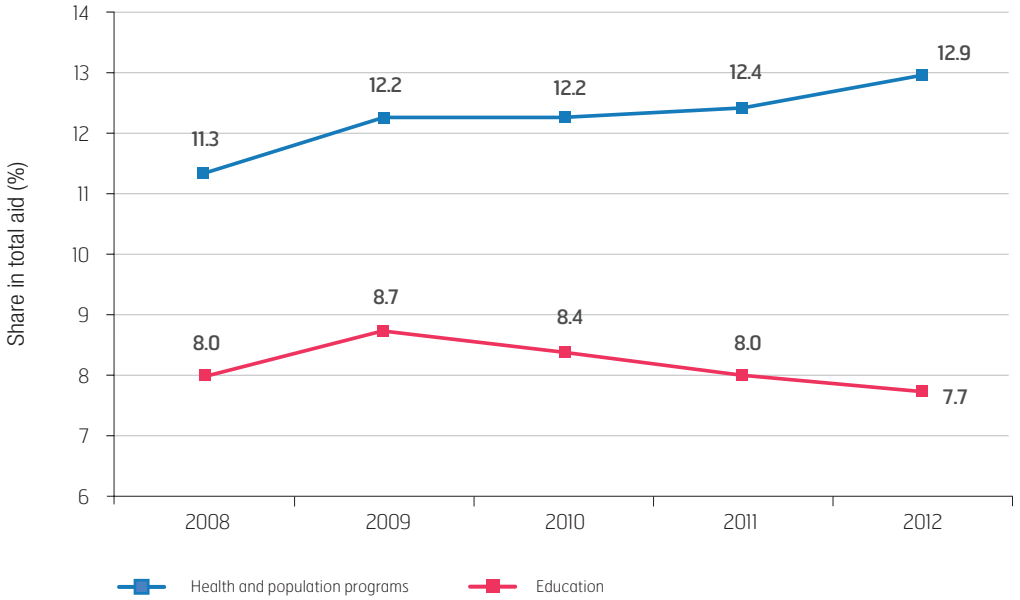
Figure 3.8: **Total official development assistance (ODA) to education, all donors**



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/.

11 All figures in this section are in constant 2012 US$ and come from the database of the OECD Development Assistance Committee (DAC). DAC is an international forum of many of the largest aid donor countries. Also, following standard practice, aid to education includes 20 percent of budget support.

Figure 3.9 **ODA for social sectors as a share of total aid, 2008–2012**



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/.Note: In order to compare shares over time, the values used for the calculations on aid to education do not include the 20 percent of aid to budget support that goes to education.

13 of the OECD DAC's 25 donors reduced disbursements to education in 2012. Spain, Netherlands, Canada and France are among the donors with the largest aid cuts.

Both bilateral and multilateral aid disbursements to education decreased between 2010 and 2012. Bilateral aid disbursements, which account for 76 percent of total aid to education, decreased by 8.5 percent, from US$10.5 billion to US$9.6 billion, and multilateral disbursements fell by 12.5 percent, from US$3.4 billion to US$3.0 billion (see annex 3.4).

Most bilateral donors reduced aid to education between 2010 and 2012. In total, 13 of the OECD Development Assistance Committee's (DAC) 25 donors reduced disbursements to education sector in 2012 and 10 of them had already cut them in 2011 (Table 3.5). The donors with the largest proportional aid cuts between 2010 and 2012 were Spain (-69.7 percent), the Netherlands (-51.1 percent), and Canada (-38.4 percent). The largest reductions in absolute terms were France (US$319 million) and the Netherlands (US$285 million).

Twelve DAC donors increased aid disbursements to education by a total of US$437 million in 2012. However, this recent change does not compensate for the US$1.4 billion cumulative decline in contributions to the sector between 2010 and 2012. The donors with the largest proportional aid increases between 2010 and 2012 include Australia (74.1 percent), Switzerland (39.7 percent), and the Republic of Korea (33.1 percent). In absolute terms, the largest increases were Australia (US$239 million) and the United Kingdom (US$122 million).

Table 3.5 **Aid to education, bilateral disbursements**

Constant 2012 US$ millions

	2010	2011	2012	Average change 2010–2012 (%)
Australia	325	435	566	▲ 32
Switzerland	60	75	84	▲ 18
Rep. of Korea	158	182	210	▲ 15
Denmark	161	197	200	▲ 12
Austria	132	127	154	▲ 9
United Kingdom	940	1,139	1,071	▲ 8
Luxembourg	41	30	42	▲ 6
New Zealand	69	60	74	▲ 5
United States	922	756	956	▲ 4
Germany	1,695	1,721	1,730	▲ 1
Finland	58	58	58	▲ -1
Belgium	223	207	202	▲ -5
Norway	342	298	300	▲ -6
Italy	71	78	58	▼ -8
France	1,867	1,557	1,547	▼ -9
Greece	84	69	67	▼ -10
Japan	1,170	944	909	▼ -12
Sweden	157	171	113	▼ -12
Portugal	71	57	53	▼ -14
Ireland	69	67	48	▼ -15
Canada	522	343	322	▼ -20
Netherlands	558	401	273	▼ -30
Spain	358	253	109	▼ -43
Czech Republic		7	8	n.a.
Iceland		1	2	n.a.
Total DAC	**10,056**	**9,232**	**9,156**	▼ **-5**

Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/.

Most multilateral donors reduced aid to education between 2010 and 2012 and recent increases have not compensated for the sharp decline in major donors' contributions. Of the 15 multilateral donors reporting to the OECD, 10 cut aid disbursements to education between 2010 and 2012. The two main multilateral donors to education cut aid disbursements to education: European Union institutions by 10.4 percent and the International Development Association (IDA) by 28.7 percent. A few donors, on the other hand, have increased their support to education in 2012, including the Arab Bank for Economic Development in Africa, whose aid rose by 122 percent (Table 3.6). Unlike the majority of multilateral disbursements, GPE grants to developing country partners increased by more than 40 percent between 2010 and 2012. Financing in the Global Partnership continues to be strong, partly because donors have increased their contributions in recent years (see section 3.3.4).

Unlike the majority of multilateral disbursements, GPE grants to developing country partners increased by more than 40 percent between 2010 and 2012.

Table 3.6 **Aid to education, multilateral disbursements**

Constant 2012 US$ millions

	2010	2011	2012	Average change 2010–2012 (%)	
UNRWA	352	357	388	▲	5
IDB Sp.Fund	40	53	40	▲	5
Arab Fund (AFESD)	8	12	7	▲	2
AsDB Special Funds	224	260	229	▲	2
IMF (Concessional Trust Funds)	287	291	294	▲	1
UNICEF	73	82	71		0
WFP	55	41	47	▼	-5
EU institutions	1,313	1,106	1,176	▼	-5
AfDF	193	180	173	▼	-5
OFID	24	33	14	▼	-11
IDA	1,364	1,416	973	▼	-14
AfDB		2	0.1		n.a.
BADEA		4	8		n.a.
UNPBF	6				n.a.

Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/. AfDB: African Development Bank, AfDB: African Development Fund, AsDB: Asian Development Bank, BADEA: Arab Bank for Economic Development in Africa, EU Institutions: European Union Institutions, IDA: International Development Association, IDB Sp.Fund: Inter-American Development Bank Special Operation Fund, OFID: OPEC Fund for International Development, UNDP: United Nations Development Programme, UNPBF: United Nations Peace Building Fund, UNRWA: United Nations Relief and Works Agency, United Nations World Food Programme.

3.3.2 Education receives a small share of humanitarian aid

Humanitarian aid is designed to save lives and sustain access to vital services in emergencies. Although it is intended to be short-term, it often represents a large share of total aid: in 2012, for example, it made up 23 percent of ODA.[12]

Humanitarian aid makes up only a small share of the external financing for education, however. In 2011, the UN Secretary-General's Global Education First Initiative (GEFI) set a target for education to receive at least 4 percent of short-term humanitarian aid, but the sector only received 2 percent of humanitarian requests in 2013.[13]

In 2013, the education sector received only 2 percent of humanitarian aid, which was half the GEFI target of 4 percent.

A detailed look at the data suggests that only 4 of the 16 countries that requested financing for education received funds equivalent to the 4 percent target: Central African Republic (8 percent), Somalia (4 percent), Sudan (6 percent) and Syria (4 percent).

The education sector is also receiving the smallest proportions of the appeals that it makes for humanitarian funding. In 2013, the sector received US$163 million, 40 percent of what it had requested from humanitarian aid. In comparison, the food sector received US$2.4 billion (86 percent of funding requested) and health US$893 million (57 percent of the funding requested).[14]

12 These calculations include 21 countries with humanitarian appeals.

13 GPE compilation based on Office for the Coordination of Humanitarian Affairs (2014).

14 Education for All Global Monitoring Report. 2014. "Policy Paper 13: Aid reductions threaten education goals."

3.3.3 Fragile and conflict-affected countries are missing out the most

The analysis in this section, which is based on data from the OECD DAC, should be interpreted with caution because of the way donors report funding to the OECD. The increasing amount of aid that donors provide to so-called vertical funds (e.g. the Global Partnership in the case of education), is reported to the OECD, but usually as "regional" or "bilateral unspecified" aid. For this reason it is not possible to know if GPE funding has been properly reported at the country level.[15] In an effort to comply with transparency standards, the Global Partnership recently started reporting to the OECD, but the information has not yet been incorporated in the Creditor Reporting System (CRS) dataset.

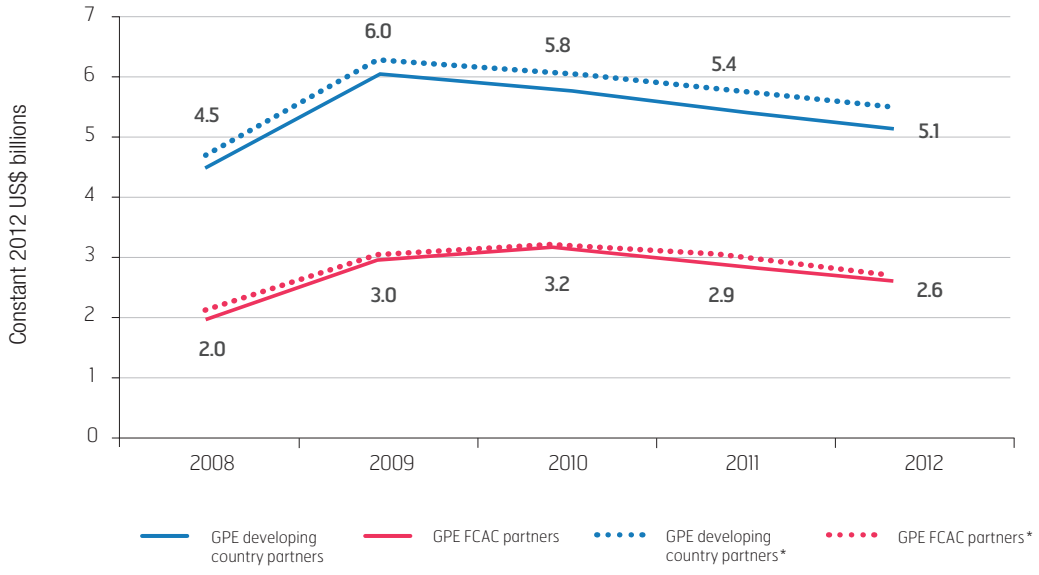
To account for this potential problem, this section presents two types of trends: (i) data as reported to the OECD DAC, and (ii) data as reported to the OECD DAC adding GPE disbursements for each year. The latter represents an upper bound or overestimate for aid to education in developing country partners, as it considers an extreme case in which none of the funds linked to the Global Partnership have been properly reported at the country level.[16] From 2008 to 2012, aid disbursements to education in developing country partners increased from US$4.5 billion to US$5.1 billion, while aid disbursements to FCAC partners increased from US$2.0 billion to US$2.6 billion (Figure 3.10).

In 2012, aid disbursements to education in developing country partners increased to US$5.1 billion, while aid disbursements to FCAC partners increased to US$2.6 billion.

Between 2010 and 2012, however, while global aid to education fell by 9.5 percent, aid to developing country partners fell by even more – regardless of the scenario assumed for the calculations. Disbursements are estimated to have declined between 9.6 percent (from US$6.05 billion to US$5.5 billion) and 11.7 percent (from US$5.8 billion to US$5.1 billion).

Between 2010 and 2012, global aid to education fell by 9.5 percent, and aid to developing country partners fell even more.

Figure 3.10 **ODA for education, GPE developing country partners**



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/. Developing country partners* and GPE FCAC partners* depict the upper bound trend for aid to education, which adds GPE disbursements and aid disbursements as reported to OECD DAC by donors.

15 The authors of this chapter did an exercise that tried to track aid flows linked to GPE in the OECD database. However, donors are not obliged to report the description field of any project. Therefore, using the CRS dataset to identify GPE related projects and track aid to education at the country level does not provide a good source of information.

16 In order to add up GPE disbursements to ODA disbursements, figures were converted into constant 2012 US$ by using OECD DAC deflators.

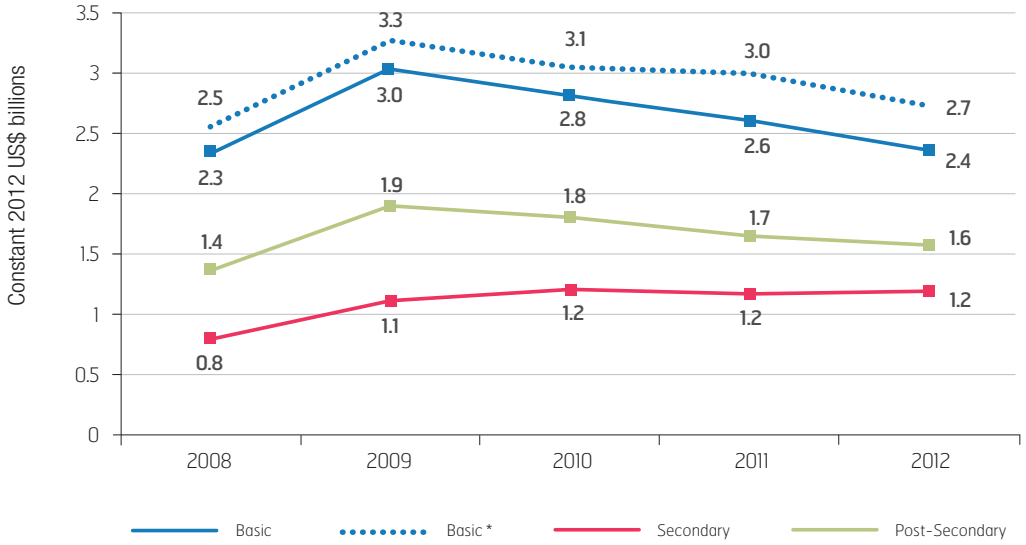
Aid to education was even cut more severely in GPE FCAC partners between 2010 and 2012 – despite their being the poorest countries and furthest away from achieving universal primary education: by between 16 percent (from US$3.2 billion to US$2.7 billion) and 17.7 percent (from US$3.2 billion to US$2.6 billion). In contrast, GPE disbursements to basic education in FCAC partners increased by 42 percent over the same period (from US$105 million to US$151 million).

The volume of GPE grant disbursements to FCAC partners maintained an upward trend in 2013, increasing by 16 percent to reach US$174 million. This is explained by the increased focus on fragile and conflict-affected states as well as an increase in the number of countries that joined the partnership between 2012 and 2013. Recent trends indicate that GPE grant disbursements to basic education in FCAC partners in 2014 are likely to exceed the 2013 value. As of July 2014, disbursements to FCAC partners already amounted to US$172.4 million and represented 51 percent of total grant disbursements in developing country partners.

Aid declined in all education subsectors, but most sharply in basic education.

Aid declined in all education subsectors between 2010 and 2012, but most sharply in basic education.[17] Since the Global Partnership is the main donor to basic education (see section 3.4.1) and represents 15 percent of the total disbursements in the subsector, we map two scenarios, as above, for basic education (Figure 3.11). Depending on the scenario, aid to basic education plunged by between 11 percent (from US$3.05 billion to US$2.71 billion) and 21 percent (from US$2.8 billion to US$2.4 billion). Aid dropped less dramatically in secondary education (1 percent) and post-secondary education (17.8 percent).

Figure 3.11 **ODA, distribution by education subsector, GPE developing country partners**



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/. Basic* depicts the upper bound trend for aid to basic education in developing country partners, which adds GPE disbursements and aid disbursements as reported to OECD DAC by donors.

17 Basic education includes early childhood education, primary education, and basic life skills education among youth and young adults.

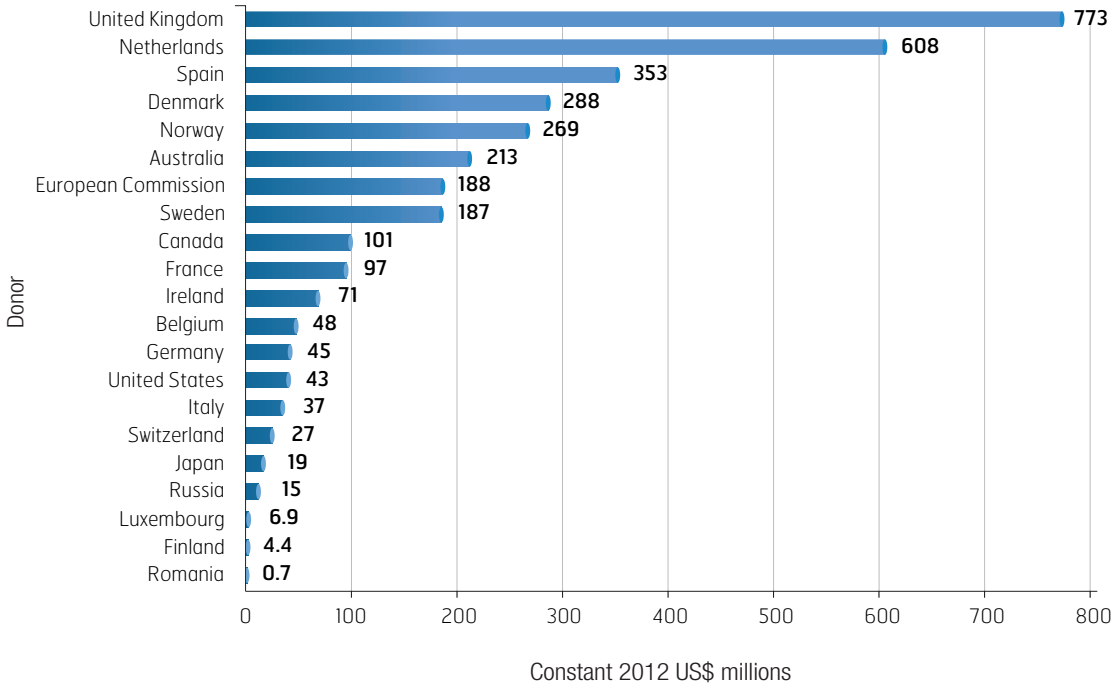
3.3.4 Donor contributions to the Global Partnership for Education

The Global Partnership provides financial support to developing country partners to develop and implement their education sector plans. The Global Partnership also supports civil society participation as well as global and regional technical support. Donors contributed more than half a billion dollars to the Global Partnership in 2012 and the most recent contributions have pushed the cumulative numbers to US$3.4 billion (Figure 3.12).

On June 25 and 26, 2014, the Global Partnership held its second replenishment conference. The second replenishment covers the years 2015 to 2018 and aims to achieve the vision of all children in school and learning. Donors pledged US$2.1 billion, which represents 60 percent of the target of US$3.5 billion. However, other donor pledges are expected over the replenishment period.

During the Global Partnership's 2014 replenishment conference, donors pledged US$2.1 billion.

Figure 3.12 **Donor contributions as of July 2014**



Source: GPE Secretariat

3.3.5 Aid transparency

Reporting on aid flows transparently enables public participation in government accountability, by making comprehensive and accessible information available in a timely, systematic and comparable manner.[18] Aid transparency has received increased interest and attention in recent years, resulting in the Paris Declaration on Aid Effectiveness (2005), the Accra Agenda for Action (2008)[19] and the Busan Global Partnership for Effective Development Cooperation (2011),[20] which aim to improve the relationship between donors and developing countries.

18 Moon, Samuel and Tim Williamson. 2010. "Greater aid transparency: crucial for aid effectiveness". Policy Briefing No. 35. London: Overseas Development Institute.

19 http://www.oecd.org/dac/effectiveness/parisdeclarationandaccraagendaforaction.htm

20 http://www.oecd.org/dac/effectiveness/busanpartnership.htm

Lack of transparent reporting reduces aid effectiveness and accountability as it means that recipient countries must make policy decisions based on incomplete or unreliable information. Complete information on all aid flows is critical for the whole policy cycle, from planning and service delivery to monitoring and evaluation of results.

The International Aid Transparency Initiative (IATI), launched at the third High Level Forum on Aid Effectiveness in Accra, Ghana, in 2008, seeks to improve aid transparency by helping donors to meet their commitments. The Aid Transparency Index (ATI), compiled by the global campaign Publish What You Fund – also launched in Accra in 2008 – is a standard for assessing the state of aid transparency among the world's major donors. It is the only measure that assesses what information donors are publishing and whether it is comprehensive, timely, accessible and comparable. The 2013 ATI consists of 39 indicators.

Among the 21 GPE donor countries in 2013, only a few received a score of "very good" or "good" by the ATI. This includes Canada, Sweden and the United Kingdom (Department for International Development, or DFID). Among the 10 major GPE donors in 2013[21], three scored "poor" or "very poor" (France, Norway and Spain). Among all GPE donors in 2013, only Russia was not ranked by the Aid Transparency Index (Table 3.7).

Table 3.7 **Ranking of the Global Partnership's donors and multilateral agencies Aid Transparency Index 2013**

Very good	Good	Fair	Poor	Very poor
UK-DFID	World Bank, IDA Canada-CIDA Sweden-SIDA	Netherlands Denmark Australia European Commission Germany-BMZ-KfW Germany-BMZ-GIZ US-Treasury USAID UNICEF	UK-FCO Norway Ireland Belgium US Defense US State EBRD Japan-JICA Finland	UK-MOD Spain France-AFD France-MAE France-MINEFI Germany-AA US-PEPFAR Italy Switzerland Japan-MOFA Luxembourg Romania

Source: Publish What You Fund, Aid Transparency Index 2013, http://www.publishwhatyoufund.org/index/

The Global Partnership strives for maximum transparency. It recently released all of its data to the IATI and started reporting to the OECD.

More generally, the results of the 2013 Aid Transparency Index reveal that a group of organizations, including the UK-DFID, are publishing large amounts of useful information on their current aid activities. The report also underlines that several organizations, including the Canadian agency CIDA, EC-ECHO, EC Enlargement, EC FPI, Germany's aid agencies and the US Treasury, have made big improvements in 2013 by publishing more information in accessible and comparable formats.

The Global Partnership strives for maximum transparency. Aiming to achieve full compliance with transparency standards, the Global Partnership recently released all of its data to the IATI[22] and, as previously mentioned, started reporting to the OECD.

21 The 10 major donors as of June 2013 were United Kingdom, Australia, Denmark, Canada, France, the Netherlands, Norway, Spain, Belgium, and European Commission.

22 http://www.publishwhatyoufund.org/

3.4 Where is the Global Partnership a big contributor?

The Global Partnership's contribution to each partner developing country includes not only the grants that it disburses but also the catalytic effect that the Partnership seems to have in unlocking additional funds for education. The first part of this section presents basic data on GPE grants and the proportion of overall education aid that they represent. The second part shows that countries tend to allocate more domestic and external resources to education after joining the Global Partnership. In recognition of the aid reporting issues mentioned above, this subsection's analysis is based on the two scenarios described in section 3.3.3.

GPE's grants amounted to US$354 million in 2012, representing 6.9% of total aid disbursements for education in partner developing countries.

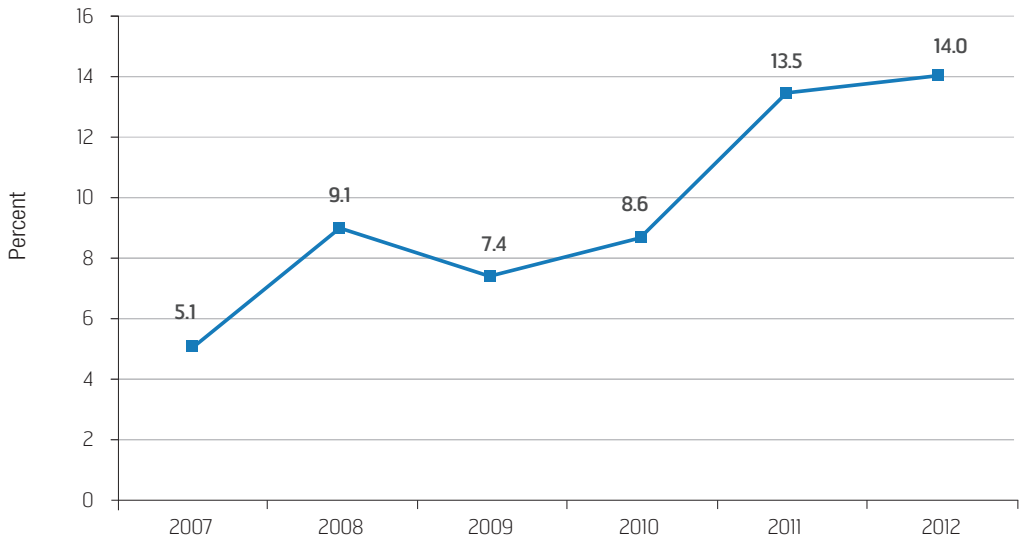
3.4.1 The Global Partnership has become a major funder of education

The Global Partnership's financial support to the education sector has increased significantly. GPE grants amounted to US$354 million in 2012,[23] representing 6.9 percent of total aid disbursements for education in developing country partners.[24] This was an increase of 4 percentage points from 2007, when the Global Partnership disbursed US$133.7 million and accounted for 2.8 percent of total aid for education.

Reflecting the Global Partnership's focus on basic education, the GPE share of total aid to the subsector rose sharply between 2007 and 2012, from 5.1 percent to 14 percent, estimated as the average between the two scenarios described in section 3.3.3: data as reported to the OECD and the upper bound trend (Figure 3.13). The Global Partnership disbursed US$354 million to basic education in 2012 and became the biggest donor to the subsector in developing country partners, followed by the United States (US$346 million), the IDA (US$137 million) and Japan (US$135 million).[25] The rise in the Global Partnership's share of total aid for basic education is due not only to an increase in GPE funding but also to a decline in overall aid to the subsector.

The Global Partnership is the biggest donor to basic education in developing country partners.

Figure 3.13 **GPE grant disbursements as a share of official development assistance for basic education, GPE developing country partners**



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/. Estimates based on two alternative scenarios: (i) data as reported to the OECD's DAC and (ii) data as reported to the OECD's DAC adding GPE disbursements for each year (upper bound trend).

23 Disbursements in 2013 amounted to US$334 million (in constant 2012 prices) and projections for 2014 indicate that they will exceed US$500 million.

24 Values are presented in constant 2012 US$. Calculations under this scenario assume that funds were properly reported at the country level.

25 Figures only include disbursements to basic education in partner developing countries and do not account for any type of budget support.

The Global Partnership's financial presence within the education sector has increased over the last few years but varies significantly from one country to another. GPE disbursements in 2013 ranged from US$0.23 million in Mongolia to US$44.6 million in Nepal, which had already received US$38 million in 2012 (Table 3.8).

Table 3.8 **Global Partnership grant disbursements in 2013, constant 2012 US$ millions**

Country	Disbursements	Country	Disbursements
Nepal	44.57	Liberia	3.90
Yemen, Republic of	43.82	Tajikistan	3.49
Malawi	37.04	Gambia, The	3.03
Mozambique	26.72	Sudan	2.68
Rwanda	25.98	Guinea-Bissau	2.56
Ghana	22.66	Tanzania (Zanzibar)	2.49
Togo	11.26	Somalia (Somaliland)	2.28
South Sudan	11.05	Côte d'Ivoire	1.84
Guinea	9.47	Comoros	1.83
Chad	8.35	Mali	1.54
Burundi	7.99	Djibouti	1.11
Papua New Guinea	7.54	Kyrgyz Republic	1.02
Senegal	6.98	Moldova	0.93
Lao PDR	6.97	Haiti	0.80
Lesotho	6.47	Nicaragua	0.80
Congo, Dem. Rep. of	5.68	Somalia (Puntland)	0.68
Ethiopia	5.19	Timor-Leste	0.40
Uganda	5.19	Sierra Leone	0.29
Somalia (South Central)	4.20	Mongolia	0.23
Central African Republic	4.14		

Source: GPE Secretariat.

3.4.2 Countries invest more in education after joining the Global Partnership

This section assesses the changes in domestic and external resources allocated to education that can be linked to the Global Partnership. The exercise is not intended to prove causality.

In the case of domestic resources, it looks at the effect of joining the partnership on the share of GDP invested in education.[26] The comparison includes 86 low and lower middle income countries, including developing country partners with data available for the period 2000-2012. It is important to mention that this estimation assumes that the set of countries included in the sample are similar and thus, can be compared in terms of investment in education. In reality, however, that may not be necessarily the case as there may be several factors behind the differences. For the purposes of this exercise and because of the small number of observations, the analysis is only controlling for economic variables. Annex 3.3 presents a detailed description of the methodology to estimate this relationship.[27]

Before joining the Global Partnership, the share of GDP allocated to education was on average 1.13 percentage points lower in future developing country partners than in other low income and lower middle income countries.

26 The estimation includes 86 low and lower middle income countries and controls for the level of GDP, a variable measuring the time trend and a dummy variable that specifies whether the country is a GPE member or not. It was estimated using pooled Ordinary Least Squares (OLS).

27 The results presented in this section are statistically significant at the 5 percent level.

That share increased significantly once countries joined the partnership. On average, the share of GDP invested in education is 1.53 percentage points higher in developing country partners than in other low and lower middle income countries. Once GPE partners start to receive grants, that share rises even further. On average, a country that receives financial support from the partnership invests 1.39 percentage points more in education than a country that did not receive any support.

A simple accounting exercise comparing average investment before and after joining the partnership delivers similar results.[28] The sample was restricted to countries with at least two observations before and after joining the partnership. The period of analysis includes 31 countries with data available between 2000 and 2012 and includes estimates by the Global Partnership (Table 3.9).

The share of GDP allocated to education increased significantly once countries joined the Global Partnership.

Table 3.9 Spending on education before and after joining the Global Partnership

Average expenditure on education as a share of GDP

Country	Year joined GPE	Before	After	Change p.p	Change %
Albania	2006	3.2	3.3	0.1	2.3
Benin	2007	3.6	4.6	1.0	28.2
Bhutan	2009	6.1	4.4	-1.7	-27.6
Cambodia	2006	1.7	2.0	0.3	14.7
Cameroon	2006	2.9	3.3	0.4	14.3
Central African Republic	2008	1.5	1.3	-0.27	-17.7
Djibouti	2006	8.6	8.4	-0.2	-2.7
Ethiopia	2004	3.8	4.8	1.0	26.3
Gambia, The	2003	1.4	2.5	1.1	83.0
Georgia	2007	2.4	2.7	0.3	13.0
Ghana	2004	5.2	6.3	1.1	21.4
Guinea	2002	2.3	2.5	0.2	7.3
Guyana	2002	8.5	5.0	-3.5	-41.2
Kenya	2005	6.0	7.0	1.0	16.3
Kyrgyz Republic	2006	4.3	6.1	1.8	42.6
Lesotho	2005	12.6	13.4	0.8	6.7
Madagascar	2005	3.0	3.1	0.1	3.1
Malawi	2009	4.4	4.6	0.3	6.0
Mali	2006	3.8	4.3	0.4	11.1
Mauritania	2002	2.7	3.3	0.5	19.1
Mongolia	2006	5.6	5.0	-0.6	-10.8
Nepal	2009	3.4	4.7	1.3	38.9
Niger	2002	3.0	3.5	0.4	14.6
Moldova	2005	5.4	8.3	2.9	54.4
Rwanda	2006	5.4	4.7	-0.7	-13.2
São Tomé and Príncipe	2007	4.0	8.3	4.2	105.3
Senegal	2006	3.7	5.2	1.5	40.8
Sierra Leone	2007	3.4	2.6	-0.8	-22.7
Tajikistan	2005	2.5	3.7	1.2	47.2
Togo	2010	3.9	4.5	0.6	15.1
Uganda	2011	3.7	3.2	-0.5	-12.4
Average in GPE developing country partners		**4.3**	**4.7**	**0.5**	**10.9**

Source: GPE estimation based on UNESCO Institute for Statistics (database), Montreal, http://data.uis.unesco.org/?IF_ActivePath=P,50.

28 This exercise is restricted to partner developing countries and does not control for time trends, GDP or any other variable included in the previous exercise.

The investment in education in GPE developing country partners has increased by 11 percent, on average, after the countries joined the Global Partnership.

On average, the investment on education in developing country partners has increased by 11 percent after the countries joined the partnership. Of the 31 countries included in the estimation, 23 have made progress in terms of the share of GDP allocated to education. Results vary widely, however; while the Kyrgyz Republic, Moldova and Senegal have raised the share of resources invested in education by more than 40 percent after joining the partnership, Bhutan, the Central African Republic, Sierra Leone, and Uganda have cut the proportion of resources for the sector and allocated less than the average developing country partner after joining.

Photo credit: **GPE/Deepa Srikantaiah**

As previously described, most funds linked to the Global Partnership are reported as "regional" or "bilateral unspecified" aid rather than linked to countries themselves.[29] In this context, an exercise to assess the additionality, or catalytic effect, of the Global Partnership using these data at the country level may lead to misleading conclusions. Although reporting has improved recently, donors still need to improve the transparency of their aid.

The Global Partnership recently started reporting directly to the OECD to improve the quality and transparency of information. So the additionality of the Global Partnership may be measured more accurately once newly available information has been harmonized and incorporated in the Creditor Reporting System (CRS) dataset.

[29] In order to examine the additionality of the Global Partnership on the external flow of resources to education at the country level, the authors did an exercise that consisted of tracking external aid flows linked to the Global Partnership in the OECD's Query Wizard for International Development Statistics (QWIDS). QWIDS contains millions of records at the transaction level and in some cases these can be associated with a specific project funded by the reporting donor or agency. In order to filter the number of transactions, the search was focused on four keywords: "FTI", "fast track initiative", "GPE", and "global partnership for education" and only included developing country partners as recipients. Unfortunately, donors and reporting agencies are not obliged to report the description field of any project. Therefore, it is not possible to track all funds linked to the Global Partnership and the process of filtering projects becomes rather arbitrary.

3.5 Good and bad news for education financing

Government spending is the most important source of finance for education. And the good news is that public expenditure on education as a percentage of total government expenditure increased from 16.7 percent in 2008 to 17.3 percent in 2012. However, additional progress is needed. Only 8 countries are spending more than 20 percent of public expenditure, and some countries clearly do not invest enough: Pakistan, Guinea, the Central African Republic, and Georgia allocate less than 10 percent of public expenditure to education. In addition, the decrease of primary education as a priority even in countries very far from universal primary education is worrisome. On average, in developing country partners with available data, the share of the education budget spent on primary education fell from 45.7 percent in 2008 to 43 percent in 2012. In FCAC partners, there was an even sharper decrease in the share devoted to primary education, from 53.8 percent in 2008 to 46.2 percent in 2012, despite the fact that the average primary completion rate remains low and was only 68 percent in 2012.

At the same time, donors are clearly making education a lower priority. While total development aid decreased by 1.3 percent between 2010 and 2012, the amount going to education fell by almost 10 percent, and even faster in developing country partners. The decrease in education aid accounted for 65 percent of the total aid decrease. In contrast, aid to other major sectors increased over the same period – in the case of health, by 6.7 percent. In addition, education still receives less than 2 percent of humanitarian aid.

The Global Partnership's financial support to the education sector increased significantly during the last years. In 2012, it disbursed US$354 million to basic education and became the biggest donor to the subsector in developing country partners. Unfortunately, despite this effort, overall support to basic education is falling faster than in other areas of education, reflecting a trend among donors to shift their spending away from this subsector. Funding to education is falling at a faster pace in developing country partners, in particular in FCAC partners, some of the world's poorest countries.
Shockingly, education aid disbursements declined by more than 16 percent from 2010 to 2012 in FCAC partners. In contrast, GPE disbursements to basic education in FCAC partners increased by 42 percent over the same period (from US$105 to US$151 million), which was not enough to compensate the sharp decrease of other donors.

Government spending, the most important source of finance for education, has been increasing since 2008.

GPE developing country partners are showing progress and the level of investment in education improved significantly after they joined the partnership. However, increased domestic and external financing is required, particularly in the poorest and fragile countries, in order to reach universal primary education and improve education quality. So the trend in development assistance to education needs to be reversed.

In 2014, the Global Partnership for Education disbursed US$354 million to basic education and became the biggest donor to the subsector in developing country partners.

CHAPTER 4

Overview of GPE Support to Developing Country Partners

Photo credit: **UNICEF Madagascar 2014 Ramasomanana**

4.1 Introduction

The Global Partnership for Education offers a collaborative and participatory platform that focuses on supporting developing country partners' efforts to educate all their children. The Global Partnership is not just about financing; it provides a framework for effective and inclusive policy dialogue and implementation among key stakeholders at the country level – including developing country governments, donor partners, international organizations, civil society organizations and non-governmental organizations, and the private sector – to work together to ensure that (i) education policies are sound, credible, and rigorously monitored; and (ii) development aid is better coordinated and more effective, and funds results-oriented activities.

The activities of the Global Partnership are based on the principle that technical assistance, knowledge sharing, advocacy, a convening role and financial support at critical stages of the national policy cycle help to improve development and implementation of education sector policies. These key principles, in turn, are most likely to lead to better education outcomes.

Building on analysis to be published in the 2014 GPE Portfolio Review, this chapter provides an overview of a variety of ways in which the Global Partnership supports improvement in the education sector. The report analyzes not only the volume of grants to its developing country partners, but also the levels of direct technical support to country policy processes provided by the GPE Secretariat.[1] It shows that GPE Secretariat support to countries at all stages of the policy process has increased significantly since 2011.

Grant approvals and expenditures have also increased considerably, with cumulative approvals for Program Implementation Grants standing at US$3.9 billion by mid-2014, of which US$1.0 billion was approved in 2013. It is expected that total approvals will increase to US$4.1 billion by the end of 2014. In addition, US$2.3 billion in Program Implementation Grants have already been spent. The report also shows that delays between grant approval and disbursement are decreasing. Challenges remain, however, and this chapter outlines how ongoing and foreseen changes in the Global Partnership, such as the development of a GPE theory of change or the new funding model, aim to address these challenges.

While grants and direct technical support are two of the main vehicles through which the Global Partnership adds value, the Partnership also supports the wider engagement of key stakeholders in policy dialogue and the introduction of best practices and new approaches to solving key challenges in the sector. Some of these efforts are described in this chapter.

Section 4.2 of this chapter presents GPE support to a variety of research and policy development initiatives. Section 4.3 analyzes of country-level technical support provided by the GPE Secretariat, along with other mechanisms through which the Global Partnership supports country level policy processes. Section 4.4 offers an overview of GPE grants; succeeding sections examine GPE grants for education sector plan development (section 4.5); for program development (section 4.6); and for program implementation (section 4.7). Section 4.8 concludes with highlights of results, opportunities and challenges.

[1] This chapter focuses primarily on recent developments and results during the 2011 to 2014 period. To capture long-term trends, however, the analysis for Program Implementation Grants covers the 2003-2013 decade.

4.2 Avenues for supporting country policies and processes

The Global Partnership provides support for improvements in the education sector through a variety of research and policy development initiatives. The Partnership has sponsored 15 Global and Regional Activities (GRA), and also engages and funds a variety of regional policy initiatives spearheaded by GPE partners. The Global Partnership has supported initiatives in the following broad areas:

- *monitoring out-of-school children and improving their inclusion in schools;*
- *enhanced engagement of teachers in sector policy dialogue;*
- *new approaches to early childhood education;*
- *mapping and approaches for eliminating gender based violence in schools;*
- *monitoring and improved approaches to early grade teaching and learning;*
- *approaches to better monitoring of national education sector spending;*
- *piloting of tools for gender sensitive education sector planning (see Box 4.1); and*
- *assessing learning outcomes (see Box 4.2).*

Box 4.1 Gender sensitive education sector planning

The Global Partnership's Strategic Objective 2 (2012-2015) on Girls' Education states that "all girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment". Gender-responsive education sector plans (ESPs) are foundational to the achievement of this objective. ESPs need to be based on a thorough analysis of the nature and magnitude of gender disparities in access to and completion in education. It should identify and prioritize relevant strategies to address the barriers that girls face in local contexts; and which may range from increasing access through cash transfers, addressing gender stereotypes in curricula and textbooks or gender-based violence in schools as well as targeted efforts to improve learning outcomes.

The Global Partnership has partnered with the United Nations Girls' Education Initiative to develop a gender analysis tool, to help countries to analyze their education situation, institutional setup and capacity, policies and strategies, and costing and monitoring among other elements to inform development of a credible ESP.

The gender analysis tool has been developed through a participatory and incremental piloting process in Eritrea, Guinea, and Malawi in 2014, and will be available for use in early 2015. Key principles and elements of the tool will also be reflected and mainstreamed in the Education Sector Plan Preparation and Appraisal Guidelines, currently being reviewed in line with GPE's new funding model. (The tool will be available by mid-December 2014.)

The GRA Program fosters innovation through the systematic provision of services and products that enlighten, engage, and energize partners to apply knowledge and evidence-based good practices to solve education challenges. The GRA Program was approved by the GPE Board of Directors in 2010 and became effective in 2013. It aims at promoting common learning and exchange by partners around work in key thematic areas. In February 2013 and July 2013, the Board of Directors approved funding for 16 GRA grants totaling US$29.7 million.

In terms of grant allocation shares, the six priority areas supported by these grants are: (i) early grade readiness, reading and assessment; (ii) out-of-school children issues; (iii) quality teaching and learning; (iv) education financing; (v) disability and school health issues; and (vi) other GPE strategic objectives such as gender, school profiles and overall learning assessment (Table 4.1).

Table 4.1 **Summary of Global and Regional Activities Grants approved to date**

Thematic areas of support	Number of grants	Grant Amounts (US$ millions)	Amount share (%)
Early grade readiness, reading and assessment	2	11.2	37.5
Out-of-school children	3	5.7	19.1
Quality teaching and learning	3	4.1	13.8
Disability and school health	1	3.0	10.1
Education financing	2	2.9	9.8
Others (gender, school profiles, learning assessment)	4	2.9	9.6
Total	**15***	**29.7**	**100.0**

Source: Grant documents compiled by the GPE Secretariat.

** One grant is not yet active.*

The Global Partnership also provides a grant to support broader engagement of civil society in national policy processes through its Civil Society Education Fund (CSEF) Program. A recent evaluation of the CSEF showed impressive results in terms of the participation of civil society organizations (CSOs) in the education policy process. The number of countries reporting that CSOs are represented in their local education groups (LEGs) rose from 16 to 43 from 2010 to 2013, and CSOs are increasingly represented in joint sector review processes (see 2013 Results for Learning Report, chapter 5).

These varied initiatives target policy change at the country level, and suggest important ways in which the Global Partnership can leverage partnership to improve equity, efficiency and accountability in basic education. However, except in a few instances (such as the gender sensitive planning tools) the Global Partnership has not developed an approach for integrating the tools, guidelines, research and policy solutions developed through these initiatives into its approach to country level support. This is an area of important promise for the Global Partnership going forward.

Box 4.2 **Learning Metrics Task Force 2.0**

The Global Partnership is continuing to serve as an active member of the Learning Metrics Task Force (LMTF), a multistakeholder collaboration working to improve learning outcomes for children and youth worldwide since 2012. During the first phase launched in 2012, the task force focused on catalyzing a shift in the global education conversation from access to access and learning, while building consensus on global learning indicators and actions to improve the measurement of learning in all countries. LMTF 2.0, which spans January 2014-December 2015, sets out follow-up tasks, involves an expanded set of partners and focuses on bringing task force recommendations to life.

In order to understand the extent of the global learning crisis and the targeted interventions needed to improve learning, governments must be equipped with effective assessment systems. Accordingly, the objective for LMTF 2.0 is to support development of more robust systems for assessing learning outcomes at the country level (both within and outside of formal school systems) and better use of assessment data to help improve these outcomes.

.../...

LMTF 2.0 members are working in their individual areas of expertise to achieve five key results by the end of 2015, on which progress is developing as follows:

1. Technical: LMTF members are developing measurable indicators in each of the seven areas recommended during Phase 1.0 for global tracking: Learning for All, Age and Education Matter for Learning, Reading, Numeracy, Ready to Learn, Citizen of the World, and Breadth of Learning Opportunities.

2. Institutional: The Task Force is supporting Learning Champion governments and other national stakeholders to implement LMTF recommendations in country-specific ways to support learning assessment and the national use of assessment data to improve learning. A new LMTF Learning Champion Working Group launched in October 2014 to coordinate this support.

3. Political: Task force members are striving to use recommendations to inform the post-2015 global development and education agendas, through providing inputs to the Education for All Steering Committee, the Sustainable Development Solutions Network and the United Nations Development Group consultation processes, the European Union Education Experts Meeting, the Plan for the Development of Education in the Arab World, and the Open Working Group on Sustainable Development Goals.

4. Assessment as a Public Good: LMTF members are working to ensure that assessment tools, technical expertise, and data are more accessible to low- and middle-income countries. For example, the GPE Secretariat has worked closely with LMTF partners on the development of a concept note for an international platform for assessing learning, which is currently being circulated and revised, and UNESCO Institute for Statistics is launching a Catalogue of Learning Assessments, which will be used to develop global indicators for monitoring learning outcomes measurements and their characteristics.

5. Knowledge Sharing: LMTF actors and experts in learning assessment are continuing to share knowledge and coordinate efforts, and member agencies have been hosting a robust array of conferences, webinars, and workshops toward this goal.

4.3 GPE Secretariat: Levels of support to developing country policy processes

Since the Fast Track Initiative (FTI) became the Global Partnership in 2011, its governance structure and operational rules have evolved significantly. In particular, the GPE Secretariat was reorganized with an increased focus on country-level support and results-oriented activities. As discussed in the 2013 Results for Learning Report, strengthening the quality of the partnership at the local level is crucial to the achievement of improvements in equity, efficiencyand learning outcomes in basic education.

The GPE Secretariat provides support to country partners in preparation of education sector plans. It also promotes more inclusive policy dialogue, by supporting LEGs and the engagement of civil society, teachers organizations and others; and by encouraging greater alignment of donors around a single sector plan and use of country level processes and systems.

The increase in the number of developing country partners, from 46 in 2011 to 59 in 2013, could not have happened without a strengthening of the Global Partnership's capacity to provide country level support, particularly when new developing country partners were often fragile or conflict-

The GPE Secretariat has been reorganized with a greater focus on country-level support and results-oriented activities.

Staff reforms have ensured that there are more experienced staff dedicated to country support.

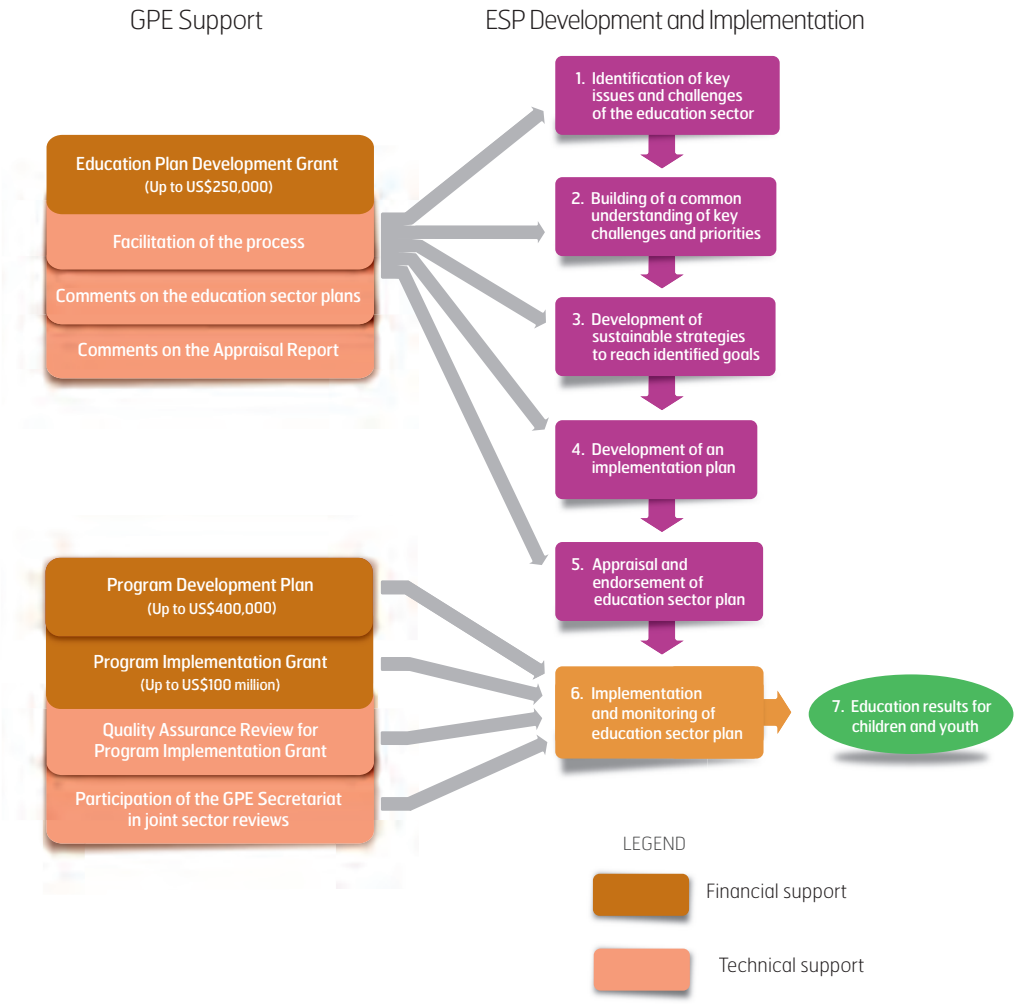
affected and hence in need of greater support. Since 2011, the number of education sector specialists has grown from 5 to 14 in 2014. Furthermore, the level of technical expertise and field based experience among staff has grown. In 2014, staff dedicated to country support have had professional experience or lived in 32 developing countries, compared with only 12 in 2011, and they have on average around 18 years of experience each. This experience level is better geared to supporting partner countries' education planning and policy processes effectively.

As demonstrated below, these improvements in GPE country support allow more emphasis on supporting the development and implementation of country-led sector plans, and greater engagement with a wider range of stakeholders in education sector policy dialogue.

4.3.1 Overview of the GPE model at the country-level

The national policy process is fundamental to the GPE model. For the Global Partnership, a successful policy process is critical to ensuring equitable, sustainable education development. Thus, GPE support is dedicated to ensuring the successful completion of the different stages of the process. Figure 4.1 shows the sequence in the development and implementation of education sector policy and details the technical and financial support provided by the Global Partnership.

Figure 4.1 **The GPE model at the country level**



The Global Partnership's support is provided during the education sector policy development phase and the implementation phase. Policy development support consists of an Education Plan Development Grant (up to US$250,000[2]) that supplies funds for the development or revision of educational plans and for any technical support provided by the GPE Secretariat. In terms of technical support, the facilitation of a participatory process is crucial to ensuring that issues are discussed and that the mechanisms or policies adopted are optimal and sustainable. The plan development process should bring together governmental, nongovernmental, and civil society stakeholders in the education sector through consultations. However, the alignment of incentives and the presence of political will are critical. The GPE Secretariat seeks to play a facilitating role in this regard.

Likewise, the support provided by the GPE Secretariat for the ESPs and to the appraisal reports are crucial in determining whether the plan contributes to the achievement of education sector goals, to the identification of risks, and to guaranteeing that the process is participatory and transparent.

GPE support during the implementation stage includes technical and financial assistance. Two grants are dedicated to supporting the implementation phase: (1) the Program Development Grant (normally US$200,000, but up to US$400,000 in exceptional circumstances), which finances the design of the programs to be supported by the Global Partnership, and (2) the Program Implementation Grant (up to US$100 million), which finances the execution of a three-year program for the implementation of the education sector policy. The Quality Assurance Review involves assessments associated with the application for a Program Implementation Grant, as well as assessments of the potential for making progress toward key educational outcomes. Although the overall responsibility for the Quality Assurance Review process lies with the GPE Secretariat, local support is a major component of the process.

Finally, the participation of the GPE Secretariat in joint sector review meetings serves as an input for the implementation and monitoring of the ESP and subsequent education results.

Box 4.3 The GPE technical resources available to developing country partners

The GPE Secretariat has developed several resources to support the developing country partners in the development of ESPs. Most of them are being revised to take into account the changes linked to the new funding model (see Box 4.4). Some of the key resources include the following:

- *Guidelines for Education Sector Plan Preparation and Appraisal (GPE and IIEP 2012)*
- *Country Level Process Guide (GPE 2012a)*
- *Education Plan Development Grant Guidelines*[a]
- *Program Implementation Grant Guidelines*[b]
- *Program Development Grant Guidelines*[c]
- *Terms of Reference for Coordinating Agencies (GPE 2012b)*
- *Terms of Reference for Managing Entities (GPE 2012c)*
- *Terms of Reference for Supervising Entities (GPE 2012d)*

a. "Education Plan Development Grant Guidelines," Global Partnership for Education, Washington, DC, http://globalpartnership.org/content/guidelines-education-sector-plan-development-grants.

b. "Program Implementation Grant Guidelines," Global Partnership for Education, Washington, DC, http://globalpartnership.org/content/global-partnership-education-program-implementation-grant-guidelines.

c. "Program Development Grant Guidelines," Global Partnership for Education, Washington, DC, http://globalpartnership.org/content/global-partnership-education-program-development-grant-guidelines.

2 This amount is going up to US$500,000 with the new funding model.

4.3.2 Increased and more relevant country support from the GPE Secretariat

GPE support per country jumped by 64 percent, on average, over the past three years.

To analyze the evolution of the levels of country support provided by the GPE Secretariat, several measures were considered, including the number of missions and the financial cost of different types of support. With regard to financial costs, direct country support costs are divided into three main categories: (i) cost of staff time dedicated to country support, which includes mission work as well as significant distance work to support dialogue and country-level processes, and to review the quality of grant applications; (ii) travel cost of country visits by GPE Secretariat staff; and (iii) cost of external consultants hired to contribute to the Quality Assurance Review process of the Program Implementation Grant.[3]

The results[4] of the analysis show that financial resources devoted to direct support of policy processes in country partners more than doubled between 2011 and 2013, from US$990,300 to US$2,076,800. Given the tight unit-cost control measures put in place, especially for travel, the sharp increase in costs is evidence of increased volume of activities and support to countries. Based on current trends, resources dedicate by the GPE Secretariat for direct country support is projected to reach around US$2,158,000 in 2014. In spite of the increase in the number of countries supported, per country support, captured by financial figures, jumped by 64 percent, on average, over the past three years, from US$21,500 in 2011 to US$35,200 in 2013. Preliminary estimates show that per country direct support should reach about US$36,600 in 2014.

4.3.3 More staff time is devoted to support country processes

In the past three years, staff time devoted to countries throughout the education policy increased by more than 50 percent.

Staff time devoted to direct technical support to countries is critical, as it helps improve sector policy dialogue, country-level processes and grant quality assurance. In the past three years, staff time devoted to countries increased sharply. Its financial cost doubled from US$808,600 in 2011 to US$1,619,900 in 2013 (excluding staff time devoted to thematic, global or regional work). As a result, average staff time per developing country partner on an annual basis increased by more than 50 percent over the period 2011-2013. This indicates that each country is being supported increasingly throughout the education policy cycle.

4.3.4 Country visits and diversified sector support have increased sharply

The number of country visits and related financial resources increased significantly between 2011 and the 2012-2013 period, a trend which is continuing in 2014.

Country visits by GPE Secretariat staff are critical to provide direct support to partners at the country level. The number of country visits and related financial resources increased sharply between 2011 and the 2012-2013 period. Estimates and projections indicate that the trend is likely to continue in 2014. Analysis of financial data shows that the average cost for staff visit per developing country partner doubled over the past three years, from US$2,178 in 2011 to US$5,035 for the 2012 to mid-2014 period.

Country visits are undertaken to support many activities, including the development of national education sector plans (ESPs); support to grant development, implementation and monitoring;

3 The Quality Assurance Review helps strengthen the design of programs supported by GPE grants. It contributes to ensure its alignment with the ESP and assess its potential to support progress toward key educational outcomes. For more information, see "Quality Assurance Review for Program Implementation Grants", http://globalpartnership.org/content/global-partnership-education-fund-quality-assurance-review-guidance-note-consultants.

4 The financial cost of GPE support to developing country partners was estimated using different data sources. Information was collected and cleaned up from staff travel logs, time-recording systems, and the World Bank's accounting system.

and sector monitoring activities. Other country support visits focus on activities such as explaining GPE processes. A small number of country visits could not be classified due to missing or insufficient records. These are reported in the "other" category in Table 4.2.

Analysis of staff travel by objective shows an increasing proportion of support devoted to national policy planning and implementation, as compared with grant processing. Initiated in 2012, this deliberate shift responded to findings, as highlighted in the 2013 Results for Learning Report, that on average staff dedicated to country support were spending most of their time on grant-related processes, rather than supporting all stages of the policy process. Although this report does not re-estimate staff time on tasks per se, it shows the increasing attention paid to support to the development and implementation of ESPs, with the aim of increasing the effectiveness of the Global Partnership's support at different stages of the national education planning and policy cycles.

There is an increasing proportion of GPE Secretariat support devoted to national policy planning and implementation, as compared with grant processing.

Table 4.2 **Share of GPE Secretariat staff travel to developing country partners by activity (%)**

Year	ESP development	GPE grant related	Sector monitoring	Other country support
2011*	12.1	28.7	35.8	23.4
2012	15.2	68.6	5.3	10.9
2013	24.7	57.7	16.8	0.8
Projected 2014	23.8	23.4	37.9	14.8
Average	**19.2**	**50.5**	**19.4**	**11.0**

Source: GPE Secretariat time recording and travel records.

** There were only 9 missions in 2011.*

Higher financial costs may be misleading and do not necessarily imply more activities, unless unit costs are analyzed. To ascertain increased support, both the number and unit cost for staff missions have been analyzed. The data show that staff visits have become more cost-effective, with average mission unit cost declining by about 60 percent between 2011 and 2013.[5] Moreover, the number of missions dramatically increased from 9 in 2011 to 56 in 2012, and 44 in 2013. In 2014, the number of missions may reach 80. This rise clearly reflects significantly increased GPE technical support to countries.

GPE staff visits have become more cost-effective, with average mission unit cost declining by about 60 percent between 2011 and 2013.

4.4 Overview of GPE grants

Table 4.3 provides a summary of GPE grants approved by category between 2003 and June 30, 2014, to support both regional and country-level activities. At the regional and global levels, two funding instruments were approved. First, the CSEF—initially created under the now closed Education Program Development Fund—supports increased involvement of civil society organizations in national policy processes. And second, the GRA Program (see section 4.2) became operational in 2013 and supports innovation, capacity building, knowledge development and sharing.

This section focuses on grants dedicated to direct country-level support. First, the Education Plan Development Grants helps fund the development of ESPs. These grants

5 This is mainly explained by the generalization of multi-country missions and the new travel policy restricting travel in business class.

Since 2003, 244 grants have been approved by GPE for a total amount of US$4 billion.

have traditionally been capped to a maximum of US$250,000[6] Next, Program Development Grants help prepare three-year programs in support of ESP implementation, and are approved up to US$400,000. Before 2011, the Education Program Development Fund (now closed) was supporting a number of activities, such as sector analysis, plan development, or program development.

Finally, Program Implementation Grants fund the implementation of the ESP. The amounts of these grants have been determined since 2011 by the Needs and Performance Framework, up to a maximum of US$100 million.[7] Over the next four years, the new funding model will be the applicable instrument used to calculate each grant amount (Box 4.4). Program Implementation Grants are approved by the GPE Board of Directors, based on recommendations from the Country Grants and Performance Committee.

Overall, Education Plan Development Grants approved since their inception in 2012 amounted to US$6.1 million by June 2014, representing 11 percent of the total number of grants approved but only 0.15 percent of the total amount. Similarly, approved Program Development Grants reached US$5.6 million – 12 percent of the number of grants approved, and 0.14 percent of the total amount. Finally, the cumulated amount of Program Implementation Grants was US$3.9 billion, representing the lion's share of the total amount – 96 percent – but accounting for 45 percent of the number of all grants approved.

Table 4.3 **Overview of GPE grants (2003 to June 30, 2014)**

Type of GPE grant	Number of grants	Number share (%)	Grant amount (US$)	Amount share (%)
Education Program Development Fund (closed)*	60	24.59	112,200,000	2.79
Education Plan Development Grant	28	11.48	6,073,929	0.15
Program Development Grant	30	12.30	5,565,243	0.14
Program Implementation Grant	110	45.08	3,860,170,308	95.83
Civil Society Education Fund	1	0.41	14,500,000	0.36
Global and Regional Activities	15	6.15	29,748,797	0.74
Grand Total	**244**	**100**	**4,028,258,277**	**100**

Source: Grant documents compiled by the GPE Secretariat

** Note: the Education Program Development Fund amount includes the first round of the Civil Society Education Fund, corresponding to one grant and US$17.6 million.*

4.5 Education Plan Development Grants

4.5.1 Overview of Education Plan Development Grants

Education Plan Development Grants support the preparation or revision of education sector plans. By mid-2014, 28 grants had been approved for a total of US$6.1 million.

Education Plan Development Grants were established in 2012 to support the preparation or revision of ESPs. Between 2012 and mid-2014, 27 countries have received these grants for a total of US$6.1 million and an average grant amount of US$217,000. Almost 70 percent of these grants (19 out of 28) were approved at the maximum amount of US$250,000, which suggests that there may have been a need for the Global Partnership

6 In light of the recently approved new funding model (see Box 4.4) and Board of Directors' decisions, the grant for education plan development was increased to a total of US$500,000, including up to US$250,000 for data and education sector analysis and a maximum of US$250,000 for the development of the ESP itself.

7 See "the Needs and Performance Framework for Education Plan Implementation Grants," Global Partnership for Education, Washington, DC, http://globalpartnership.org/content/presentation-needs-and-performance-framework

to provide a higher amount to complement available resources devoted to plan development activities. Consistent with this finding, the new ceiling for Education Plan Development Grants is US$500,000, half of which is earmarked for education sector analysis.

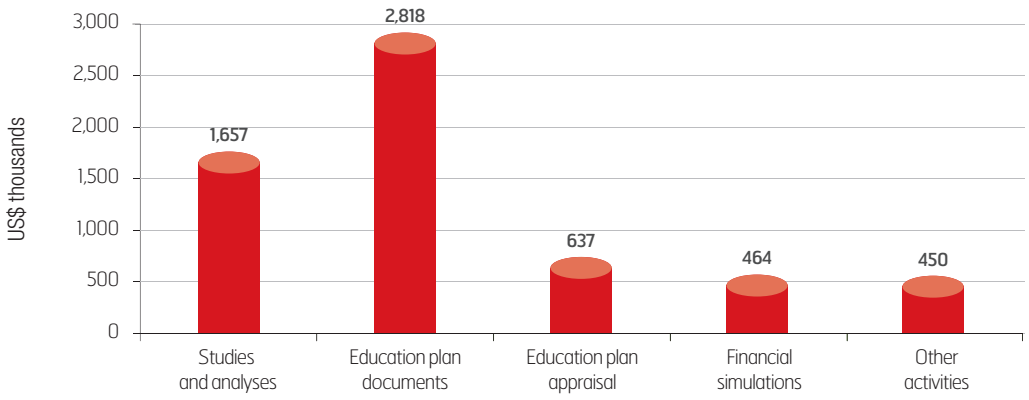
Out of 28 Education Plan Development Grants, 17 grants were approved in fragile and conflict-affected countries, totaling US$2.4 million, or 61 percent of the total amount approved under these grants: Central African Republic, Comoros, Democratic Republic of Congo, Eritrea, Haiti, Liberia, Madagascar, Malawi, Niger, Nigeria, Pakistan, Sierra Leone, Somalia (2 grants), Togo, Uganda and Zimbabwe. Three GPE partners acted as managing entities for these grants. The World Bank managed 16 grants for a total amount of US$3.6 million (59 percent); followed by UNICEF for 11 grants totaling US$2.3 million (38 percent). Cambodia selected UNESCO as the managing entity for its Education Plan Development Grant of US$226,682 (4 percent). A large majority of Education Plan Development Grants (70 percent of the total amount) were approved for countries in Sub-Saharan Africa, which accounts for 63 percent of developing country partners. In addition, 73 percent of grants were for partners classified as fragile and conflict-affected countries. Further details are provided in Annex 4.1.

61 percent of the Education Plan Development Grants have been approved in fragile and conflict-affected countries.

4.5.2 Analysis of Education Plan Development Grants by activities

Education Plan Development Grants support a variety of activities (Figure 4.2). These include studies and analyses to inform education plan development, the development of sector plan documents, evaluation of their quality, financial simulation models, and activities such as disseminating the plan and managing the grant. Each of these activities may be undertaken using a variety of means, including data collection, desk work, consultations or capacity building. Further details are provided in Annex 4.2.

Figure 4.2 **Analysis of Education Plan Development Grant budgets by activities**



Source: Grant documents compiled by the GPE Secretariat.

4.6 Program Development Grants

Program Development Grants support the preparation of Program Implementation Grant applications. By mid-2014, 29 grants had been approved for a total of US$5.6 million.

Program Development Grants support the preparation of implementation grant applications. They were also established in 2012 and capped at US$400,000, though justifications are required (e.g. federal country, or a fragile and/or conflict-affect country) to receive a grant higher than US$200,000. Grant resources can be used to (i) conduct technical and financial analyses of GPE-supported programs; and (ii) fund the documentation for both grant applications and implementation. By mid-2014, 29 such grants had been approved[8] for a cumulative amount of US$5.6 million: 11 in 2012, 14 in 2013 and 4 plus an extension to a previously approved grant in 2014. The average grant amount was US$192,000 and 12 countries received US$200,000. Only one Program Development Grant reached the maximum amount, for a program covering several states in Nigeria, a large federal country. This suggests that the current grant cap, combined with contributions from partner agencies, is appropriate and flexible enough to cover costs, even in large countries. As with Education Plan Development Grants, a large majority of Program Development Grants were approved for Sub-Saharan African countries, accounting for 69 percent of the total amount. In addition, the large majority of Program Development Grants were managed by the World Bank (25 grants for US$5.0 million), with UNICEF managing 3 grants (Chad, Eritrea, Somalia) for US$0.5 million and the French government aid agency AFD managing one grant for Burkina Faso for US$45,000. Further details are provided in Annex 4.3.

Photo credit: **GPE/Paul Martinez**

8 Given the increased focus on fragile and conflict-affected countries, 8 out of 25 Program Development Grants were approved in those countries; amounting to US$1,493,017. These represent 30 percent of the total amount, or 32 percent in terms of the number of grants.

4.7 Program Implementation Grants

4.7.1 Overview of Program Implementation Grants

Program Implementation Grants support the implementation of ESPs. Until now, these grants have been approved by the GPE Board of Directors for up to US$100 million per country. Recent changes to the GPE governance structure and funding model (Box 4.4) were approved in 2014, but they did not affect any of the grants analyzed here.[9]

The Global Partnership's new funding model adopts a stronger focus on providing incentives to achieve results and on adopting more evidence-based approaches.

Box 4.4 The GPE new funding model: A results-based approach for the education sector

Based on lessons learned in the implementation of the existing funding model, the Global Partnership's new funding model, to be implemented in the 2015-2018 period, adopts a stronger focus on providing incentives to achieve results and on adopting more evidence-based approaches. It also gives more attention to domestic and donor funding, aims to ensure fairer targeting and allocation to developing country partners, and seeks to adapt realistically to the needs of fragile and conflict-affected countries.

The model includes the following critical elements:

- *Expanded eligibility criteria.* Poverty remains an important criterion for securing support from the Global Partnership. However, the new model adds two additional eligibility factors: education vulnerability (i.e. large numbers of children out of school) and fragility.
- *A needs-based allocation formula* that takes into account financial needs associated with delivering a certain level of education services to a given number of children, a departure from the past model. The share allocated to each country will be based on the country's needs in relation to other countries.
- *A new results-based approach* that includes new performance requirements and incentives.

In order to receive the first 70 percent of its financing allocation, each developing country supported by its partners must achieve the following performance benchmarks:

> produce a credible, costed, evidence-based and workable ESP that international and domestic partners have endorsed and are committed to implementing;
> implement an education sector analysis and strengthen data collection and management and information systems; and
> commit to raising domestic spending on education and to tapping additional external financing.

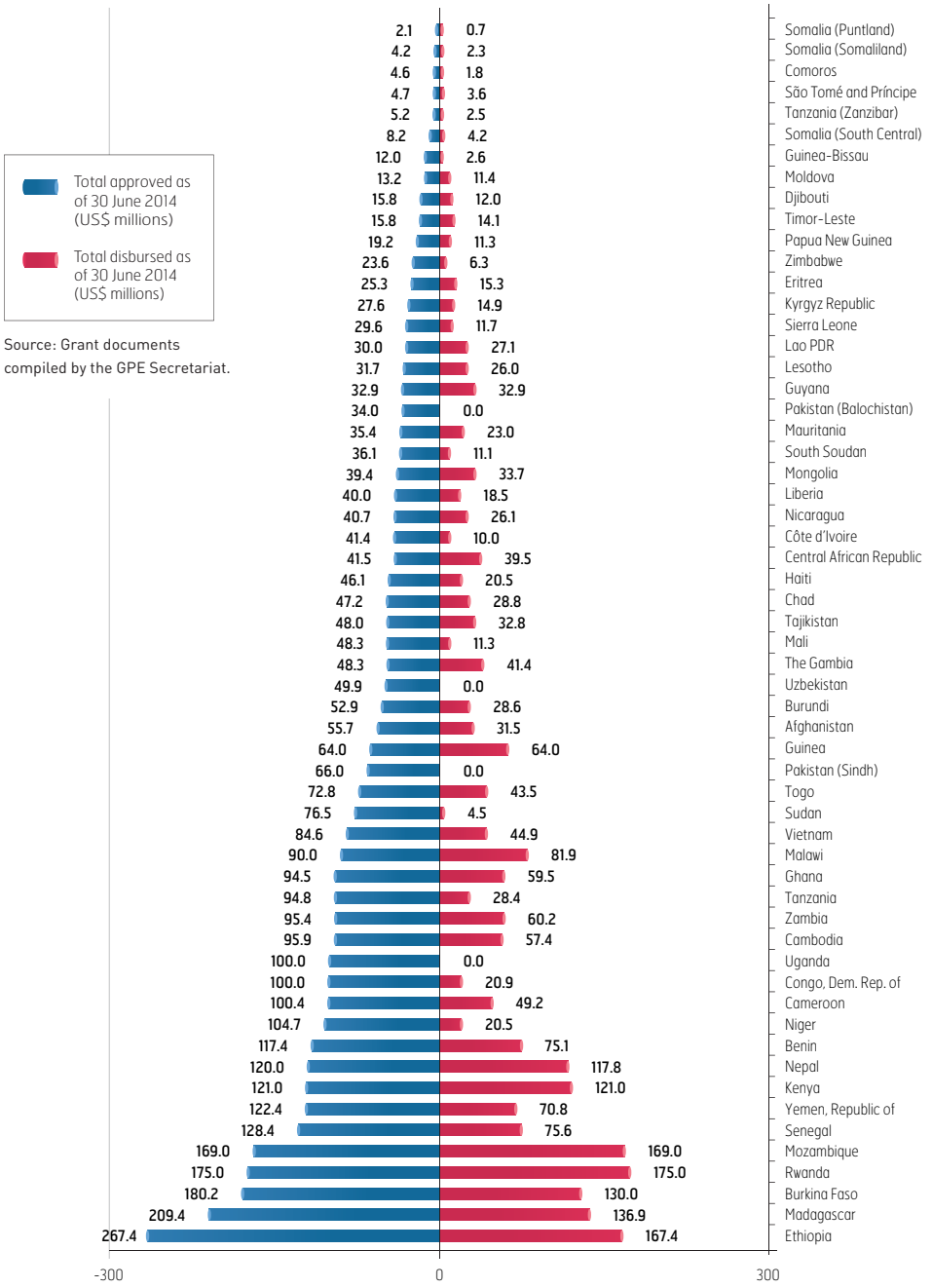
To receive the remaining 30 percent of its financing allocation, each partner must demonstrate significant performance results in three primary categories: equity, efficiency and learning outcomes that align both with the Global Partnership's strategic goals and country's ESP. In order to adapt to the variety of situations in developing country partners, the performance standards will vary depending on the development situation in each country. Some countries will be able to measure progress in the number of children who are attending school and learning, while others need intermediary milestones, such as adopting stronger policies and strategies or implementing key actions to move towards improved results.

9 The Financial Advisory Committee was replaced by the Country Grants and Performance Committee (CGPC), which now makes grant approval recommendations to the Board of Directors. The GPE new funding model was approved by the Board of Directors in 2014.

Program Implementation Grants support the implementation of education sector plans. Between 2003 and mid-2014, 110 grants were approved for a total of US$3,860 million.

Program Implementation Grants accounts for 95.8 percent of all grant resources to date. Between 2003 and June 2014, the Global Partnership approved 110 Program Implementation Grants[10] to benefit 54 developing country partners (Figure 4.3). The overall portfolio includes 47 closed grants totaling US$1,279 million; 53 grants for a total of US$2,138 million that are under implementation; and 10 grants for a total of US$444 million that have been recently approved and are not yet active. The bulk of all Program Implementation Grants were allocated to Sub-Saharan Africa countries, which account for 73 grants, of which 43 are active or pending implementation. Further details are provided in Annex 4.4.

Figure 4.3 **Program Implementation Grants approved and disbursed (cumulative as of 30 June 2014)**



Source: Grant documents compiled by the GPE Secretariat.

[10] The Catalytic Fund, out of which Program Implementation Grants were previously allocated, was reformed in 2007 to expand its eligibility criteria, and allow for three-year grants instead of yearly allocations. Before that date, many yearly grants were allocated or executed simultaneously; making their headcount, processing and implementation timeline problematic.

Until 2008, the World Bank was the sole GPE grant implementation partner agency. In 2008, the Netherlands became the second partner playing that role, in Zambia. Since then, the number of partners selected as supervising or managing entities has increased. Nonetheless, two partner agencies predominate: The World Bank is the supervising entity for 77 percent of all approved grants and 80 percent of grant amounts; and UNICEF accounts for 15 percent of approved grants and 10 percent of grant amounts. Other partner agencies, including AFD (France), Belgium, DFID (United Kingdom), the Netherlands, SIDA (Sweden) and UNESCO, represent only 7 percent of all Program Implementation Grants and 10 percent of approved amounts.

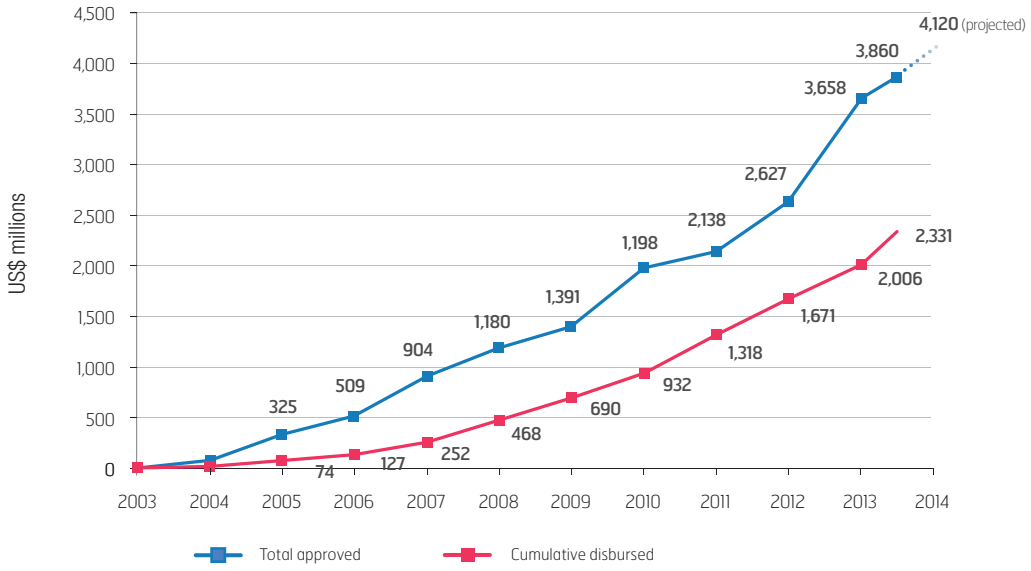
Until 2008, the World Bank was the sole GPE grant implementation partner agency. Today, it is in charge of 77 percent of approved grants, and UNICEF is in charge of 15 percent of approved grants.

4.7.2 Grant approvals and disbursements

As previously noted, both the number and value of approved Program Implementation Grants rose sharply between 2003 and 2014, except in 2011 due to an allocation hiatus to accommodate the first replenishment of the GPE Fund. A record of 29 Program Implementation Grants were approved in 2013, totaling US$1 billion. As of end June 2014, US$3.9 billion have been approved and US$2.3 billion has been disbursed (Figure 4.4). Further details are provided in Annexes 4.5 and 4.6.

As of end June 2014, US$3.9 billion have been approved for Program Implementation Grants and US$2.3 billion have been disbursed.

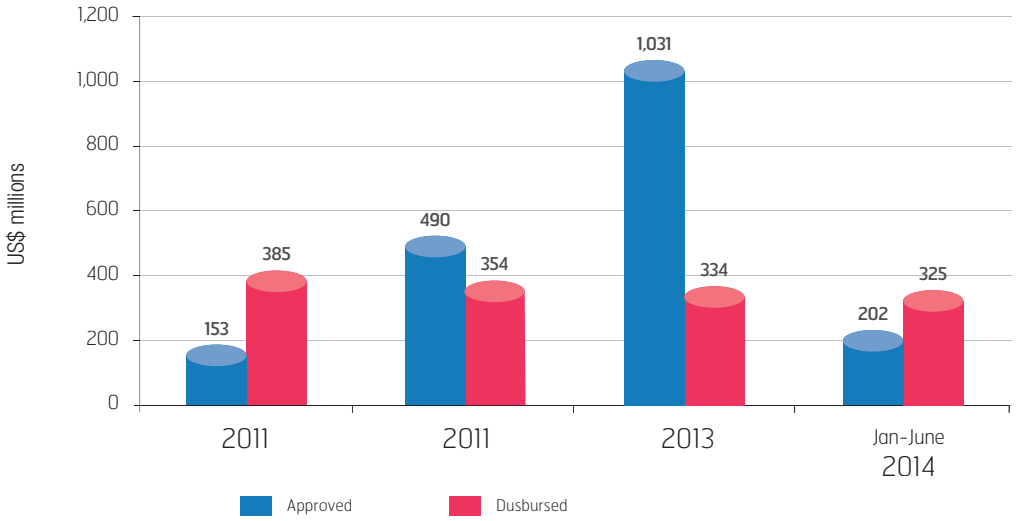
Figure 4.4 **Program Implementation Grant approvals and disbursements, as of June 2014**



Source: Grant documents compiled by the GPE Secretariat.

Amounts approved per year increased sharply between 2011 and 2013, up to US$1.0 billion approved in 2013 (Figure 4.5). The 2014 value, with US$202 million approved by mid-2014 and a projected US$462 million by the end of year, is expected to be close to the amount approved in 2012. Amounts disbursed declined slightly between 2011 and 2013, from US$385 million to US$334 million. As disbursement begins for grants approved in 2013, however, amounts disbursed in 2014 have stepped up significantly, with disbursements by the middle of 2014 (US$325 million) already close to amounts disbursed in all of 2013.

Figure 4.5 **Program Implementation Grant amounts approved and disbursed per year**



Source: Grant documents compiled by the GPE Secretariat.

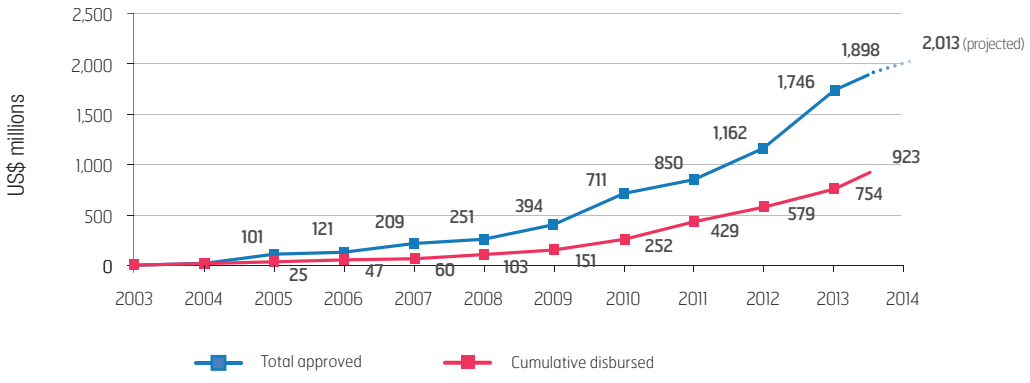
4.7.3 Program Implementation Grants in fragile and conflict-affected countries

An increasing focus on fragile and conflict-affected countries

While grants to GPE FCAC partners accounted for only 21 percent of grant amounts approved in 2008, that share had more than doubled to 49 percent by mid-2014.

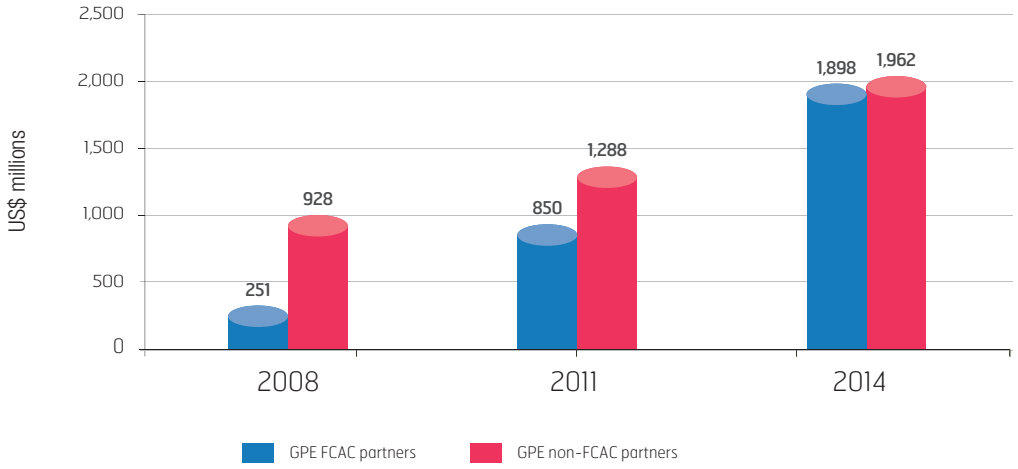
A similar analysis can be done for grants approved for fragile and conflict-affected countries (FCACs). It shows a slower start for those countries, reflecting FTI's initial limited engagement with FCACs. Until the end of 2008, only US$251 million had been approved in FCAC partners. By end of June 2014, US$1.9 billion had been approved, and cumulative disbursements reached US$923 million (Figure 4.6). While grants to FCAC partners accounted for only 21 percent of amounts approved in 2008, that share had more than doubled to 49 percent by mid-2014 (Figure 4.7). It is expected that an additional US$115.5 million will be approved before the end of the year, bringing total approvals in FCAC partners to US$2 billion.

Figure 4.6 **Program Implementation Grant approvals and disbursements in GPE FCAC partners, as of June 2014**



Source: Grant documents compiled by the GPE Secretariat.

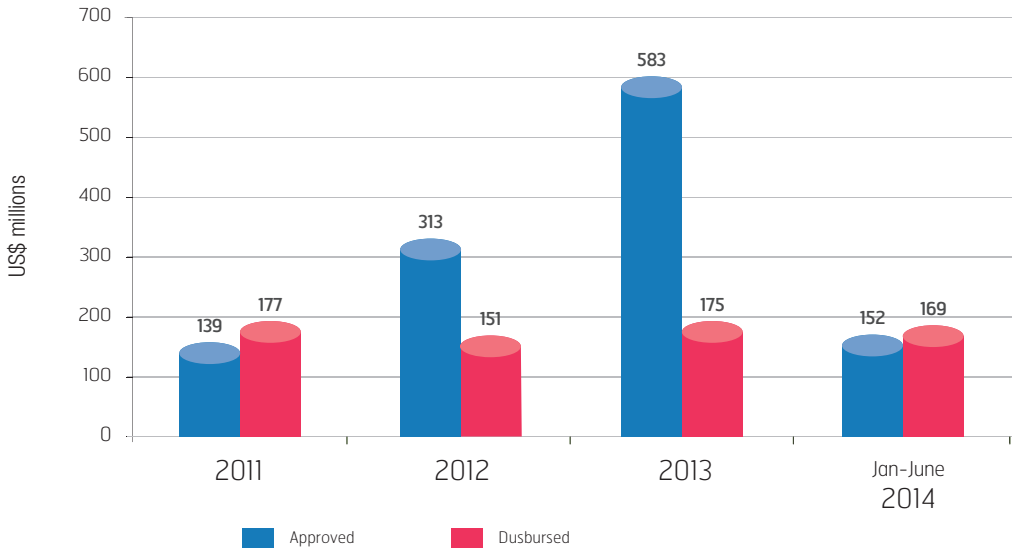
Figure 4.7 **Program Implementation Grant approvals in GPE FCAC partners and GPE non-FCAC partners, for selected years**



Source: Grant documents compiled by the GPE Secretariat.

Amounts approved per year in FCAC partners increased sharply between 2011 and 2013, to reach US$583 million approved in 2013 (Figure 4.8). The 2014 value, with US$152 million approved by mid-2014 and US$267 million projected to be approved by the end of the year, is expected to be lower and close to amounts approved in 2012. Amounts disbursed have been mostly stable between 2011 and 2013, between US$151 million and US$177 million. However, as disbursements for grants approved in 2013 begin, amounts disbursed in 2014 have stepped up significantly. By the middle of 2014, disbursements were at US$169 million, which could lead to almost double the amounts disbursed in 2013 if the trend continues for the second half of the year.

Figure 4.8 **Amounts approved and disbursed per year in GPE FCAC partners, from 2011 to 2014**



Source: Grant documents compiled by the GPE Secretariat.

Adapting GPE support to fragile and conflict-affected countries

The Global Partnership's conditions and modalities of support have evolved progressively to better take into account the specific needs of FCACs.

The Global Partnership's conditions and modalities of support have evolved progressively to better take into account the specific needs of FCACs. Acceptance of FCACs into the Global Partnership was facilitated by the reform of the Catalytic Fund in 2008, which eased membership conditions. And the adoption of Transition Education Plans for FCAC partners in 2011 – which include criteria better suited to specificities and challenges for these contexts – promoted and consolidated GPE's effective and timely support for FCAC partners.

However, the implementation of GPE grant activities in FCAC partners presents several challenges. First, the capacity of the national government to implement the activities may be low, requiring an increased involvement of the partner agency in charge of GPE grant implementation. Second, there are countries where the national government's reach in some areas is not adequate, so other implementation channels must be sought. Finally, some governments in FCACs may not be recognized by the international community, which often forbids the partner agency from implementing activities through government channels.

The first examples of the specific challenges in FCAC partners were related to GPE grants in Madagascar (2009) and Guinea (2010). The original supervising entity, the World Bank, suspended both programs when the countries suffered crisis situations. It became urgent to find other modalities of support and to identify possible partner agencies best suited to use these. UNICEF took over both Program Implementation Grants as managing entity partner for the first time. Over time, UNICEF became the Global Partnership's most important partner agency playing the managing entity role. To date, while UNICEF covers 15 percent of all Program Implementation Grants, it represents 31 percent of GPE grants in FCAC partners (Table 4.4).

While a high proportion of grants to FCAC partners are supervised by the World Bank, the increasing number under the responsibility of UNICEF is an indication that its capacity may be better suited to FCACs. Among all grants to FCAC partners, 65 percent were managed by the World Bank (48 percent in the 2012-2014 period) and 31 percent by UNICEF (44 percent in the 2012-2014 period). In total, 94 percent of all Program Implementation Grants under UNICEF's responsibility are in FCAC partners, versus 39 percent of those under the responsibility of the World Bank.

Table 4.4 **Program Implementation Grants by beneficiary and partner agency (January 2003–June 2014)**

	% UNICEF	% World Bank	% other agencies
All GPE developing country partners	15	77	7
GPE Non-FCAC partners	2	88	10
GPE FCAC partners	31	65	4

Source: Grant documents compiled by the GPE Secretariat.

4.7.4 Analysis of grants by modalities and instruments

In keeping with the principles of the 2005 Paris Declaration on Aid Effectiveness and the 2008 Accra Agenda for Action, the Global Partnership promotes aligned aid modalities and the use of each country's own systems[11] to reinforce each country's sense of ownership and build the

[11] The ultimate objective is to use, to the extent possible, the aid recipients' own institutions, rules, procedures and laws in the implementation of grants. These rules and procedures pertain to planning/budgeting, procurement, public expenditure management, audits and financial accountability. See GPE Charter: http://globalpartnership.org/content/charter-global-partnership-education.

capacity of its institutions. The Global Partnership builds on its collaborative attributes to provide multidimensional support to help developing countries design and implement sound education sector policies. Using the built-in attributes of the new funding model as a financial incentive to promote aligned aid modalities and the use of country systems is a key challenge for the Global Partnership, given that the majority of GPE grants are implemented as projects, which are not conducive of greater harmonization and alignment.

Since 2003, the Global Partnership has approved 110 grants to support ESP implementation. The partner agencies use various modalities and underlying instruments to disburse funds to recipient countries. In the 2013 Results for Learning Report,[12] Program Implementation Grants were classified according to four main modalities. The overall picture last year was that 78 percent of these grants had used project support instruments. That result has not improved since then (Table 4.5). The share of projects has actually increased in the past year, to reach 82 percent. For a full list of Program Implementation Grants by delivery channel and type of modality, see Annex 4.8.

The share of projects has slightly increased in the past year, to reach 82 percent of all GPE Program Implementation Grants.

Table 4.5 **Modalities of implementation of Program Implementation Grants, as of June 30, 2014**

Type	Number	Number share (%)	Amount (US$ millions)	Amount share (%)
General budget support	1	1	102.0	3
Sector budget support	3	3	140.2	4
Pooled funds	16	15	1,117.5	29
Project support	89	82	2,500.4	65
Total	**109***	**100**	**3,860.1**	**100**

Source: Grant documents compiled by the GPE Secretariat.
Note: Although the number of standalone projects has been revised for coherence with financial records, the project headcount since 2003 remains problematic due to the FTI year-by-year grant policy in place until 2007-2008.

** Note that one of the 110 grants approved since 2003 was later cancelled hence was not included in the modalities analysis.*

The simple grant modality classification above does not give sufficient information on actual instruments used and particularly on the use of country systems. For example, a project support modality does not exclude a partial use of country systems for procurement and financial management. While budget support assumes full use of country systems, pooled funds imply donor harmonization but may have varying levels of alignment with national systems.

In this context, the GPE Secretariat has initiated an analysis of 59 GPE-funded active programs for their full or partial use of country systems. This desk analysis is done along five dimensions to test whether the programs are aligned with national ESPs, and national treasury, procurement, accounting and reporting, and audit systems. The results of this study will be incorporated into the forthcoming 2014 GPE Portfolio Review. The preliminary results of the analysis show that GPE programs are aligned to ESPs, and most grants at least partially use country systems, but there is room for improvement.

12 See Chapter 5, Table 5.1: http://www.globalpartnership.org/results-learning-report-2013/.

4.7.5 Grant implementation effectiveness

The Global Partnership pays special attention to delays between conception and implementation of its programs. This section focuses on the following major elements: (i) the time spent developing the GPE program; (ii) delays between grant approval and first disbursement;[13] and (iii) the duration of implementation from the first disbursement to grant closing (Tables 4.6 and 4.7).[14]

Table 4.6 **Average time to develop a GPE program, get approval, and obtain the first disbursement, in months**

	2006	2007	2008	2009	2010	2011	2012	2013	2014
Development to approval	6.5	5.8	8.0	8.1	6.0	6.4	8.2	9.5	13.3
Approval to first disbursement	11.3	16.7	20.6	14.9	12.8	16.8	9.7	9.2	9.3

Source: Grant documents compiled by the GPE Secretariat.

Table 4.7 **Average duration between first disbursement and closing of GPE grants, in years**

	Before 2009	2010	2011	2012	2013
First disbursement to close	1.6	2.5	2.3	3.5	3.3

Source: Grant documents compiled by the GPE Secretariat.

An increasing time to develop the GPE program

On average, it took eight months to develop a program to be supported by a GPE Program Implementation Grant over the 2006-2014 period.

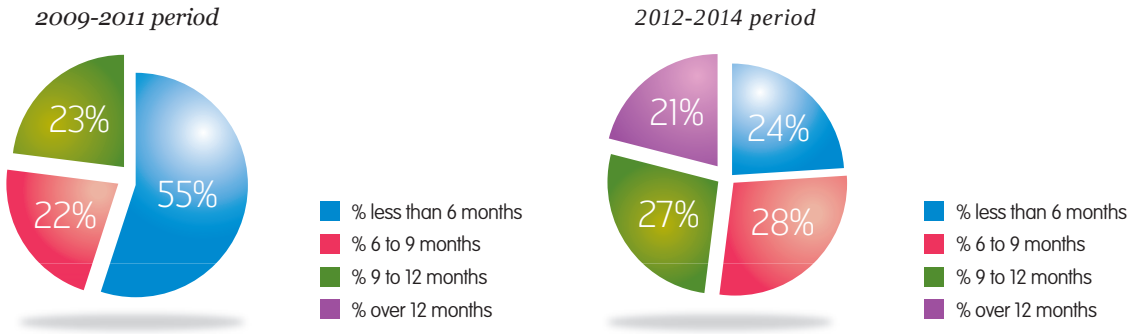
On average, it took eight months to develop a GPE program to be supported by a Program Implementation Grant over the 2006-2014 period. The average duration of program development has increased in the past few years, as more time has been devoted to ensuring programs' relevance and alignment to country priorities, and to improving programs' readiness for implementation. Average development time exceeded 9 months for the first time in 2013 and 2014.

In the 2009-2011 period, more than half of the grant programs were developed in less than six months, and no program took more than 12 months to develop (Figure 4.9). In contrast, between 2012 and 2014 only a quarter of programs took six months or less to develop; and 21 percent of programs took 12 months or more.

13 First disbursement to the country is only known for World Bank grants.

14 This only applies for World Bank closed grants.

Figure 4.9 **Average time spent to develop Program Implementation Grants**



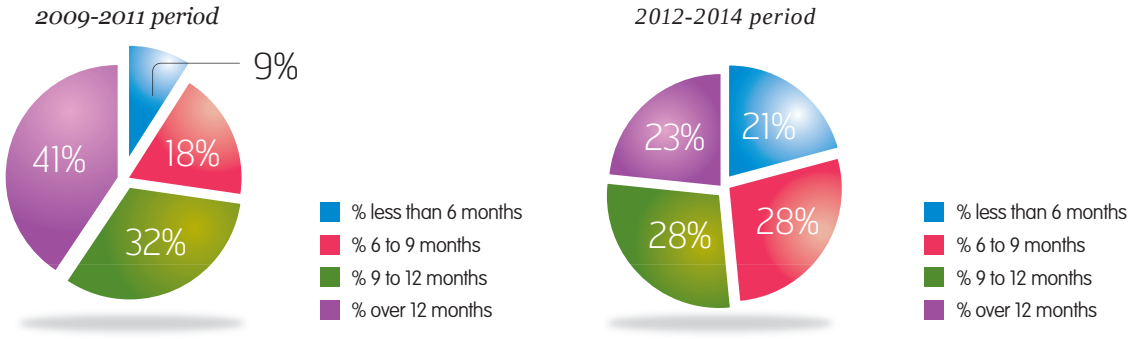
Source: Grant documents compiled by the GPE Secretariat.

Declining delay between grant approval and first disbursement

Until 2011, the average delay between grant approval and first disbursement for programs managed by the World Bank[15] was 13.8 months. Joint efforts to reduce this delay have brought it down to 10 months for the 2012-2014 period (Figure 4.10). A more in-depth analysis of these trends shows that past changes in the delay between approval and disbursement were primarily driven by the time spent to sign the grant agreement after GPE Board of Director's approval. While the average delay between grant signature and the first disbursement was less than six months, the average delay between Board approval and grant signature, which was originally around six months, increased to 14 months in 2008. The increase was driven by a change in simplified grant procedures, which caused backlogs and delays as staff strived to abide to the new procedures. Once this problem was resolved, the average grant signing delay declined. The analysis of these trends would have been more complete if partner agencies other than the World Bank were required to report disbursement data. An agreement on minimum reporting requirements with all partner agencies could resolve this issue.

The average delay between grant approval and first disbursement for programs decreased to 10 months for the 2012-2014 period, for programs managed by the World Bank.

Figure 4.10 **Delay between grant approval and first disbursement**



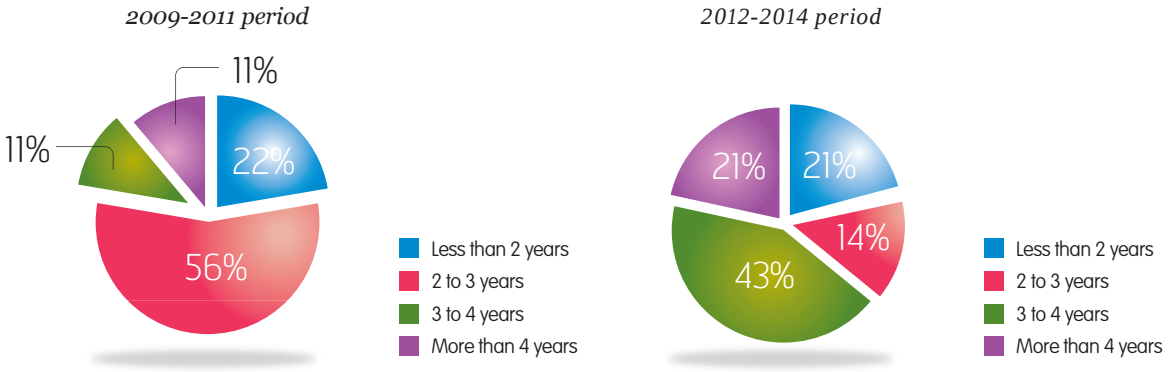
Source: Grant documents compiled by the GPE Secretariat.

15 Data on first disbursement to the country is not reported by other partner agencies.

An increase in the duration of implementation of World Bank-supervised grants

Initially, the FTI approved Program Implementation Grants for one year, but the average time to implement these grants was 1.6 years, showing the limit of this overly optimistic short-term grant policy. In response, the Global Partnership adopted standard three-year Program Implementation Grants starting from 2008-2009. Grants implemented over three to four years made up 43 percent of all grants that closed during the 2012-2013 period, whereas in the 2010-2011 period, grants implemented in two to three years represented 56 percent of all grants (Figure 4.11).

Figure 4.11 **Duration of implementation between first disbursement and grant closing**



Source: Grant documents compiled by the GPE Secretariat.

Photo credit: **GPE/Paul Martinez**

4.8 Results, opportunities and challenges

This chapter has shown a number of positive results. As country support was strengthened and its activities diversified, direct technical support per developing country partner increased by 60 percent between 2011 and 2014. This support focused increasingly on the entire national policy cycle. Support to develop and implement credible ESPs accounted for 21 percent of all country visits by GPE Secretariat staff in 2012, 42 percent in 2013, and 62 percent in the first half of 2014. The Global Partnership is facing an increased demand in that area.

In addition to the direct technical assistance and support for inclusive policy dialogue provided by the GPE Secretariat, the Global Partnership also provides support for improvements in the education sector through a variety of research and policy development initiatives, through its GRA Program and its thematic work. Disbursements on the GRA program have been completed within the last year and the underlying work is at a preliminary stage. As a result, the Global Partnership has not yet developed a comprehensive approach for harnessing the tools, guidelines, research and policy solutions developed through these initiatives into its approach to country-level support. As the Global Partnership moves forward, the GRA program represents an important opportunity to develop new policy solutions and for broader engagement on basic education.

From inception until June 2014, the Global Partnership approved 110 Program Implementation Grants for 54 countries, totaling US$3.9 billion. Of that amount, US$2.3 billion (or 60 percent) was disbursed over the same period. New rules and procedures, including the adoption of the Transitional Education Plan, the diversification of grant management modalities and the associated introduction of new partner agencies, specifically UNICEF, has helped consolidate the GPE focus on FCACs. Grants to FCAC partners accounted for only 21 percent of amounts approved in 2008, that share had more than doubled to 49 percent by mid-2014.

As country support was strengthened and its activities diversified, direct technical support per GPE developing country partner increased significantly.

The Results for Learning Report tracks choice of modality within the GPE grant portfolio as a means of determining whether GPE grants are encouraging further harmonization and use of country systems. The share of GPE grants implemented through project mode has increased over the past year, now standing at 82 percent. Further analysis indicates limited use of national systems for GPE grants. The implementation of the new funding model plus the advent of the second strategic planning process provide the Global Partnership an opportunity to reconsider and enhance how choice of modality and use of country systems are taken into consideration in its work.

The share of grants to GPE FCAC partners had more than doubled to 49 percent by mid-2014.

Finally, more time appears to be taken for grant development, which reflects a greater attention to implementation readiness for GPE programs. There is also less waiting time between the moment a grant is approved and the moment the country receives the first tranche of funding. However, efforts should be pursed to ensure that all approved GPE grants are processed and implemented more quickly.

The share of projects has actually increased in the past year, to reach 82 percent. More focus needs to be put on the modality aspect in the GPE process.

ANNEX

Photo credit: **GPE/Alexandra Humme**

Annex 1.1 GPE fragile and conflict-affected country partners[1]

Country	Year joined the partnership	Fragile context list 2013/14, World Bank	Conflict-affected list, 2002–13, UNESCO
Afghanistan	2011	√	√
Burundi	2012	√	√
Central African Republic	2008	√	√
Chad	2012	√	√
Comoros	2013	√	
Congo, Dem. Rep.	2012	√	√
Côte d'Ivoire	2010	√	√
Eritrea	2013	√	
Ethiopia	2004		√
Guinea-Bissau	2010	√	
Haiti	2008	√	
Liberia	2007	√	√
Madagascar	2005	√	
Malawi	2009	√	
Mali	2006	√	√
Nepal	2009	√	√
Niger	2002		√
Nigeria	2012		√
Pakistan	2012		√
Sierra Leone	2007	√	
Somalia	2012	√	√
South Sudan	2012	√	
Sudan	2012	√	√
Timor-Leste	2005	√	
Togo	2010	√	
Uganda	2011		√
Yemen, Rep.	2003	√	√
Zimbabwe	2013	√	
Total	28	23	17

Sources: GPE Secretariat; UNESCO 2013a, 12013b; "Harmonized List of Fragile Situations FY13," World Bank, Washington, DC, http://siteresources.worldbank.org/EXTLICUS/Resources/511777-1269623894864/FCSHarmonizedListFY13.pdf.

[1] Based on the World Bank Fiscal Year 2014 list of fragile countries and Education For All Global Monitoring Report list of conflict affected countries.

Annex 1.2 | Key education indicators for GPE developing country partners, primary education

Primary gross enrollment ratio (%)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	81	83	86	88	91	93	95	96	97	98	99	99	100
Boys	89	90	93	96	98	99	101	101	102	103	103	103	104
Girls	73	75	78	81	83	86	89	90	92	94	95	95	96
FCACs	77	79	82	85	87	90	92	92	94	95	96	97	98

Primary gross intake ratio (%)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	100	102	105	106	107	109	110	112	115	114	114	115	116
Boys	108	111	114	114	114	115	116	117	120	118	119	120	120
Girls	91	94	97	99	100	103	105	107	110	109	109	111	112
FCACs	100	103	105	106	107	111	111	112	116	115	115	117	117

Primary completion rate (%)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	60	62	63	63	64	65	68	67	68	70	71	72	73
Boys	66	68	69	70	70	72	74	73	73	74	75	76	77
Girls	54	55	56	57	57	59	61	62	63	65	67	67	69
FCACs	55	57	57	58	59	61	63	62	61	63	66	66	68

Share of primary-school-age children out of school (%)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	39	37	36	33	31	30	28	26	25	24	23	22	22
Boys	34	32	31	29	27	26	25	22	21	21	20	19	19
Girls	44	43	40	38	36	34	32	30	29	27	26	26	25
FCACs	44	43	41	39	37	35	34	31	30	29	28	27	26

Number of primary-school-age children out of school (thousands)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	58,293	57,353	55,555	53,110	50,859	48,997	47,229	43,442	42,888	42,132	41,308	40,821	40,982
Boys	25,606	25,158	24,354	23,286	22,276	21,435	20,935	18,635	18,632	18,337	17,972	17,828	17,943
Girls	32,687	32,195	31,200	29,825	28,582	27,561	26,294	24,808	24,256	23,794	23,336	22,993	23,039
FCACs	44,301	43,922	42,674	41,798	40,369	39,385	38,340	35,976	35,827	34,846	33,933	33,760	33,515

Annex 2.1 Percentage of GPE developing country partners missing data in key outcome, service delivery and financing indicators in data published by UIS[2]

Key indicators	2008	2009	2010	2011
Outcome indicators				
Pre-primary gross enrollment ratio	32	41	37	42
Primary gross intake rate	25	29	25	22
Primary gross enrollment ratio	14	20	24	19
Primary completion rate	25	31	27	36
Lower secondary completion rate	37	41	41	39
Average outcome indicators	**27**	**32**	**31**	**32**
Service delivery				
% of primary teachers trained (pre/in-service)	42	47	51	37
% of lower secondary teachers trained (pre/in-service)	68	80	88	76
Pupil-teacher ratio, primary education	20	22	25	20
Pupil-teacher ratio, lower secondary education	53	59	69	54
Average service delivery	**46**	**52**	**58**	**47**
Domestic financing				
Public expenditure on education as % of GDP	41	51	37	56
Public expenditure on education as % of total government expenditure	47	53	39	58
Educational expenditure in primary as % of total educational expenditure	63	64	51	66
Average domestic financing	**50**	**56**	**42**	**60**
Global average	**41**	**46**	**43**	**46**

Source: GPE compilation based on data of the UNESCO Institute for Statistics (database), Montreal, http://www.uis.unesco.org.

2 Data were published in January 2014.

Annex 2.2 | Key education indicators for GPE developing country partners, pre-primary and lower secondary education[3]

Pre-primary gross enrollment ratio (%)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	18	17	17	17	18	19	22	23	24	25	25	25	27
Boys	19	18	17	17	18	20	23	24	25	26	25	26	28
Girls	16	16	16	16	17	19	21	22	24	24	24	24	26
FCACs	15	14	13	12	13	15	18	19	20	20	20	20	22

Transition rate from primary to lower secondary education (%)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	75	76	76	77	78	79	80	80	79	79	79	80
Boys	75	76	76	77	77	78	79	79	78	78	78	79
Girls	75	76	76	78	79	79	81	81	79	80	80	81
FCACs	-	-	-	74	76	76	79	78	78	80	79	81

Lower secondary completion rate (%)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	29	32	33	34	35	36	37	39	40	41	41	41	42
Boys	33	36	37	38	39	41	42	43	45	45	45	45	46
Girls	25	27	29	30	30	32	33	34	35	36	37	37	38
FCACs	-	-	-	28	29	30	31	33	34	35	35	36	37

Share of lower-secondary-school-age children out of school (%)

	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	39	38	37	37	36	35	34	34	33
Boys	35	34	34	33	33	32	31	31	30
Girls	43	42	41	41	40	39	37	37	36
FCACs	45	45	44	44	43	41	40	39	38

Number of lower-secondary-school-age children out of school (thousands)

	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total	32,569	32,531	32,259	32,586	32,410	31,943	31,092	31,242	30,820
Boys	14,820	14,771	14,755	14,717	14,879	14,805	14,417	14,465	14,278
Girls	17,750	17,759	17,504	17,869	17,531	17,138	16,676	16,777	16,542
FCACs	23,447	23,794	23,852	24,498	24,457	24,130	23,606	23,694	23,349

3 Source: Estimates by the UNESCO Institute for Statistics.

Annex 2.3 | Highest level of education attained in population aged 5-15 years (%)[4]

Afghanistan, 2011	Never attended	Pre-primary	Primary	Secondary
Total	**55.2**	**0.9**	**38.7**	**5.2**
Gender				
Girls	62.4	0.8	32.7	4.0
Boys	48.6	0.9	44.2	6.3
Area of residence				
Rural	59.1	0.7	36.1	4.1
Urban	36.1	1.9	51.4	10.6
Household wealth				
Poorest	67.3	0.7	30.1	1.9
Richest	34.7	1.8	52.3	11.3

Bhutan, 2010	Never attended	Non-formal/Monastic Education	Pre-primary	Primary	Secondary Education
Total	**10.8**	**1.8**	**0.4**	**73.0**	**14.0**
Gender					
Girls	11.8	1.5	0.4	71.1	15.1
Boys	9.7	2.0	0.4	75.0	12.9
Area of residence					
Rural	12.4	2.3	0.3	74.3	10.8
Urban	6.8	0.5	0.7	69.9	22.1
Household wealth					
Poorest	18.2	4.0	0.2	72.1	5.6
Richest	4.2	0.2	0.4	67.2	28.0

Nigeria, 2011	Never attended	Non-formal	Pre-primary	Primary	Secondary Education
Total	**21.0**	**3.6**	**7.9**	**51.3**	**16.2**
Gender					
Girls	22.8	3.5	7.5	49.5	15.3
Boys	19.1	3.7	8.4	53.1	17.0
Area of residence					
Rural	27.8	4.7	7.1	48.3	12.1
Urban	6.6	1.2	9.7	57.7	24.7
Household wealth					
Poorest	54.8	8.3	2.7	30.5	3.6
Richest	1.6	0.3	10.6	57.4	30.1

4 Source: GPE compilation based on MICS household survey data.

Central African Republic, 2010

	Never attended	Pre-primary	Primary	Secondary
Total	**32.0**	**2.1**	**62.9**	**3.0**
Gender				
Girls	36.1	2.3	58.9	2.7
Boys	27.9	1.9	66.8	3.3
Area of residence				
Rural	39.6	1.2	58.3	0.8
Urban	19.7	3.5	70.3	6.5
Household wealth				
Poorest	46.9	0.9	52.0	0.2
Richest	13.3	4.7	72.6	9.2

Chad, 2010

	Never attended	Pre-primary	Primary	Secondary
Total	**50.4**	**1.3**	**45.5**	**2.7**
Gender				
Girls	54.4	1.1	42.4	2.0
Boys	46.4	1.5	48.6	3.4
Area of residence				
Rural	55.8	1.0	41.5	1.6
Urban	29.6	2.3	60.9	7.0
Household wealth				
Poorest	61.8	0.7	36.3	1.0
Richest	26.1	2.4	63.3	7.9

Democratic Republic of Congo, 2010

	Never attended	Pre-primary	Primary	Secondary
Total	**26.2**	**1.3**	**66.0**	**6.4**
Gender				
Girls	28.6	1.2	64.0	6.1
Boys	23.8	1.5	68.1	6.6
Area of residence				
Rural	31.4	0.7	64.3	3.6
Urban	13.9	3.0	70.3	12.8
Household wealth				
Poorest	36.2	0.6	60.7	2.5
Richest	9.4	3.6	70.7	16.2

Sierra Leone, 2010

	Never attended	Pre-primary	Primary	Secondary
Total	**23.8**	**3.4**	**62.6**	**10.1**
Gender				
Girls	22.9	3.5	63.7	9.9
Boys	24.8	3.4	61.5	10.4
Area of residence				
Rural	26.9	3.0	62.1	8.0
Urban	16.7	4.4	63.7	15.1
Household wealth				
Poorest	42.1	2.4	50.7	4.9
Richest	6.8	5.7	67.0	20.5

Togo, 2010

	Never attended	Pre-primary	Primary	Secondary
Total	**12.2**	**1.1**	**73.0**	**13.6**
Gender				
Girls	13.7	1.1	72.2	12.9
Boys	10.8	1.1	73.8	14.3
Area of residence				
Rural	15.5	1.0	74.8	8.8
Urban	4.9	1.4	69.2	24.4
Household wealth				
Poorest	22.1	0.5	72.9	4.4
Richest	2.9	1.3	66.6	29.2

Vietnam, 2011

	Never attended	Pre-primary	Primary	Secondary
Total	**1.6**	**8.9**	**46.9**	**42.5**
Gender				
Girls	1.5	9.0	46.9	42.5
Boys	1.8	8.9	46.9	42.4
Area of residence				
Rural	1.9	8.7	46.8	42.6
Urban	1.0	9.6	47.2	42.2
Household wealth				
Poorest	3.6	9.0	51.0	36.3
Richest	0.5	9.1	45.8	44.5

Annex 2.4 | Most and least advantaged categories (gender, income and urban/rural) in 18 GPE developing country partners (DHS and MICS data for 2010 and later)

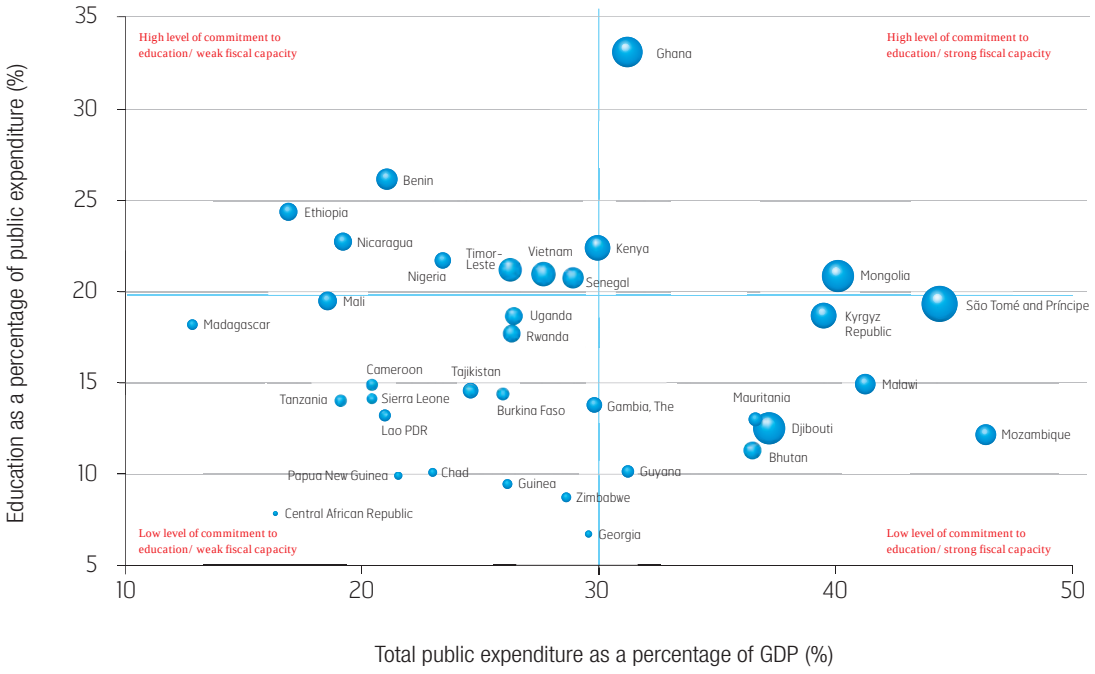
Country	Least advantaged category	PCR (%)	Most advantaged category	PCR (%)	Ratio (highest / lowest)	Survey
Mozambique	Female Rural Poorest	5	Male Urban Richest	79	14.5	DHS 2011
Afghanistan	Female Rural Poorest	6	Male Urban Richest	78	14.1	MICS 2010
Burkina Faso	Female Rural Poorest	6	Male Urban Richest	71	11.3	DHS 2010
Senegal	Female Rural Poorest	10	Male Urban Richest	66	6.7	DHS 2010
Ethiopia	Female Rural Poorest	13	Male Urban Richest	85	6.6	DHS 2011
Côte d'Ivoire	Female Rural Poorest	15	Male Urban Richest	85	5.6	DHS 2011
Uganda	Female Rural Poorest	14	Female Urban Richest	78	5.4	DHS 2011
Haiti	Male Rural Poorest	15	Male Urban Richest	83	5.4	DHS 2012
Congo, Dem Rep. of	Female Rural Poorest	14	Male Urban Richest	75	5.3	MICS 2010
Rwanda	Female Rural Poorest	14	Female Urban Richest	59	4.1	DHS 2010
Togo	Female Rural Poorest	23	Male Urban Richest	90	4.0	MICS 2010
Lao PDR	Female Rural Poorest	26	Female Urban Richest	98	3.8	MICS 2011
Burundi	Female Rural Poorest	18	Female Urban Richest	66	3.6	DHS 2010
Nigeria	Female Rural Poorest	29	Male Urban Richest	98	3.4	MICS 2011
Bhutan	Female Rural Poorest	28	Male Urban Richest	94	3.3	MICS 2010
Tanzania	Female Rural Poorest	41	Male Urban Richest	97	2.4	DHS 2010
Ghana	Male Rural Poorest	41	Male Urban Richest	92	2.3	MICS 2011
Malawi	Male Rural Poorest	44	Female Urban Richest	93	2.1	DHS 2010

Source: GPE compilation based on World Inequality Database in Education http://www.education-inequalities.org/.

Annex 3.1 Commitment to education and fiscal capacity

The strength of the commitment to education not only depends on the level of national wealth, but also on a country's capacity to collect revenue and the allocation of a significant part of the collected revenue to education. Figure A.3.1 is a graphical representation of this relationship. The horizontal axis shows total government expenditure as a percentage of GDP and the vertical axis presents the total public education expenditure as a percentage of government expenditure. The size of the data point represents public education expenditure as a percentage of GDP.

Figure A.3.1 **Commitment to education and fiscal capacity, 2012 or most recent year**



Source: GPE compilation based on UNESCO Institute for Statistics (database), Montreal, http://data.uis.unesco.org/?IF_ActivePath=P,50 and World Development Indicators (database), World Bank, Washington, DC, http://data.worldbank.org/data-catalog/world-development-indicators.

The relationship between fiscal capacity and commitment to education – and resulting investment in education – shows an interesting contrast among developing country partners. Figure A.3.1 divides countries into four different groups according to this relationship:

- **High level of commitment to education and strong fiscal capacity (quadrant 1)**
- **High level of commitment to education and weak fiscal capacity (quadrant 2)**
- **Low level of commitment to education and strong fiscal capacity (quadrant 3)**
- **Low level of commitment to education and weak fiscal capacity (quadrant 4)**

Annex 3.2 | Free Disposable Hull

The methodology to estimate efficiency in this chapter is the Free Disposable Hull (FDH).[5] This approach provides a framework for analyzing efficiency through comparison of country performance relative to the production frontier that reflects "best practices" within the sample of countries. The FDH methodology identifies the most efficient country within a sample in terms of using fewer inputs to produce a certain amount of outputs. This is an estimation of input-oriented efficiency. Thereafter, the relative efficiency is given by scores that estimate the distance of individual countries from the efficiency frontier. The scores range from 0 (least efficient) to 1 (most efficient).

Input-oriented efficiency is estimated because of two reasons. First, governments tend to have direct control over their inputs as opposed to their outputs. Second, government expenditure on education is considered an input to the process of providing educational services to children. The sample for this exercise consists of 48 developing country partners over the period 2000-2012. The single input is per capita public expenditure on education and the outputs of interest are primary completion rates.

5 This approach imposes the least amount of restrictions on the data, as it assumes free availability of resources.

Annex 3.3 Estimation of additionality of the Global Partnership

The sample for this exercise consists of 86 low and lower middle income countries,[6] including the 59 GPE developing country partners with available data. The period of reference for the analysis is 2000-2012 to have a before and after comparison and examine the potential effects of the partnership over time.

The estimation of additionality of the Global Partnership on the domestic flow of resources at the country level is estimated with the following equation:

$$\frac{Education}{GDP}_{it} = \beta_o + \beta_1 GPE_i + \beta_2 Funding + \beta_5 GDP_{it} + \varepsilon_{it}$$

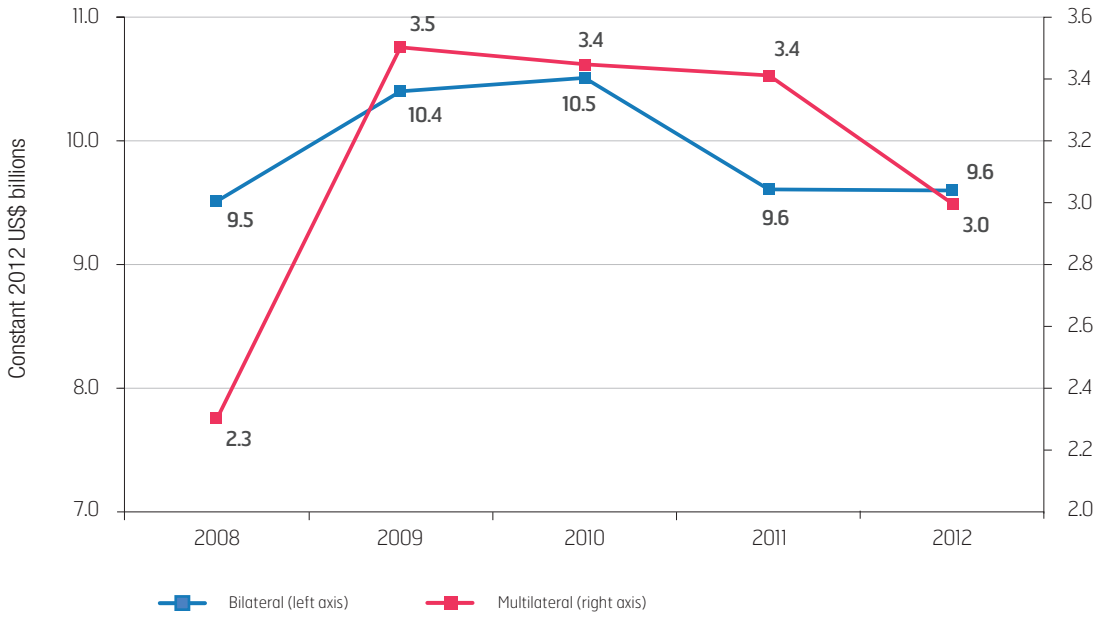
$$i = 1, 2, \ldots 86; \qquad t = 1, 2, \ldots 11$$

Where $\frac{Education}{GDP}$ represents the share of GDP allocated to education by country i in year t; GPE is a dummy variable that takes the value of 1 for developing country partners and 0 otherwise; $Funding$ is a dummy variable that takes the value of 1 if the country received GPE funding and 0 otherwise; and GDP is the Gross Domestic Product of the country i in year t. β_o represents the constant and ε is the error term. The equation is estimated using a pooled Ordinary Least Squared (OLS) regression.

6 Countries are classified according to 2012 GNI per capita, calculated using the World Bank Atlas method. The groups are: low income, $1,035 or less and lower middle income, $1,036 - $4,085.

Annex 3.4 | Multilateral and bilateral aid disbursements to education

Figure A.3.2 **Multilateral and bilateral aid disbursements to education**



Source: GPE compilation based on OECD Data Lab (database), Development Assistance Committee, Organisation for Economic Co-operation and Development, Paris, http://www.oecd.org/statistics/.

Annex 4.1 | Education Plan Development Grants approved, 2012 to June 2014

Country	Grant Amount (US$)	GPE Secretariat Approval Date	Partner Agency
Benin	56,200	7/9/2012	World Bank
Cambodia	226,682	2/4/2013	UNESCO
Cameroon	200,000	7/30/2012	World Bank
Central African Republic	126,600	7/30/2012	World Bank
Comoros	150,000	8/6/2012	UNICEF
Congo, Dem. Rep. of	250,000	5/2/2014	UNICEF
Djibouti	161,534	4/1/2013	UNICEF
Eritrea	115,000	2/11/2013	UNICEF
Gambia, The	250,000	7/30/2012	World Bank
Guinea	250,000	10/22/2012	World Bank
Guyana	250,000	7/29/2013	World Bank
Haiti	169,000	3/11/2013	World Bank
Kenya	250,000	7/29/2013	World Bank
Lao PDR	249,100	12/6/2012	World Bank
Liberia	250,000	11/15/2013	World Bank
Madagascar	250,000	5/8/2012	World Bank
Malawi	250,000	10/7/2013	World Bank
Niger	249,650	3/4/2013	UNICEF
Nigeria	249,900	2/4/2013	World Bank
Pakistan	250,000	7/30/2012	UNICEF
Sierra Leone	250,000	7/30/2012	World Bank
Somalia (Somaliland and Puntland)	250,000	7/24/2012	UNICEF
Somalia (South Central)	120,263	7/29/2013	UNICEF
Tajikistan	250,000	10/7/2013	UNICEF
Togo	250,000	1/23/2013	UNICEF
Uganda	250,000	3/4/2013	World Bank
Uzbekistan	250,000	4/27/2012	UNICEF
Zimbabwe	250,000	4/27/2012	World Bank

Source: Grant documents compiled by the GPE Secretariat.

Annex 4.2 | Education Plan Development Grants by activity [7] (US$ thousands)

	Studies and analyses	Education Plan Documents	Education Plan Appraisal	Financial Simulations	Other activities	Total	% of total
Data collection and document drafting	1,486.5	1,963.4	604.1	451.1	169.6	4,674.7	77.6
Consultations, dialogue	161.7	684.2	33.0	7.6	138.8	1,025.3	17.0
Capacity building	1.1	139.5	0.0	5.0	111.3	256.8	4.3
Other: translation, printing, etc.	7.7	31.0	0.0	0.0	30.7	69.4	1.2
Total	1,656.9	2,818.2*	637.1	463.6	450.3	6,026.2	100.0
% of total	27.5	46.8	10.6	7.7	7.5	100.0	---

Source: Grant documents compiled by the GPE Secretariat.

** Includes development of M&E framework for US$295,621.*

[7] Studies and analyses refer to analytical work undertaken to support improved decision-making. Education plan documents relate to the drafting of ESPs and implementation plans, exclusive of the development of financial simulations but inclusive of all other steps (stakeholder discussions, strategy identification, development of a monitoring and evaluation framework, drafting, printing, etc.). Financial simulations relate to work to calculate the costs of different policy choices, but exclude work to identify funding sources. Education plan appraisal includes all activities to evaluate/appraise the quality of the national plan.

Annex 4.3 | Program Development Grants approved per country, 2012 and June 2014

Country	Grant Amount (US$)	GPE Secretariat Approval Date	Partner Agency
Burkina Faso	44,885	12/10/2012	AFD
Cambodia	200,000	1/23/2013	World Bank
Cameroon	190,650	12/10/2012	World Bank
Central African Republic	196,000	10/1/2012	World Bank
Chad	143,213	6/17/2014	UNICEF
Djibouti	200,000	3/25/2013	World Bank
Eritrea	169,250	1/7/2013	UNICEF
Gambia, The	197,500	1/7/2013	World Bank
Guinea	150,000	6/17/2014	World Bank
Guyana	200,000	6/3/2013	World Bank
Haiti	120,200	10/1/2012	World Bank
Kenya	243,488	1/28/2014	World Bank
Kyrgyz Republic	200,000	1/28/2013	World Bank
Lao PDR	200,000	7/29/2013	World Bank
Madagascar	200,000	11/12/2012	World Bank
Mali	200,000	8/30/2012	World Bank
Mauritania	170,000	8/21/2012	World Bank
Niger	124,440	12/17/2012	World Bank
Nigeria	398,500	2/4/2013	World Bank
Nigeria	81,500	1/7/2014	World Bank
Pakistan (Sindh)	190,000	10/7/2013	World Bank
São Tomé and Príncipe	200,000	8/30/2012	World Bank
Senegal	200,000	1/23/2013	World Bank
Sierra Leone	207,567	9/27/2012	World Bank
Somalia	200,000	12/3/2012	UNICEF
Tajikistan	200,000	2/26/2013	World Bank
Togo	200,000	6/3/2013	World Bank
Uganda	300,000	3/11/2013	World Bank
Uzbekistan	238,050	2/4/2013 (5/2/2014 for an additional $40,000)	World Bank

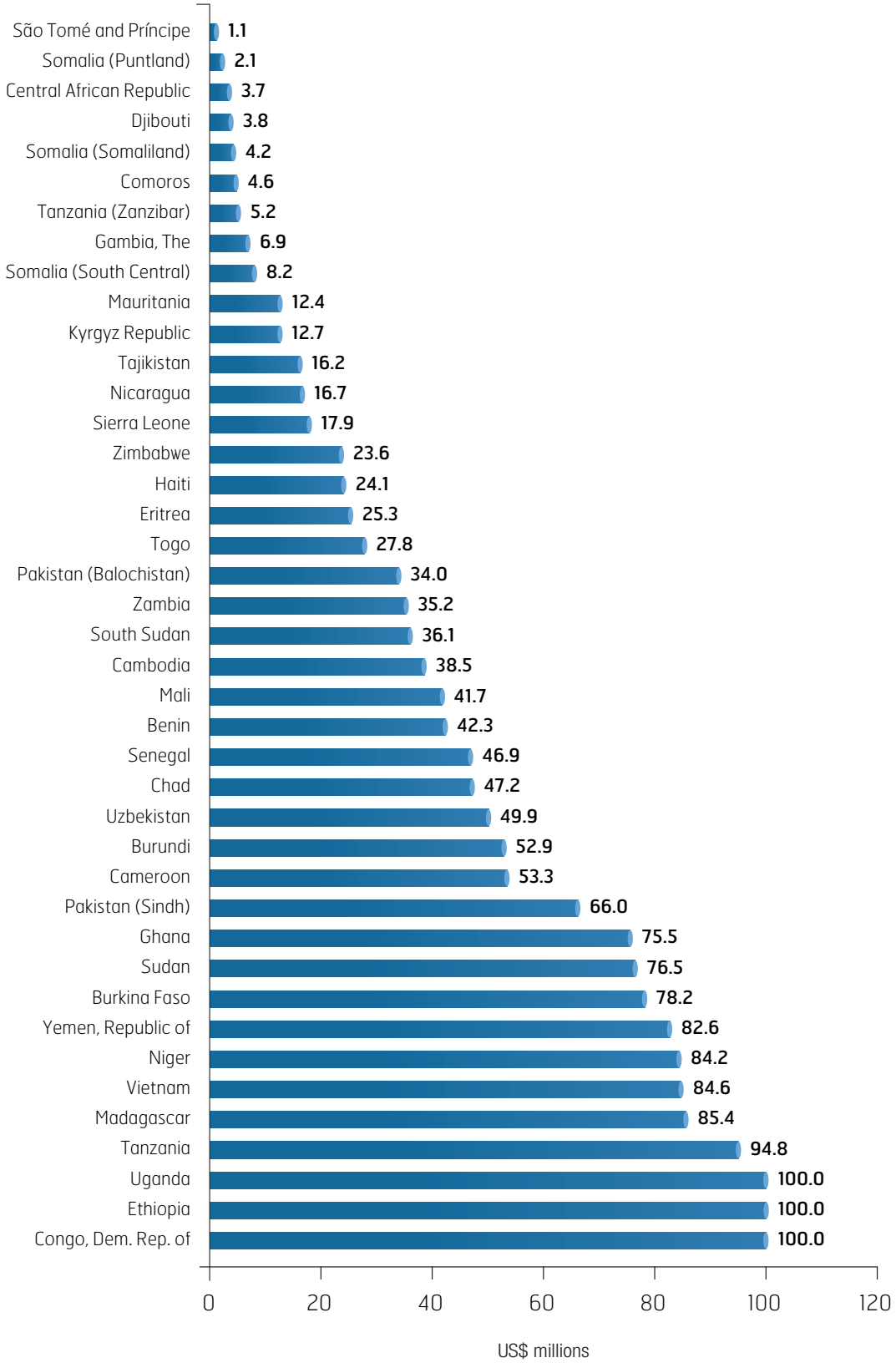
Source: Grant documents compiled by the GPE Secretariat.

Annex 4.4 | Program Implementation Grants by country

Country	Total approved as of 30 June 2014 (US$)	Total disbursed as of 30 June 2014 (US$)	Partner agency
Afghanistan	55,700,000	31,483,751	UNICEF
Benin	117,408,025	75,108,025	World Bank
Burkina Faso	180,200,000	130,000,000	AFD, World Bank
Burundi	52,900,000	28,600,000	Belgium
Cambodia	95,860,856	57,360,856	World Bank
Cameroon	100,364,100	49,156,150	World Bank
Central African Republic	41,490,000	39,460,333	UNICEF, World Bank
Chad	47,200,000	28,759,881	UNESCO, UNICEF
Comoros	4,600,000	1,828,751	UNICEF
Congo, Dem. Rep. of	100,000,000	20,896,616	World Bank
Côte d'Ivoire	41,400,000	10,036,454	World Bank
Djibouti	15,800,000	11,998,073	World Bank
Eritrea	25,300,000	15,340,029	UNICEF
Ethiopia	267,364,307	167,364,307	World Bank
Gambia, The	48,298,912	41,398,912	World Bank
Ghana	94,500,000	59,456,589	World Bank
Guinea	64,000,000	64,000,000	UNICEF, World Bank
Guinea-Bissau	12,000,000	2,560,107	UNICEF
Guyana	32,919,857	32,919,857	World Bank
Haiti	46,100,000	20,539,258	World Bank
Kenya	121,000,000	121,000,000	World Bank
Kyrgyz Republic	27,599,008	14,899,008	World Bank
Lao PDR	30,000,000	27,093,866	World Bank
Lesotho	31,671,512	26,037,440	World Bank
Liberia	40,000,000	18,507,417	World Bank
Madagascar	209,400,000	136,875,918	UNICEF, World Bank
Mozambique	169,000,000	169,000,000	World Bank
Nepal	120,000,000	117,790,394	World Bank
Nicaragua	40,700,000	26,115,367	World Bank
Niger	104,715,736	20,515,736	World Bank
Pakistan (Baluchistan)	34,000,000	0	World Bank
Pakistan (Sindh)	66,000,000	0	World Bank
Papua New Guinea	19,200,000	11,251,413	World Bank
Rwanda	175,000,000	175,000,000	DFID, World Bank
São Tomé and Príncipe	4,700,000	3,600,000	World Bank
Senegal	128,400,000	75,612,065	World Bank
Sierra Leone	29,591,405	11,691,406	World Bank
Somalia (Puntland)	2,100,000	685,582	UNICEF
Somalia (Somaliland)	4,200,000	2,280,645	UNICEF
Somalia (South Central)	8,200,000	4,201,800	UNICEF
South Sudan	36,100,000	11,060,200	UNICEF
Sudan	76,500,000	4,522,279	World Bank
Tajikistan	47,950,293	32,750,294	World Bank
Tanzania	94,800,000	28,404,556	SIDA
Tanzania (Zanzibar)	5,200,000	2,494,002	SIDA
Timor-Leste	15,849,523	14,100,523	World Bank
Togo	72,800,000	43,450,339	World Bank
Uganda	100,000,000	0	World Bank
Uzbekistan	49,900,000	0	World Bank
Vietnam	84,600,000	44,892,103	World Bank
Yemen, Republic of	122,366,772	70,766,772	UNICEF, World Bank
Zambia	95,400,000	60,200,000	Netherlands, DFID
Zimbabwe	23,600,000	6,300,212	UNICEF
Total	**3,860,170,308**	**2,330,693,426**	

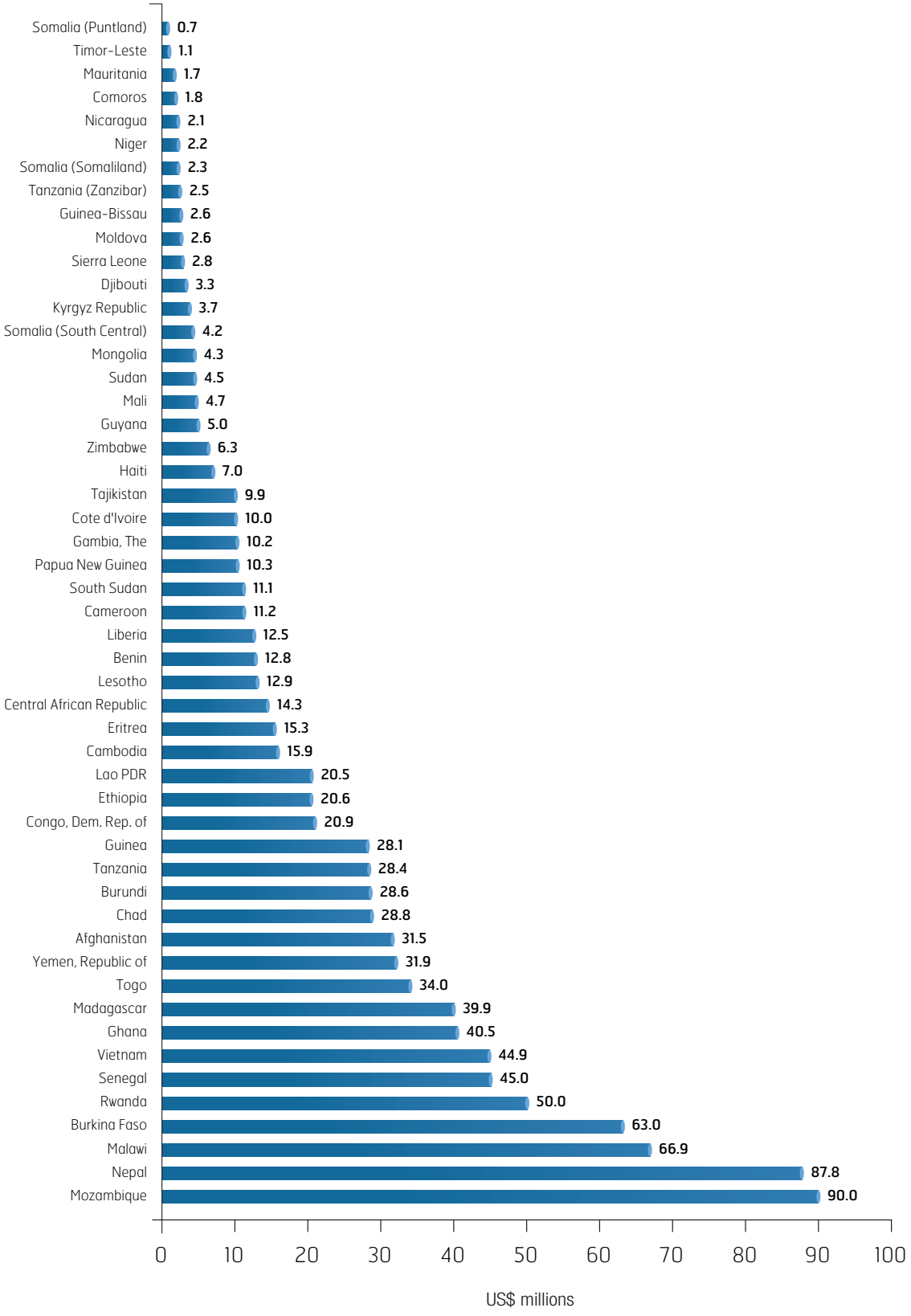
Source: Grant documents compiled by the GPE Secretariat.

Annex 4.5 | Program Implementation Grants approved between 1 January 2012 and 30 June 2014



Source: Grant documents compiled by the GPE Secretariat.

Annex 4.6 | Program Implementation Grant amounts disbursed between 1 January 2012 and 30 June 2014



Source: Grant documents compiled by the GPE Secretariat.

Annex 4.7 | Countries receiving Program Implementation Grants by delivery channels and types

Organization	Role	Grant country
1. General budget support		
World Bank	Supervising entity	Burkina Faso
2. Sector budget support		
U.K. Department for International Development	Supervising entity	Zambia
World Bank	Supervising entity	Rwanda
3. Pooled funds		
World Bank	Supervising entity	Benin, Ethiopia, Kenya, Lesotho, Malawi, Mozambique, Niger, Sierra Leone
U.K. Department for International Development	Supervising entity	Rwanda
Ministry of Foreign Affairs, Netherlands	Supervising entity	Zambia
Belgian Technical Cooperation	Supervising entity	Burundi
Agence Française de Développement	Supervising entity	Burkina Faso
4. Project support		
World Bank	Supervising entity	Cambodia; Cameroon; Central African Republic; Côte d'Ivoire; Congo, Dem. Rep. of; Djibouti; Gambia, The; Ghana; Guinea; Guyana; Haiti; Kyrgyz Republic; Lao PDR; Liberia; Madagascar; Mali; Mauritania; Moldova; Mongolia; Nepal; Nicaragua; Niger; Pakistan (Baluchistan); Pakistan (Sindh); Papua New Guinea; Rwanda; São Tomé and Principe; Senegal; Sierra Leone; Sudan; Tajikistan; Timor-Leste; Togo; Uganda; Uzbekistan; Vietnam; Yemen, Republic of.
UNICEF	Supervising entity	Afghanistan
	Managing entity	Central African Republic; Chad; Comoros; Eritrea; Guinea; Guinea-Bissau; Madagascar; Puntland (Somalia); Somaliland (Somalia); Somalia (South Central); South Sudan; Yemen, Republic of; Zimbabwe
UNESCO	Managing entity	Chad
Swedish International Development Cooperation Agency	Supervising entity	Tanzania (Zanzibar) Tanzania (Mainland)

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